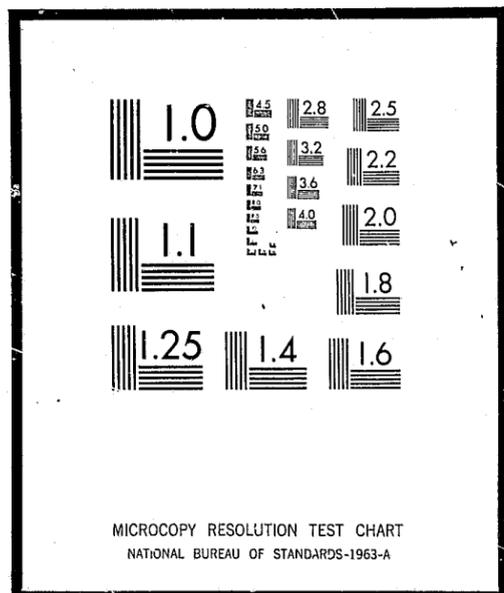


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

RESEARCH IN PROGRESS

Revised October 1974

American Justice Institute
Santa Clara Criminal Justice Pilot Program

This publication is revised on an ongoing basis and should be considered up-to-date.

Date filmed

9/22/75

SANTA CLARA CRIMINAL JUSTICE PILOT PROGRAM

A Project administered by the
American Justice Institute

RESEARCH IN PROGRESS

About the Pilot Program . . .

In May 1970, Santa Clara County and the City of San Jose were jointly designated by the U. S. Department of Justice as the first of several demonstration areas in the nation which are participating in an intensive, scientific program to test and discover new methods for reducing crime in America.

The American Justice Institute, a non-profit agency in Sacramento, California, which has conducted research and developed numerous demonstration projects in the criminal justice field over the past fifteen years, has been awarded a grant by the National Institute of Law Enforcement and Criminal Justice to finance the five-year program.

Purpose of this document . . .

The Santa Clara Criminal Justice Pilot Program has produced this document to promote technology transfer and as a means for disseminating the results and content of Pilot Program activities.

This publication describes each project in which the Pilot Program is participating, or has participated, summarizing findings and listing any reports evolving from the project.

The projects are divided into two groups--first, the pilot research projects conducted by the Santa Clara Criminal Justice Pilot Program; and second, demonstration projects developed to attract State Block funds or LEAA Discretionary funds. The Pilot Program staff has participated in the design of these projects. In certain cases, the American Justice Institute is also conducting the project evaluation.

Citations are provided to the appropriate publications for the research projects that have been completed, and for demonstration projects that have completed at least one year. Wherever evaluations have been completed for demonstration projects, a separate

summary of the evaluation follows the summary description of the project.

Copies of the project reports are available for dissemination. Please refer to the Appendix of this publication for further information about how to obtain publications.

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PART I

PILOT RESEARCH PROJECTS

CRIME ANALYSIS, PROGRAM EVALUATION AND RESEARCH (CAPER)

CAPER is designed to provide medium-sized cities and counties with a guide for constructing a relatively simple and practical crime analysis, project evaluation and research capability. It is a tool specifically designed for criminal justice planners and local police to aid them in developing and evaluating LEAA-supported crime reduction projects. It provides a data base for crime oriented planning.

Data contained in offense reports is extracted, coded and keypunched for computer analysis. Data includes location, time, type of offense(s), discoverer, premise type, level of force used, type of entry, primary property target, value loss, and victim/offender characteristic information. Data runs describe the locations and characteristics of crimes reported to the police within any size or shape geographic area of a city.

CAPER provides specific, detailed information about crime; thus it aids in diagnosis. It also provides baseline data to assist in project evaluation, and it provides research data to assess factors in the community that are related to crime.

- REPORTS: 1.3 - CAPER--Crime Analysis, Program Evaluation, and Research (Baseline-Technical Report #3), March 1972, 79 pages. NTIS #PB 213 661.
- 1.4 - Crime in San Jose (Baseline-Technical Report #1), November 1971, 116 pages. NTIS #PB 227 513/AS.
- 1.5 - Burglary in San Jose (Baseline-Technical Report #2), November 1971, 114 pages. NTIS #PB 221 789.
- 1.20 - CAPER Data Book, 1971, March 1973, 71 pages. NTIS #PB 226 164/AS.
- 1.29 - Coders' Manual, Countywide CAPER Project, January 1974.

CAPER DATA BOOK, 1971

The CAPER Data Book, 1971 represents a source book designed to support "crime specific" planning; to serve as a reference document for the police and for planners, researchers and policy makers; and to communicate an awareness that specific, detailed information about 27,580 crimes in San Jose is available and can be produced for specific geographic areas.

The CAPER Data Book, 1971 is a compilation of figures and tables, which show for selected crime categories the number of crimes reported to the San Jose Police Department during the 1971 calendar year for each census tract. Figures reflecting crime trends over the year are presented for robbery, assault, burglary, theft, petty theft, forgery, rape, other sex offenses, disturbing the peace, and mischief. Summary tables are presented for felony crime reports and for misdemeanor crime reports. These are followed by more specific tables, which include breakdowns for the type of premise; discoverer; day of event; day of report; time of event and report; age, sex and race of victim; age, sex and race of offender; and victim/offender relationship.

Appendices are included which contain CAPER descriptor codes, a discussion of geocoding, a Bureau of Criminal Statistics (BCS) Offense Code list, a table showing population characteristics by census tract, the offense frequencies used in the figures of crime trends and an explanation of the method used to generate the signals shown in the figures of crime trends.

- REPORT: 1.20 - CAPER Data Book, 1971; March 1973, 71 pages. NTIS #PB 226 164/AS.

CRIME IN SAN JOSE

Crime in San Jose is a pilot research report which describes and analyzes offenses reported to the San Jose Police, January 1, 1971 to April 30, 1971. The report delineates the City's high crime areas by location and type of premise, identifies the most frequent crime targets by type and value, describes day and hour of occurrence, and discusses the importance of the "discoverer" of crimes--citizens whose calls trigger police action.

The report also describes victim/offender relationships, ages, sex, race, and number. It describes the role of the victim and the victim's compliance. It includes levels of force used to gain illegal entry and drug and alcohol involvement.

REPORT: 1.4 - Crime in San Jose (Baseline-Technical Report #1),
November 1971, 116 pages.
NTIS #PB 227 513/AS

BURGLARY IN SAN JOSE

The Crime Analysis, Program Evaluation and Research (CAPER) System, an ongoing data collection system, describes offenses reported to the police in San Jose.

An initial report, Crime in San Jose, provided an overview of the crime problem in San Jose. Burglary in San Jose summarizes what is known about burglaries reported to the police in San Jose during the period from January 1 through April 22, 1971. This second report was designed to narrow the focus of the research effort and to provide more detailed information about a specific crime which occurs with great frequency. It was aimed at providing the research and diagnostic underpinnings for the development of new, more effective crime control programs in San Jose.

During the first four months of 1971, 70.5 percent of all baseline offenses were property crimes; over half of these were burglaries.

REPORT: 1.5 - Burglary in San Jose (Baseline-Technical Report #2),
November 1971, 114 pages. NTIS #PB 211 789.

BURGLARY RESEARCH

The production of Burglary in San Jose by the Pilot Program in November 1971 provided the San Jose Police Department with a specific crime analysis document based upon data generated by the CAPER System. This prompted a joint development effort of the Police Department and Pilot Program staff that resulted in the development of a grant application which was subsequently funded: Development of Prevention Methodology by Burglary Offense Analysis.

The Burglary Methodology Project, as it is commonly known, has initiated a host of tactical programs developed on the basis of the Project staff's statistical analyses of crime. For example, a sizeable sample of burglaries is being "tracked" from reporting of the offense through to final disposition of any arrestees. In effect, a base rate per 1,000 burglaries will be traced through the criminal justice system with particular attention focused on analysis of outcomes at critical decision points.

A companion effort is to develop a socio-economic-demographic profile of high incidence areas and gather data for the profile from both victims and non-victims.

The City of Sunnyvale has initiated a burglary research effort that uses the output from their Public Safety Information System, including CAPER data elements, to focus research efforts on analyzing the characteristics of commercial and non-commercial burglary victims. The purpose of this research is to quantify the value of "target hardening" hardware and systems in terms of their real value.

- REPORTS: 1.3 - CAPER--Crime Analysis, Project Evaluation and Research (Baseline-Technical Report #3), March 1972, 79 pages.
NTIS #PB 213 661.
- 1.5 - Burglary in San Jose (Baseline-Technical Report #2), November 1971, 114 pages.
NTIS # PB 211 789.

ROBBERY IN SAN JOSE

An in-depth analysis of 383 commercial robberies and 311 non-commercial robberies reported to the San Jose Police Department during 1972 was conducted. The purpose of the analysis was to develop a substantial base of information upon which specific robbery reduction programs could be predicated.

The study deals with the crime itself, the victim, the offender, those who are arrested and the response of the criminal justice system. Robbery events are described in terms of their spatial and temporal distributions and other characteristics. Comparisons are made between commercial and non-commercial robberies. A picture of the victim of non-commercial robberies is presented. The offenders as they are perceived by the victim, a witness or the police are described. Then, the individuals who were arrested for robberies reported in San Jose in 1972 are characterized and compared with all robbery offenders (i.e., both those arrested and those still at large). The response of the criminal justice system to the crime and more specifically to those who are apprehended and charged is documented.

The analysis yields a wealth of information for formulating specific strategies that can be implemented to help assuage the robbery problem. The final chapter of the study report, which is referenced below, summarizes salient features of the event, victim, offender, arrestee and system response and implications for increasing the effectiveness of prevention, apprehension and prosecution.

REPORT: 1.28 - Robbery In San Jose; to be published December 1974.

SOCIAL STRUCTURE ANALYSIS AND OFFENDER RESIDENCE

This study deals with the problem of predicting differences among the census tracts of Santa Clara County, in terms of the percentage of adult residents who were arrested during the period from March 1 through September 30, 1972. Two different approaches were taken: (1) prediction from census tract groups based on patterns of social dimension scores, and (2) multiple linear prediction from 37 demographic measures.

Three social dimensions (Older Residents and Housing, Socio-Economic Deprivation and Family Life) were derived. Three social dimension scores were obtained for each tract. An O-Type cluster analysis, which finds groups of mutually similar tracts, was performed: 206 tracts were sorted into seven O-Type membership groups. It was observed that tracts that are moderate on Socio-Economic Deprivation are predictably low on arrestee rates. For tracts that are high on Socio-Economic Deprivation, prediction of arrest rates from O-Type membership is poor.

A multiple regression analysis was performed to see how well arrestee rates could be predicted from the 37 demographic measures without including knowledge of the three dimensions. Arrestee rates were predicted for tracts from (1) percentage White, Spanish Surname, Spanish Language Population and (2) percentage Widowed, Divorced or Separated Persons. The proportion of the variability in the criterion measure (arrestee rates) accounted for by the two predictor measures (1 and 2) was .58 (R^2).

REPORTS: 1.21 - Predicting Arrestee Residence Rates, April 1973, 59 pages. NTIS #PB 225 425/AS.

1.26 - Profile '70: A Socio-Economic Data Book for Santa Clara County. August 1973, 297 pages plus folded map.

VICTIMIZATION SURVEY RESEARCH

It is commonly believed that the actual level of crime is higher than that reflected by offenses reported to the police. The goal of victimization survey research is to develop and test a reliable, accurate methodology for establishing the actual level of crime victimization in a given geographical area.

In January of 1971, a general victimization survey was conducted in Santa Clara County using a random sampling design and personal interview methodology. Both households and business were included in this survey.

Also in January 1971, a personal interview survey of known victims of crime was conducted in Santa Clara County by the U. S. Bureau of the Census. The survey found that in one-half to two-thirds of the cases that involved family or friends, the victims did not recall or rereport the event. However, citizens were willing and able to rereport crimes involving a stranger-to-stranger confrontation 75 percent of the time.

Considering the victimization surveys normally find victimization considerably higher than police statistics, and now the more recent knowledge that even victimization surveys may understate by 25 percent to 50 percent, the "dark figure" for unreported crime must certainly be very large.

In addition to underreporting the incidence of crime, it has been assumed that police reports also fail to reflect the true nature of crimes. To test this assumption, a research study was undertaken comparing the characteristics of robberies and robbery victims derived from police offense reports in San Jose to those derived from a victimization survey in the same area. Findings indicated that it is highly probable that the police robbery offense reports and the victimization survey data present the same picture of the crime of robbery in San Jose.

REPORTS: 1.1 - The San Jose Methods Test of Known Crime Victims, by Anthony G. Turner. LEAA Statistics Division, Statistical Division Technical Series, Report #1, July 1971, 41 pages.

1.27 - Crimes and Victims: A Report on the Dayton-San Jose Pilot Survey of Victimization. LEAA Statistics Division, June 1974, 197 pages.

5.10 - Police Reports and Victimization Survey Results: An Empirical Study, April 1974, 19 pages.

SCHOOL VANDALISM

At the request of the staff of the Regional Criminal Justice Planning Board, the Pilot Program prepared a report on school vandalism.

The report discusses the problem of defining the term "school vandalism"; identifies data sources on school vandalism in Santa Clara County; reviews available local data; describes methods in use to combat school vandalism; discusses the concept of delinquent schools; and concludes with recommendations to the Regional Criminal Justice Planning Board staff focused on: (a) suggested action, (b) suggested criteria for evaluating the significance of candidate approaches to reducing school vandalism.

Appendixes to the report include a vandalism bibliography produced by a literature search, an example of a tool devised for measuring the nature and extent of school vandalism; an example questionnaire for students; data on vandalism in two school districts; and four example school vandalism studies.

REPORT: 1.23 - School Vandalism, August 1973, 109 pages.

INVESTIGATION CONTROL AND MANAGEMENT (ICAM)

Investigation, Control and Management (ICAM) is an improved, practical operational tool for measuring, monitoring and managing the productivity of the police manpower assigned to the work of apprehending criminals. ICAM is currently in operation in the Department of Public Safety, Sunnyvale, California--the city that has developed and tested the technique.

The fundamental concept of ICAM is that any criminal investigation involves ACTIVITIES which are calculated to acquire INFORMATION that can be used to IDENTIFY a perpetrator and subsequently result in his ARREST. These activities are "chained" to form the "Apprehension System." The Apprehension System is conceptualized as an information processing system that acquires, stores, processes or transmits information that contributes to systems performance. The goal of the apprehension system is the arrest of persons who commit crimes within the jurisdiction of the police agency operating the apprehension system. In order to evaluate apprehension system performance, system performance measures are defined, which serve to make clear the relationships between arrests and the resources expended.

A report is available which describes how the data to operate ICAM is produced from Activity Reports which are completed by police field personnel. Detailed instructions and coding forms are included.

In addition, the ICAM model is demonstrated using thirty example criminal cases. The report concludes with examples which show how ICAM is used to support the typical management sequence of planning, goal setting, the development and selection of alternatives, organizing, controlling and evaluating.

REPORT: 1.25 - Investigation Control and Management System (ICAM), October 1973, 115 pages.

LATENT FINGERPRINT STUDY

A research program has been established to establish a latent fingerprint identification system within the Santa Clara County. An important feature of the proposed system is the construction of a countywide "known-offender" fingerprint file. This "base file" is needed so that latent prints may be compared to an existing fingerprint file of known offenders.

The Pilot Program has provided assistance to the County Law Enforcement Executive Committee to identify existing fingerprint identification systems. All known systems for automating matching of latent prints with a base file have been reviewed; all had serious shortcomings.

Burglary investigators of the San Jose Police Department initiated efforts to develop a prototype system that was simple, effective and within their capacity to support with allocated resources. The results of that effort were a fingerprint classification system consisting of integrated elements of other systems and some unique aspects of their own creation. A sample of 50 persons (500 individual fingers) was coded to serve as a base file. Programmers at the Stanford Computation Center were retained to develop an encoding system, data entry system, storage, search and retrieval programs. Several fingerprints, known to be in the base file, were then recoded and the base file was "searched" to see if the prints could be found on a test basis. This test demonstrated that the concept was feasible and refinements were then designed to improve the accuracy of the encoding and search routines.

This research effort resulted in the development of an application for grant funds to test the system on a one year basis.

PEACE OFFICER STANDARDS AND TRAINING MANAGEMENT SURVEY

The California Commission on Peace Officer Standards and Training (POST) report on the San Jose Police Department constituted a comprehensive review of the organization and operations of the Department and resulted in 343 separate recommendations.

These recommendations were intensely and exhaustively reviewed by the City Manager and the Police Department.

With the receipt of the POST report, a Management Group was established consisting of the City Manager, the Assistant and Deputy City Managers, and the Chief of Police. The Management Group reviewed the POST report and developed a set of tentative recommendations. These tentative recommendations were then sent to the Police Department Administration Committee, the San Jose Peace Officers Association, and the San Jose Police Local No. 170 for comment. Their comments were then reviewed by the Management Group and a set of final recommendations on the POST report was developed for City Council review.

REPORT: 1.19 - Management Survey of the San Jose Police Department by the California Commission on Peace Officer Standards and Training, California Department of Justice, November 1971.

(For information contact the City of San Jose, P. O. Box 270, San Jose, California 95110.)

ATTITUDE SURVEY OF SAN JOSE POLICE DEPARTMENT

The following excerpts, which describe this project, are taken from the Report:

"This report is based upon the opinions and suggestions of San Jose Police Department's sworn officers as represented in a survey developed by members of the Special Planning Committee. The Committee's goal in surveying officer morale and job satisfaction was to provide a comprehensive documentation of the thoughts and opinions of the Department's rank and file relevant to policy changes currently being considered by the Administration, and to provide a means of eliciting constructive suggestions for Departmental change from the men most closely involved with the law enforcement function in the City of San Jose."

"The survey questions went through several revisions, the most extensive changes being made as a result of a pilot testing and critique by a number of sworn officers. The final design of the survey included two basic types of questions: structured response, and free response. Structured response questions asked for the men's opinions about specific areas of Departmental functioning . . ." "Free response questions, on the other hand, were concerned with more general issues affecting Departmental functioning . . ."

"The officers are severely critical of certain aspects of the Department, but the criticisms are primarily focused on the improvement of Departmental functions, and thus the eventual provisions of better services to the community. Criticism of current policies are complemented by action oriented suggestions to improve present practices."

"Specific recommendations are offered by the Committee in vital areas such as training, morale, promotional policy, revision of current Departmental policies or practices, manpower and resources . . ."

REPORT: 1.13 - Attitude Survey, San Jose Police Department by M. D. Roberts. October 31, 1972, 20 pages.
(For information contact City of San Jose,
P. O. Box 270, San Jose, California.)

FELONY RELEASE RATE STUDY

A research effort that extends from the police into the prosecution area was designed by the Pilot Program. On a State average, approximately one of every three police on-view, non-warrant felony arrests is rejected by the District Attorney. No one really knows why this occurs. It could be the result of (a) arbitrary or unwarranted arrests made by some policemen, (b) inadequate police training in observing constitutional and judicial constraints, leading to arrests that are unprosecutable due to technical imperfections, or (c) the decision-making process/criteria of the prosecutor not being clearly defined. The major problem in developing this research project was in creating a research design that will be acceptable to both police and prosecutors. These questions have, therefore, been addressed as a part of several other substudies. One of these studies has been completed and is referenced below.

REPORT: 1.16 - Detention and Disposition Patterns of Pretrial Prisoners, 1970, June 1972, 99 pages.

COURT PROCESSING OF FELONY CASES

Exploratory research focused on a sample of 188 felony cases in the San Jose Municipal Court during the sample month of January 1970.

The purpose of the study was to obtain an overview of the processing of felony cases, thus providing an initial "diagnosis." Another purpose was to study the form and content of the probation report presented to the judge at sentencing and to analyze what effect, if any, this report and its contents had on the ultimate sentence. Also, the information contained in the probation report was used to analyze the typical characteristics of the felony defendant in Santa Clara County--age, sex, schooling, job status, family ties, prior records, etc.

Cases disposed of at the Municipal Court level were compared with those felony cases disposed of at the Superior Court level. An in-house research paper describes the results.

REPORT: 1.9 - Court Processing of Felony Cases, July 1971,
47 pages.

SYSTEMS ANALYSIS APPLICATION FOR THE CRIMINAL
JUSTICE INFORMATION CONTROL PROJECT

The CJIC project has purchased the ASI-ST software package to provide the systems analysis application for CJIC. County data processing personnel are trained in the use of the ASI-ST package as a routine aspect of making and keeping the systems analysis application operational.

The research design specialist on the Pilot Program team has been the main liaison person between the Pilot team and CJIC. His effort is concentrated on familiarity with the CJIC data base and with the capabilities of the data processing services that are available. He consistently attends CJIC Management Team meetings and meets regularly with the Systems Analysis Group.

The Pilot team's research specialist has identified pilot research projects that can be completed using the CJIC data base. Priority is given to assisting agency users of CJIC define their research needs and to conduct a series of rudimentary research projects to satisfy these needs.

FACTORS LEADING TO AN INCREASE IN COMMITMENTS
TO STATE CORRECTIONAL AGENCIES FROM SANTA CLARA COUNTY

To allow local probation departments to provide intensive service programs to selected probationers at the local level in lieu of committing them to State correctional facilities, the State passes on part of the resulting State savings to support the local programs. The subsidy is allocated according to a base commitment rate; Santa Clara County's base rate is 38.2 commitments per 100,000 population, the fourth lowest in the State. In 1970 the County's commitment rate increased sharply, causing projected subsidy earnings to approach zero. Unable to support these advanced probation programs without State assistance, the County needed to determine causes of the change, the feasibility of reversing the new trend, and a rationale for changing the methods of computing the base commitment rates. To assist Santa Clara and other counties having difficulty with their subsidy earnings, the Santa Clara Criminal Justice Pilot Program undertook a research project to identify factors influencing the increase in commitments and to attempt to weigh their relative importance.

Findings show that subsidy earnings decreased as a direct result of increased Superior Court commitments to California's Youth Authority. Not attributable to any single factor, the increase can be explained only by two general sets of conditions-- first, by the interaction of a number of developing trends creating increasing pressures which criminal justice agencies were somehow able to absorb until late 1969 and which will not be easily influenced in the near future and, second, by certain changes in the processing of criminal justice defendants which are probably subject to limited modification.

Among the trends investigated are population composition trends. Findings show that the 8 to 24 year old population had increased 75 percent between 1961 and 1969 compared with a total population increase of 45 percent and that this age group will continue to account for a larger portion of the County's population until 1973-1974. They show that this age group now accounts for 73.4 percent of State commitments compared with only 64.1 percent during the 1959-1963 probation subsidy base-year period and that if population composition by age were taken into account when calculating base rates, the County's subsidy earnings would have been 6.5 percent greater for the 1966-1967 operating year and 11.0 percent greater for the 1970-1971 operating year.

Other trends investigated were associated with the Seven Major Felony Crime Index, adult felony arrests, and drug arrests and their dispositions.

REPORT: 1.8 - Factors Leading to an Increase in Commitments to State Correctional Agencies From Santa Clara County, October 1971, 108 pages. NTIS #PB 224 892/AS.

DETENTION AND DISPOSITION PATTERNS OF PRETRIAL PRISONERS 1970

This pilot research effort involved selecting a systematic sample of every 40th booking into the Santa Clara County jail system for the year 1970, and "tracking" each individual selected from the time of booking to final court disposition of his case.

Data elements collected included:

- Arresting agency
- Booking facility
- Type of offense
- First and last type of housing
- Days in pretrial detention
- Type of release
- Ethnic group
- Type of conviction
- Court disposition

The research report describes the dispositional patterns of various offense categories: how long they stay in jail, how they get out, whether convicted or not, and if convicted, what types of sentences are imposed. Analyses also include association between release status and court disposition, and bed-space requirements of various offense and release categories. This is an example of an exploratory approach in developing hypotheses to diagnose the functioning of several interactive aspects of the justice system.

In addition to the pilot research report, this data base has been used for several purposes including (1) Pretrial Release Project evaluation, (2) preliminary work on a diagnostic-predictive Jail Management Control Model, (3) responding to periodic inquiries from City, County and private organizations, and (4) special analyses in the Adult Detention and Corrections Study. In addition, these data provide a baseline against which comparisons in the performance of the system can be made in 1974-1975.

REPORT: 1.16 - Detention and Disposition Patterns of Pretrial Prisoners 1970, June 1972, 99 pages.

DETENTION AND DISPOSITION PATTERNS--WOMEN'S JAIL, 1973/1974

The research project "tracks" the processing of all women booked into the Santa Clara County Adult Jail System during the period April 1, 1973 to April 30, 1974. The data will be used to describe the flow of cases from pretrial booking through disposition; and to determine the length of stay and disposition received by several different types of jail admissions.

The data provided information necessary to make decisions concerning both the need for a new, minimum-security residential facility for women, which has been proposed by Santa Clara County, as well as the size and program requirements for such a facility. The data will also serve as an information base for the development of other correctional programs for use by the Diagnosis, Classification and Treatment Project and as resource information for the Judicial Pilot Program.

The data are also organized to facilitate implementation of a Jail Population Management system in the women's detention facility. Using the principles developed in the men's facility, the system will be used to (1) forecast future population levels for the facility, and (2) provide the data required to identify changes in the numbers and type of admissions and releases--factors which lead to changes in the composition and level of the jail population.

REPORT: To be published December 1974.

SENTENCED PRISONERS RELEASED FROM JAIL

The Santa Clara Criminal Justice Pilot Program, in conjunction with the Sheriff's Office and the California Bureau of Criminal Statistics, conducted a study of sentenced prisoners completing terms in the County jail during the first quarter of 1971. The purpose of the project was to provide information needed by the County Executive and the Sheriff in planning future correctional programs and facility development, particularly the physical design of new facilities.

Focusing on sentenced prisoners completing jail terms during the first quarter of 1971, information gathered included sentencing court, type of conviction, offense for which the prisoner was convicted and sentenced, length of sentence, length of time served, individual characteristics of the offender such as sex, age, and ethnic group.

The 1,754 individuals released from jail were sentenced to a total of 50,754 man-days. Over 53 percent of all sentenced prisoners released were public drunkenness cases. Alcohol-related offenses accounted for 36.8 percent of total man-days served; drug-related offenses accounted for 36.8 percent of total man-days served; drug-related offenses, 17.8 percent; traffic and vehicle-related offenses, 13.8 percent; property offenses (again including auto theft), 16.3 percent; and person offenses, 7.0 percent.

Defendants sentenced to a probation term with a jail sentence are under the jurisdiction of the court and cannot be paroled without court modification of their sentences. Neither court modification nor parole of persons serving straight jail terms were used frequently. Of all sentenced prisoners, 30.6 percent were serving jail terms as a condition of probation, 86.8 percent of those sentenced by Superior Court; and 25 percent of those sentenced by Lower Court.

Future jail program and facility needs are in part a function of the length of stay in correctional facilities. A number of factors affect sentencing--e.g. diversion programs such as probation and alcoholic detoxification, changes in police and prosecution practices, and differences in sentences passed down by judges rotating from assignment to assignment. The project methodology is applicable to assist in the diagnosis of any correctional system.

A Corrections Task Force reviewed the findings of the project, along with findings from a separate study of unsentenced prisoners, to develop a basis for recommendations concerning future correctional programs and facility development.

REPORT: 1.7 - Sentenced Prisoners Released From Jail, July 1971, 31 pages. NTIS #PB 225 355/AS.

ADULT DETENTION AND CORRECTIONS STUDY

The goal of this study was to determine the long-range correctional facility and program needs for adults in Santa Clara County. Utilizing County tax funds and planning funds provided by the Regional Criminal Justice Planning Board, the County contracted with Space Utilization Analysis, Inc. to conduct the study. The Pilot Program made supportive resources available to the County. These resources included the services of consultants, coders, data processing, and the half-time services of the Associate Director, Corrections. The Pilot Program participated in the planning and organization of the study, assisted in selecting the contractor, and was represented on the management committee responsible for supervising the study.

The study began in June 1972 and concluded in November 1972. Final reporting included facility, program and numerical projections to 1985 for:

- Pretrial detention facility and program requirements for men and women.
- Sentenced facilities and programs for men and women.
- Recommended program alternatives including their anticipated impact on facility space needs.
- Custody and community-based program requirements.
- Alternative organizational models for delivery of the mix of needed services.

The Pilot Program has continued to provide ongoing assistance in the implementation of recommendations.

- REPORTS: 1.17 - Study of Program and Facility Requirements for Adult Detention and Corrections, Santa Clara County, California, by Space Utilization Analysis, Inc., December 1972, 228 pages.
- 5.7 - Memorandum on the "Jail Problem"; advice to the County Executive and advice to the Sheriff, April 1973, 78 pages.
NTIS #PB 231 761/AS.

CORRECTIONS TECHNICAL ASSISTANCE - CORRECTIONAL FACILITIES NEEDS

Preliminary to the "Adult Detention Corrections Study," the County requested and received technical assistance from the American Justice Institute via the Institute's contract with LEAA to provide corrections technical assistance services in LEAA's Western Region.

The goal or mission of the two AJI consultants was to assist in the development of a study of facility and correctional needs. Their report provided the basis for the Request For Proposal (RFP) for the study subsequently performed by Space Utilization Analysis Inc., with assistance from County and Pilot Program resources.

The consultants identified key problems areas which they recommended be given attention in the study design; they made recommendations as to the staffing and organization of the study; and they provided an outline of the content of the proposed RFP.

- REPORT: 1.14 - Report on Santa Clara County's Correctional Facilities' Needs, by Howard Ohmart and Claud T. Smith, January 1972, 32 pages.

COUNTY JAIL SAMPLES, 1971

These studies were conducted as part of the Pilot Program contribution to the Adult Detention and Corrections Study, conducted by Space Utilization Analysis, Inc. Results are reported in the SUA report.

The first study provided information about a stratified sample of prisoner bookings selected for the period October - December 1971. The Sheriff's bookings "jacket" was pulled and data was coded from these records for machine processing. Coded information included: booking facility, time in custody, sex, age, type of booking, arresting agency, court of appearance, race, type of release, most serious booking charge, and felony or misdemeanor level of most serious booking charge.

These data were analyzed to provide information about workload flowing through the system and to provide the contractor with information needed to determine future bedspace, facility, and jail program requirements.

A companion analysis was done on all sentenced prisoners released from jail in 1971 (6,954 releases). These data were obtained from the State Bureau of Criminal Statistics. The Pilot Program supported the data collection during 1971, and a preliminary report had been completed earlier.

Data elements include age, race, sex, convicted offense, court of sentence, type of sentence, length of sentence, time actually served, type of release, and work furlough or weekender status.

REPORT: 1.17 - Study of Program and Facility Requirements for Adult Detention and Corrections, Santa Clara County, California by Space Utilization Analysis, Inc., December 1972, 228 pages.

JAIL POPULATION MANAGEMENT MODEL

Pretrial jail overcrowding is a major problem in Santa Clara County and also throughout the country. The purpose of this research project was to develop a population management model that would answer three questions: (a) Given any number or type of bookings, how long will it take to "fill" the jail (when will overcrowding occur)? (b) Is the overcrowding the result of an increase in the number of admissions or is it the result of changes in the average length of stay? (c) What particular subset of prisoner types is creating the problem and how much of the problem can be attributed to each type of prisoner?

A tool that answers these questions for jailers permits them to begin controlling the intake and discharge of prisoners and prevent jail overcrowding. This tool is highly transferable to other jurisdictions and is straightforward and easy to use. This means that although higher mathematics is involved in model development, users of the final product are not required to know the mathematical functions involved. The model was developed for a single physical facility, i.e., the pretrial jail. The focus of the effort was on the "diagnosis and treatment" of jail population problems; this includes the identification of alternate courses of action to prevent or to alleviate overcrowding.

A demonstration grant was developed to initiate and demonstrate the model in Santa Clara County (see publication 3.19).

REPORT: 1.22 - Jail Population Management: Diagnosing and Predicting Changes in Occupancy Levels, March 1973, 64 pages. NTIS #PB 225 421/AS.

BASE EXPECTANCY FOR ADULT PROBATIONERS

This pilot research project was designed to develop and validate a method for determining probation recidivism expectancy scores for adult probationers. It was also designed to develop program and treatment models for various types of probationers. (See Adult Probationer Needs Survey.) The basic idea is that intervention models can be based on recidivism expectancy and associated treatment/program needs in order to plan and rationally focus professional probation services.

A sample of 298 (10%) of adult males granted probation during the year 1967 provided the basis for this study. A wide range of characteristic information was collected from case files and coded for machine processing. Two-year recidivism data on the sample was provided by the Bureau of Criminal Statistics. This follow-up data was coded in a manner so as to allow for a number of dichotomous "failure-success" definitions and to establish a gradient scale of relative "success" or "failure" definitions.

Analyses of the data include descriptive and univariate associations with various outcome criteria and multiple regression analysis. Testing the predictive strength of the existing California State Department of Corrections Base Expectancy Scale was incorporated into the study. The data was also subjected to analysis by the BC TRY "cluster analysis" computer statistical package at the University of California at Berkeley. The cluster analysis technique has the feature of being able to develop outcome forecast probabilities for empirically derived "types" of subjects, which may provide a better predictive tool than analysis techniques used previously.

REPORT: To be published November 1974.

LOWER COURT REFERRALS TO THE ADULT PROBATION DEPARTMENT

Using the California Bureau of Criminal Statistics coding structure, a stratified, systematic sample of Lower Court cases referred to probation for pre-sentence investigation was collected for the first ten months of 1971.

The purpose of the study was to better describe the workload produced by the Lower Court and the characteristics of the referrals. Further, information was needed to better determine in what ways the Probation Department recommendations were of use to the Court. The results led to recommendations for the reallocation of Probation Department resources among the various types of referrals--Lower Court and Superior Court. This was also an experiment to determine if it would be worthwhile for the Department to collect these data on a continuing basis.

A research report was not prepared for this project. Probation Department staff reviewed the data and discussed the implications of the findings in a series of seminars.

ADULT PROBATIONER NEEDS SURVEY

This survey was designed to describe the characteristics of adult probationers and to systemically assess their needs. Probation Officers were asked to select a sample of their clients. They were then asked to rate what the needs of those clients were at the time, the relative strength of each need, and the extent to which these needs were being met. Information of this type is critical in determining future programs of the Adult Probation Department.

Many probationers need services which are not being provided. A policy question is formulated--what kinds of needs should be met by probation services, and what kinds of needs should be met by other public and private agencies?

Survey results suggest that probation itself, as currently defined, may be unnecessary for almost half the current caseload; it may be possible to reallocate Probation Officer resources to reduce their current caseloads and provide them with more time to service the needs of probationers who have clearly defined treatment and supervision needs.

The survey results point the way for a reallocation of resources as a management method for improving probation services. This will entail a conscious, systematic, "focused" approach involving three major ingredients: (a) a corrections-oriented "diagnosis and classification" of public and private resources; what they are; for whom are they appropriate; how adequate are they, etc; (b) a "diagnosis and classification" of individual offenders in terms of their problems and needs for treatment and/or control; (c) "matching" (finding the best fit) with a given type of resource(s) and the individual offender.

What is needed is not really better coordination in referring people, but what might be called "treatment engineering" to establish the best fit or mix of resources for the individual and to draw these together into a workable treatment/control plan. A suggested action priority is to begin with a remodeling of the investigative pre-sentence probation service.

This research, along with the Adult Probationer Base Expectancy research, provides the underpinnings for the proposed demonstration grant--Differential Diagnosis and Treatment Program for Adult Offenders.

REPORT: 1.24 - Adult Probationer Needs Survey. An analysis of the needs and characteristics of men and women on adult probation in Santa Clara County, California; August 1973, 88 pages.
NTIS #PB 226 315/AS.

JUVENILE PROBATION TECHNICAL ASSISTANCE: JUVENILE DETENTION NEEDS

The American Justice Institute, through its technical assistance contract with LEAA, provided two consultants for five days to the Juvenile Probation Department to:

1. Review existing standards and develop data to project Juvenile Hall requirements for five and ten years.
2. Estimate the impact of planned diversionary programs as they related to detention needs and suggest areas needing more examination.
3. Review Juvenile Hall facility requirements for receiving-reception, medical storage housing and classrooms.
4. Identify other facility needs or study requirements.

Some of the observations provided the underpinnings for a later developed "Home Detention" proposal submitted for OCJP funding. (Funding has been denied.)

REPORT: 1.15 - Juvenile Detention Needs in Santa Clara County: Past, Present and Future, Howard Ohmart and Walter H. Busher, June 1972, 42 pages.

SANTA CLARA COUNTY CRIMINAL JUSTICE TRENDS 1960-1970

Criminal statistics contributed by the police, courts and correctional agencies to the California Bureau of Criminal Statistics have been compiled in one document. Arrest and disposition trends are presented and interpreted. Juvenile and adult criminal justice system practices over the 11-year period are described.

These data are projected through 1975, making the report a planning document as well as a source book.

REPORT: 1.10 - Santa Clara County Criminal Justice Trends 1960-1970, November 1971, revised May 1972, 246 pages.

STAFFING, EXPENDITURES, AND REVENUE:
SANTA CLARA CRIMINAL JUSTICE SYSTEM

This data collection effort produced a planning and source book document which:

1. Defines the components of the Santa Clara County Criminal Justice System.
2. Relates each component to the total system.
3. Describes the staffing, expenditures and revenue of each component.

City and County budgets, interviews, and site visits provided the source data. Per capita cost for police, courts, and corrections are established; trends are established.

The results of the project are being used for planning purposes and for analyzing the cost of various system functions. 1968-1969 through 1970-1971 fiscal information serves as baseline information on criminal justice costs.

REPORT: 1.11 - "Staffing, Expenditures: Santa Clara Criminal Justice System," 1972 Comprehensive Criminal Justice Plan, Appendix C, Part III, November 1971, 66 pages.

CRIMINAL JUSTICE REGIONAL PLANNING UNIT STUDY

Establishing funding priorities is presently a primary function of criminal justice Regional Planning Units (RPU). A study was made to introduce methods of analyzing the process by which RPU's prioritize and rank project proposals and to demonstrate the use of the methods by applying them to the RPU in Santa Clara County, California.

Four methods were employed in analyzing the RPU's 1973-grant-year prioritizing and ranking processes: (1) graphic and tabular displays, (2) analysis of member disagreement, (3) cluster analysis, and (4) capturing judgment policies. A summary of the questions answerable through each method and a summary of the kinds of resources needed for the use of each method are presented in the report.

It was suggested that although each method can stand alone, an in-depth analysis should proceed from graphic and tabular displays to analysis of member disagreement to cluster analysis and finally to capturing judgment policies. It was concluded that the method of capturing judgment policies offers the most powerful and definitive approach to identifying the salient factors that determine project rankings.

The four tools that have been developed can be used to analyze the processes by which any board, commission or legislative body prioritizes issues; thus the research is transferable to many situations and represents an important contribution to the field of public policy analysis.

- REPORTS: 1.18 - (a) Regional Criminal Justice Planning: How Are Funding Priorities Established? May 1973, 103 pages. NTIS #PB 224 699/AS.
- (b) Preliminary Report, Regional Criminal Justice Planning Board 1973 Project Priority Assessment, December 1972, 12 pages.

RESEARCH AND EVALUATION UNIT

This effort involved assisting the Regional Criminal Justice Planning Board (RCJPB) and its staff in conceptualizing a centralized approach to coordinating and conducting project evaluations.

Essentially, the initial concept presented to the RCJPB would establish a separate unit within the RCJPB to:

1. Bring all LEAA- and OCJP-funded projects into one resource for the control, coordination and--in appropriate instances--the execution of evaluations.
2. Provide technical assistance in development of new grants in terms of defining measurable objectives and estimating evaluation cost requirements.
3. Encourage a broader acceptance of research into ongoing programs and operations.
4. Develop research design and service models for the criminal justice system.

This initial plan was proposed in 1972, but it did not meet with broad support from the RCJPB because they were concerned that research efforts not conducted by outside independent contractors would lack objectivity. In addition, further work on this concept was held up pending resolution at the State (OCJP) level of a possible overriding State mechanism for conducting evaluations.

There have been three additional efforts to design projects based on the general principles of the 1972 proposal.

In 1973, an application was submitted in response to a National Science Foundation (NSF) Request for Proposal. The project would have funded a joint effort by the County of Santa Clara and the American Justice Institute to establish performance standards and measuring tools for County corrections. No proposals in this subject area were funded by NSF.

In 1974, two Discretionary Grant proposals were drafted. The first proposed a broad, systemwide Research and Evaluation staff attached to the RCJPB. The County Executive's Office felt that the duties of these new staff should be incorporated within the existing RCJPB staff responsibilities. Following that decision, a second proposal would have established an Adult Corrections Research and Evaluation Unit attached to the County Executive's Office. The proper functions of the RCJPB and County Executive and concern with continuation funding stalemated this proposal.

Some benefit has occurred from each of these proposals in that the County and RCJPB have been making efforts to meet the needs addressed in the proposals through existing resources.

- APPLICATION: 3.22 - Service Measurement in Local Corrections (proposal to National Science Foundation), January 1974.

A CATALOG OF PROJECTS TO REDUCE CRIME, WESTERN REGION

The objective of this pilot project was to identify LEAA-funded projects in the Western LEAA Region (Region IX) which are promising examples of direct and specific crime reduction programs.

The project was initiated as an information, dissemination, and technology transfer program.

LEAA projects completed, or in progress, were reviewed and information about them assembled in a reference document for dissemination.

The LEAA emphasis will increasingly be toward projects which directly and specifically focus on the reduction of crime. This effort was an attempt to identify some good examples of such projects and bring these projects to the attention of planners and administrators.

Since nearly every LEAA Region contains a Pilot City, the National Institute of Law Enforcement and Criminal Justice, Technology Transfer Division is considering the feasibility of having each Pilot Program complete a similar report to its Region. Information from each Region would then be sent to Washington for synthesis and National dissemination. The effort in the Western Region has served as a pilot test, and the document that has been produced is serving as an Interim Report pending development of a National publication.

REPORT: 1.12 - A Catalog of Projects to Reduce Crime, Western Region, November 1971, 95 pages.
NTIS #PB 232 403/AS.

EVALUATION OF ALCOHOLISM INFORMATION CENTER

This evaluation resulted from a request by the Santa Clara County Alcoholism Coordinator for an independent evaluation of the Alcoholism Prevention and Education Project presently being conducted by the Alcoholism Council of Santa Clara County through Block Grant funds.

The Alcoholism Council, a private agency, is conducting the project with the County acting as the project sponsor. The project, now completing its second year, is designed to provide (1) a direct 24-hour telephone referral service for alcohol-related problems, (2) educational and/or training programs for employers, law enforcement, social agencies and the general community.

The need for an independent evaluation emanated at least partially from some fears that evaluation conducted either by the County or by the Alcoholism Council could not be completed objectively.

A total of 20 man-days of Pilot-supported evaluation was provided. The limited time and resources available made a complete evaluation difficult to achieve.

The central recommendation was that the Alcoholism Council direct its project activity into more limited areas until more support could be achieved from industry and public agencies. They should seriously consider the development of model programs in selected organizations, and continue to expand the telephone referral service. There should be a clear relationship between the expenditure of project resources and either the improvement of services to potential or actual criminal justice clients, criminal justice agencies, or the reduction of crime, because the federal funding is targeted on these purposes.

REPORT: 4.6 - Alcoholism Prevention and Education Evaluation Report, July 1972, 51 pages.

FINANCIAL IMPACT OF FEDERAL FUNDING POLICY ON LOCAL GOVERNMENT
EXPENDITURES FOR CRIME CONTROL--A PRELIMINARY REVIEW

This research project was designed to provide more information about how Federal policy affects local government expenditures, establish better information about what it actually costs local governments to participate in the LEAA program, and identify sources of dollar over-matching by local government.

The analysis focuses on four areas: (1) A brief look at the history of LEAA's funding guidelines. (2) Presentation of an economic model of Federal funding and the development of an hypothesis suggesting that the cost to local units of government to participate in the LEAA program is considerably greater than the minimum required and considerably greater than most of them realize. (3) An analysis of financial data for Santa Clara County, for 12 Regional Planning Units throughout California and for 11 Regional Planning Units throughout the nation to test the extent of the actual and potential costs mentioned in number two above. (4) Recommendations for two different ways of alleviating the problem documented in number three. The first is radical reform of the present system at the Federal level. The second focuses on changes available to State and local agencies which might alleviate the local burden without resorting to major reform at the national level.

The analysis concludes that the nature and extent of grantee "over-matching" is probably consistent with the hopes of the framers of the legislation as well as consistent with most theories of "seed money" grant programs. Nevertheless, demand for grants will probably fall off compared to present levels because of the enormous burden at the local level to pick-up five years of Federally stimulated projects. Inflation and Federal funding phase-out account for the vast majority of these local costs.

The Federal government cannot realistically attempt to impose "maintenance of effort" regulations except at the grossest levels. More money at the local level in criminal justice is not necessarily the answer.

Incentives must be incorporated for a replacement of less effective criminal justice programs with more effective ones. Funding reform will have to be less concerned with dictating "levels" of expenditure and more concerned with "quality" of expenditures.

PART II

DEMONSTRATION PROJECTS

COUNTYWIDE CAPER SYSTEM

Essential to the diagnosis of crime problems is the capability to perform precise, scientific crime analysis. CAPER (Crime Analysis - Project Evaluation - Research), developed by the Santa Clara Criminal Justice Pilot Program in cooperation with the San Jose Police Department, has such capability. Police offense reports [address, crime(s), descriptors] are coded, key-punched, processed to geocode the address and stored. Thus, specific crimes and related characteristics may be called out and plotted in any size geographical configuration. Statistical tables of related data are produced and provide the basis for development of tactical plans and programs. Data accumulated provides a "baseline" by which the effectiveness of implemented programs may be measured.

This project proposes to implement CAPER in each of the law enforcement agencies in Santa Clara County.

Project staff will collect, process, and assist each agency in statistical analysis and interpretation of CAPER data. Objectives of the project: (a) implement a countywide system for crime analysis-program development-evaluation; (b) promote multi-jurisdictional and regional crime reduction planning efforts; and (c) test the utility, flexibility and transportability of the CAPER system.

Grantee: Santa Clara County Regional Criminal Justice Planning Board

Grant No.: 73-DF-09-0036
LEAA - \$103,137 Grantee - \$34,379 Total - \$137,516

Award Date: 6/22/73 Award Period: 12 months

Project Director: Robert Reeve
Countywide CAPER
90 East Gish Road, Suite 1-A
San Jose, California 95112
(408) 299-3572

APPLICATION: 3.18 - Countywide CAPER System, April 1973,
43 pages.

CENTER FOR URBAN ANALYSIS: CRIMINAL JUSTICE DEMONSTRATIONS

Law enforcement, public health, social welfare, schools, and many other government agencies maintain information about one or more urban problems; but in the past, individual agencies have not been able to easily relate the data they have with more comprehensive information about the urban environment.

The Center for Urban Analysis, established in June 1973, created a service center within county government--a sort of utility that is now being used by a large number of agencies.

Here is how the Center works--any user can provide a list of addresses to the Center and ask that these addresses be aggregated into predefined geographic areas. For example, an agency may wish to compare crime locations to the population and property characteristics of that location. The Center for Urban Analysis is capable of sorting the location of crimes into any defined geographic areas, such as census tracts or police beats. This enables crime information to be compared with other information available regarding population and property for those areas. Computer produced maps can be made showing the location of crimes throughout any area; displays can be made on a television-type computer terminal to help criminal justice agencies use the information to best advantage.

Short- and long-range planning, program evaluation, research and solutions to operational problems are improved through the system and resources maintained by the Center.

The Center provides necessary computers, files, and trained personnel in a centralized location available to all local government agencies in Santa Clara County.

Grantee: Santa Clara County	Grant No.: 73-DF-09-0020; OCJP No. 1899-2
LEAA - 1st year: \$160,880 2nd year 65,000	Grantee - 1st year: \$ 53,627 Total - 1st year: 214,507
Award Dates: 1st year - 5/1/73 2nd year - 5/1/74	Grantee - 2nd year: \$ 7,222 Total - 2nd year: 72,222

Award Period:
1st year - 12 months
2nd year - 12 months

Project Director:
Frank Lockfield
Office of the County Executive
70 West Hedding Street
San Jose, California 95110
(408) 299-3285

APPLICATION: 3.17 - Center for Urban Analysis: Criminal Justice Demonstrations, 55 pages.

SAN JOSE/SANTA CLARA POLICE RECORDS
IMPROVEMENT PROGRAM

The City of San Jose and Santa Clara County are joined in a cooperative effort to develop and install an integrated archival records system for the Santa Clara County Sheriff and San Jose Police Department. The project has been designed to include the capability for including other Police Agencies within the County at later stages of project development. This system will rapidly store, update and retrieve records and identification documents, thereby providing timely and accurate information to field and investigative units of those agencies.

The project will be operated through a joint powers agreement between the City and County, with the City serving as grantee. It will consist of two major phases. Phase I activities are primarily analysis functions. The activities of Phase II are associated with the acquisition of and preparation for installation and utilization of the selected system(s).

Grantee: City of San Jose Grant No.: 72-DF-09-0032
LEAA - \$300,000 Grantee - \$100,000 Total - \$400,000
Award Date: 4/15/72
Award Period: 4/15/72 - 3/31/75

Project Director:
Chief Robert B. Murphy
San Jose Police Department
201 West Mission Street
San Jose, California 95110
(408) 277-4000

APPLICATION: 3.9 - San Jose/Santa Clara Police Records
Improvement Program, 40 pages.

SAN JOSE POLICE PROGRAM PLANNING PROJECT

The President's 1967 Task Force on Police found that the nation's police departments were in critical need of "skilled specialists in such fields as fiscal planning, personnel management, law research and planning, and science and technology" and that police administration would suffer as long as this continued to be the case. Owing to its rapid growth, the need for these specialists in the San Jose Police Department is probably greater than average. During the 1960-1970 period, the City more than doubled in area, population, and police personnel; during the same period, the cost of operating the Police Department increased almost fourfold.

Under this project the Police Chief added a program planning group to his staff. It is composed of professional personnel with extensive experience and expertise in the fields of operations research, fiscal management and planning, and personnel management and training. Functioning under the direction of the Police Chief and as a special staff unit, the group conducts research and analysis efforts designed to provide the Department with short, intermediate, and long-term plans and implementation schedules.

The group works closely with line and staff commanders and assists them in addressing their day-to-day operational problems. As a consequence of this close working relationship, it is anticipated that research, analysis, and planning skills of Police Department managers will be enhanced.

The project will develop, at all levels of Police Department management, an increased capacity and appreciation for research analysis, planning, budgeting and personnel management. The program is designed to improve the day-to-day management, operations, and procedures of the Police Department, thereby increasing the Department's capability to reduce the incidence of crime.

Grantee: City of San Jose Grant No.: 72-DF-09-0018
LEAA - \$91,218 Grantee - \$30,652 Total - \$121,870
Award Date: 2/15/72 Award Period: 2/15/72 to 5/14/73

Project Director:
Chief Robert B. Murphy
San Jose Police Department
201 West Mission Street
San Jose, California 95110
(408) 277-4000

APPLICATION: 3.7 - San Jose Police Program Planning Project, 33 pages.

EVALUATION SUMMARY
SAN JOSE POLICE PROGRAM PLANNING PROJECT

The San Jose Police Program Planning Project achieved only marginal success. Factors which contributed to the difficulty in achieving stated goals of the project include the following:

- Due to recruiting problems, the selection and appointment of qualified staff stretched over a considerable period of time. Thus, efforts of staff were inappropriately allocated to day-to-day operating problems of the Department and lacked the effect that could have been achieved had the members of the unit commenced operations at the same time.
- Contrary to the project concept, the staff did not function under the immediate direction of, nor did they collectively nor individually interact directly with, the Chief of Police. Thus, the group lacked specific direction from the Chief and he possibly lost benefits that could have accrued from a closer relationship with a well coordinated, highly qualified professional planning staff.
- Major goals of the project were the development of short, intermediate and long range plans for the Department. An inordinate amount of staff time was devoted to addressing a wide spectrum of day-to-day operational problems. In addition the Program Planning staff was often assigned individual tasks rather than being asked to work as a group, as originally planned. While such efforts had some immediate benefits to the Department, they diluted the proposed plan which called for a coordinated staff approach to department wide plan development, the setting of milestones and the construction of implementation concepts and schedules.
- For the better portion of the project life the staff operated without benefit of a specific work plan which should have been developed early in the project in concert with the Chief of Police. Late in the project some attempt was made to restructure and replan staff efforts but the attempt was tardy.
- It was hoped that the group's success in achieving their major goals and in producing formalized, coordinated plans for the Department would have laid the groundwork for their retention to carry on their efforts. Perhaps concrete evidence of the effective utilization of the skilled staff was lacking. In any event, the Department was successful in gaining budget support for only one of the three positions.

The success achieved by the Group was, for the most part, associated

EVALUATION SUMMARY
SAN JOSE POLICE PROGRAM PLANNING PROJECT
(Continued)

with developing a much improved sense of appreciation for planning and research. They helped staff officers structure problems by engaging them in systematic, problem solving methodology.

Based on our own impressions, it is quite evident that the Research and Development Bureau of the San Jose Police Department has been considerably strengthened. Additional personnel, both sworn and civilian, have been added and the value and prestige of the Bureau seems considerably improved. It does not seem to be inappropriate to associate the Bureau's increased importance with the impact generated by the presence of the Police Program Planning Group.

REPORT: 4.11 - Evaluation of the San Jose Police Department Program Planning Project, by Kren and Associates, August 1973, 10 pages.

CONTRACT CITIES LAW ENFORCEMENT REQUIREMENTS STUDY

Since their incorporation the cities of Cupertino, Los Altos Hills, Monte Sereno and Saratoga have contracted with the Sheriff's Office for law enforcement services. Because the County has warned them to expect annual increases in charges, even for the same level of service, and because the cities have long been interested in forming their own police departments, the cities want to determine what law enforcement configuration would give them the highest cost-benefit ratio and be acceptable to their citizenry.

Among the alternative configurations to be examined are continued service by the Sheriff's Office at the same and at increased levels of service, a regional police department and a regional public safety department (including both police and fire services). Estimates of the benefits that could be expected to arise from such programs as drug abuse centers, juvenile recreation, and private security, and programs designed to divert potential offenders from the criminal justice system, are to be compared with estimates of the benefits expected from increasing traditional police services.

An innovative approach is being taken in using systems analysis, operations research, statistical, and sociological techniques to identify the kinds of services the citizenry wants and the level of each kind of service it is willing to pay for.

A proposal to LEAA for funds to carryout this project was rejected for funding on two separate occasions and the contract cities agreed (with Los Altos Hills dissenting) to carryout a scaled-down version of the study with the funds they had originally earmarked as matching funds for the grant.

The cities involved joined together through a joint powers agreement to ask the American Justice Institute to perform the four-month study.

APPLICATION: 3.11 - Contract Cities Law Enforcement Requirements Study, July 1972; 51 pages.

EVALUATION SUMMARY
A POLICE SYSTEM FOR THE CITIES OF CUPERTINO,
MONTE SERENO AND SARATOGA

The cities of Cupertino (population 20,200), Monte Sereno (population 3,160), and Saratoga (population 27,550) were incorporated during the period 1955-1957. Since incorporation, they have contracted with the Sheriff of Santa Clara County for law enforcement service. Specific services provided by the Sheriff include field patrol, follow-up investigation of crimes and support services such as communications, records, and public information.

The three cities jointly commissioned a study to determine the level of law enforcement service they required and to identify the most effective and efficient method(s) of obtaining those services. The study approach consisted of:

- Identification of law enforcement problems and definition of service needs.
- Establishment of objectives and priorities.
- Development of alternatives designed to achieve objectives.
- Description and analysis of the existing law enforcement system including available resources.
- Recommendation of a course of action to deliver desired services consonant with an acceptable cost-effectiveness ratio.

The study resulted in the development of the following alternatives:

- Continuing the existing contract with the Sheriff subject to certain conditions.
- Each city creating its own independent police operation.
- Combining resources to create a single law enforcement agency to serve all three cities.
- Contracting with a municipality with an established police department for law enforcement services.

On the basis of cost-effectiveness, it was recommended that the cities continue to contract with the Sheriff for law enforcement services. It was further recommended that continuation of

EVALUATION SUMMARY
A POLICE SYSTEM FOR THE CITIES OF CUPERTINO,
MONTE SERENO AND SARATOGA
(Continued)

the existing contract system should be predicated on the Sheriff making the following improvements within a reasonable time:

- Establishment of a planning unit to analyze and seek ways to improve services.
- Improvement in the communications/dispatch function to improve response time.
- Establishment of a substation in the tri-city area to bring services closer to the cities.
- Undertaking an improvement program to reduce cost wherever possible.

Recommendations were also made that the cities make broader utilization of municipal employees in such areas as code enforcement, effect closer liaison with the Sheriff and improve citizen cooperation and support for crime reduction programs, and pay an appropriate share of the cost of establishing the substation.

REPORT: 4.9 - A Police System for the Cities of Cupertino, Monte Sereno, and Saratoga, February 28, 1973, 117 pages.

COMBATING FELONIOUS CRIMES BY CITIZEN INVOLVEMENT

Through a Large City Discretionary Grant, the City of San Jose launched a public education program to reduce the incidence of burglary, robbery, rape, auto theft and drug offenses. The Community Services Unit of the San Jose Police Department organized a number of efforts to involve citizens in combating felonious crimes--a Citizens' Anti-Crime Committee operated through task forces addressing specific problems. Citizen-police teams visited neighborhoods with high crime rates to distribute crime prevention information and to establish lines of communication. A drug abuse center served as a clearing-house for drug information; a drug abuse educational program was aimed primarily at meeting the needs of teachers but was available to the community-at-large. Radio programming in Spanish told the community's principal minority group of its rights as well as of its duties and ways of protecting itself and others against crime.

The objective of the project was twofold: increasing use of crime prevention techniques by the citizenry and the citizenry's increasing cooperation in reporting crimes. Before and after "snapshots," developed statistically from baseline data collected under the Santa Clara Criminal Justice Pilot Program, played an important role in evaluating how well the project met these objectives.

Grantee: City of San Jose	Grant No.: 71-DF-677
LEAA - \$147,706	Grantee - \$99,853
	Total - \$247,559
Award Date 2/16/71	Award Period: 7/1/71 - 6/30/72

Project Director:
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San Jose Police Department
201 West Mission Street
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Program Director:
Lt. Eusevio Hernandez
Community Services Unit
201 West Mission Street
San Jose, California 95110
(408) 277-4000, Ext. 133

APPLICATION 3.2 - Combating Felonious Crimes by Citizen Involvement; 86 pages.

FINAL EVALUATION SUMMARY
SANTA CLARA COUNTY NARCOTICS BUREAU

Conducting a research and evaluation effort in an undercover operation is a new research experience. This project has provided knowledge about how an evaluation can be conducted in such an environment. One of the most important by-products of the evaluation has been the development and application of evaluation standards. A major problem with this type of project is that there have been few good standards against which to measure the success of a Narcotics Bureau. The evaluation has produced several useful and transferable measurement tools.

The Narcotics Bureau has successfully achieved the majority of its objectives. The County Board of Supervisors has provided full monetary support for continuing the program beyond the grant period. Some of the more important findings of the evaluation research are summarized below.

- Many major drug traffickers have been eliminated by the Bureau. Bureau illegal narcotics seizures have risen over time and are now at a constant level.
- Conviction rates for Bureau arrests have risen sharply over the twenty-three months of its existence. Sixty-five percent of all Bureau arrestees are now convicted, and sentences are more severe than generally given in the County.
- Overall, the Bureau functions expertly; this includes selection and training of officers, well-planned and executed field operations, cooperation with other agencies and countywide coverage. Dificiencies in equipment are a major problem, however.
- The Bureau's record file on drug addicts and dealers in the County is receiving an average of 43 inquiries per month from local jurisdictions.
- A liaison network has been established between the Bureau and all local jurisdictions doing narcotics law enforcement work. It is significant that all local law enforcement agencies desire that the Bureau continue.
- The amount of stolen property (through burglaries) recovered with Bureau assistance is estimated at \$40,150 by officers in the various jurisdictions for the twenty-three months of Bureau operation. A .50 caliber machine gun, several handguns and rifles, dynamite, tear gas, railroad torpedos and stolen vehicles have been among the contraband recovered.

FINAL EVALUATION SUMMARY
SANTA CLARA COUNTY NARCOTICS BUREAU
(Continued)

Several recommendations are made by the Evaluation Team concerning future needs of the Bureau in order to increase its effectiveness.

- REPORTS: 4.3 - (a) Santa Clara County Narcotics Bureau Evaluation, June 1971 - December 1972, 54 pages.
NTIS #PB 224 701/AS
- (b) Santa Clara County Narcotics Bureau Evaluation, Final Report for the County, July 20, 1973, 113 pages.

CRIMINAL JUSTICE INFORMATION CONTROL

To improve day-to-day criminal justice operations and to support comprehensive law enforcement planning by providing timely access to better data, Santa Clara County has developed and implemented a computerized system for Criminal Justice Information Control (CJIC). The system, comprised of a Person-Case System and a Management-Information Subsystem, has been developed by an interagency management team under the guidance of a policy committee composed of representatives of criminal justice agencies of the County and its fifteen cities.

Focusing on the Person-Case Subsystem, Phase I of the system's development was aimed at rapid formation of the data base providing information needed for broad initial use by criminal justice agencies. Capable of tracking activity, case status, and processes associated with a prisoner's movement through the criminal justice system from booking through court disposition, and producing a cumulative record of his experience at any given point, CJIC provides an up-to-the-minute, accurate criminal-record data base which can be used to produce reports such as court-arraignment and release-from-jail lists. Under strict security control, ready access to the data base eliminates the need for duplicate files throughout the County and reduces turn-around time for inquiry responses. CJIC is adaptable for use on an IBM Systems/360 Computer.

Though the Pilot Program staff has provided technical assistance to this project, it was developed before the Pilot Program located in the demonstration area and was developed totally by local personnel. The description of the project is included here because of its significance. It was not a product of Pilot Program work.

Grantee: Santa Clara County	Grant No.: OCJP 0151
LEAA - \$789,562	Grantee - \$931,011
Award Date: 6/30/70	Total - \$1,720,573
	Award Period: 1/15/70 - 12/31/73

Project Director:
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County Executive
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Program Director:
J. Kennedy Bartholet
Executive Assistant
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San Jose, California 95110
(408) 299-2424

APPLICATION: 3.10 - Criminal Justice Information Control (CJIC),
127 pages.

EVALUATION SUMMARY
CRIMINAL JUSTICE INFORMATION CONTROL PROJECT

The Criminal Justice Information Control (CJIC) Project was initiated on July 1, 1970. The third year OCJP grant, originally scheduled to end June 30, 1973, has been extended to December 31, 1973. During the three-year grant period, Santa Clara County and its criminal justice agencies have successfully designed and implemented a practical, successful, comprehensive criminal justice information system. Following the grant period, Santa Clara County will continue the operation of CJIC as a subsystem of the countywide Local Government Information Control (LOGIC) system.

As planned, CJIC has been established in four overlapping 18-month phases. Phase I (7/70 - 12/71) emphasized immediate operational benefits through the rapid build up of the criminal history data base and the design of a subject in process data processing concept. It also emphasized early and continuing user involvement in designing, modifying and maintaining the system. The goals of this phase were accomplished. Phase II (7/71 - 12/72) concentrated on extending Phase I support to additional agencies; e.g., Adult Probation, District Attorney, Courts, Police Departments and to encourage these agencies to eliminate existing paper identification files. In support of this objective, CJIC provided booking and release lists, court calendars, case notices and Adult Probation referral information. Work was also conducted to automate bench warrants, arrest and disposition reports, and case outcome reports for the District Attorney's Office. Additional effort was devoted to operationalize a highly versatile systems analyses capability. This involved purchasing the AS-IST software package and training staff to use it effectively. Efforts have also been undertaken to link CJIC with State and Regional information systems.

The system began to produce subject in process information in January 1972, and build up of this data base has continued since that date. Operational benefits to user agencies include access to criminal history information, booking and release information, determination of the location of the subject in process, custody status reports, tracking and case scheduling.

Phase III (7/72 - 12/73) was devoted to completing the Court, District Attorney and Adult Probation applications. Originally, person-case information components for the Juvenile Justice System were to be designed into the system in Phase III; however, a subsequent decision was made to submit a separate grant request to finance this work. This grant for a separate Juvenile Information System (JIS) has been funded by the California Office of Criminal Justice Planning.

EVALUATION SUMMARY
CRIMINAL JUSTICE INFORMATION CONTROL PROJECT
(Continued)

The CJIC system now has 73 terminals placed in criminal justice agencies throughout the county, each producing real-time data. Of all the criminal justice agencies of local government, only the two smallest police departments do not have on-site access to a terminal; thus, it is widely used and though not without its expected problems, it is generally responsive and is well supported by local law enforcement.

Several units of local government are modeling their criminal justice information systems after CJIC. The staff of the project now spend a great deal of effort on dissemination and technology transfer activities.

PROSECUTOR/DEFENDER INTERN PROGRAM

This Project has developed, implemented and demonstrated a model clinical internship program involving the University of Santa Clara and Stanford University Law Schools, and the Public Defender and District Attorney's Offices in Santa Clara County.

Ten Santa Clara University law students were placed each semester in the District Attorney's Office under the supervision of a Deputy District Attorney assigned full time to the Project. Similarly, ten Stanford University law students were placed in the Public Defender's Office. In accord with student practice rules adopted in California, these students were given responsibility for actual cases, including trial experiences under the supervision of the project attorneys.

In addition to the practicums, advanced seminars were conducted at both Universities under the direction of experienced professors. The activities of both groups also included the preparation and conducting of mock trial cases, which were then critiqued by fellow students, the trial judge, the supervising attorneys and the professors. Video tapes were made of their performance in conducting client interviews, complaint filing decisions, preliminary examinations, jury selections, examinations of witness, etc.

The program not only improves the skills of the students involved, but also gives them a broader understanding of defense and prosecutor functions within the criminal justice system. The professional relationships between law schools and practicing prosecutors and defenders are also enhanced.

Grantee: Santa Clara County	Grant No.: 71-DF-1025
LEAA - \$88,909	Grantee - \$33,918
Award Date: 7/71	Total - \$122,827
	Award Period: 7/15/71 - 6/14/73

Project Director:
R. Donald Chapman
Judge, Municipal Court of San Jose
200 West Hedding Street
San Jose, California 95110
(408) 299-1221

APPLICATION: 3.6 - Law Student Intern Program in Prosecutor
Offices and Defender Offices, 23 pages.

FINAL EVALUATION SUMMARY
PROSECUTOR/DEFENDER INTERN PROGRAM

Over the three semesters covered by the project, 36 second and third year law students from Stanford University interned in the Santa Clara County Public Defender's Office, and 35 students from the University of Santa Clara interned in the Santa Clara County District Attorney's Office. Program content included seminars conducted by experienced lawyers, video-taped simulation exercises, actual case preparation, and actual courtroom experience.

Substantial material was developed for the clinical seminar ranging from training manuals, video-tape, and syllabuses to lectures, methods of critique, and methods of evaluation. These materials have all been improved with experience, and they represent many hours of intensive work by staff attorneys and professors at the Universities.

A significant innovation by Stanford during the last semester of the program served to increase the number of students exposed to the training without increasing costs significantly. Ten students participated in the full program which included six video-tape sessions, six critiques and a courtroom case every week. An additional eleven students took part in a four-hour seminar once a week and participated in one seminar and critique. Their court work was confined to finding someone in the Public Defender's Office who was willing to take them into court to handle cases. More experienced students were also used in instructional roles in the Stanford program. This was beneficial for the student instructor as well as to the less experienced intern.

Program participants, both staff and students, agreed that the program provided a very meaningful learning experience. Personal evaluations by students were all positive with most reporting that the program was the most significant aspect of their graduate training. Staff felt that the program offered students valuable experience in actually preparing and delivering court cases. Students also profited in developing greater respect for the responsibility a lawyer has to his client, the courts, and society.

The cost of the program was very high, approximately \$3,070 per student semester, largely due to the individualized instruction involved. A similar program might be less costly if it was made more general to the law school curriculum by including clinical components in the substantive course given in the second and third year. Stanford University is continuing the program with University funds. Santa Clara was not able to continue due to the costs.

FINAL EVALUATION SUMMARY
PROSECUTOR/DEFENDER INTERN PROGRAM
(Continued)

- REPORTS: 4.10 - Law Student Intern Program in District Attorney and Public Defender Offices - Final Report,
220 pages.
- 5.12 - The Clinical Defense Seminar: A Methodology for Teaching Legal Process and Professional Responsibility, by Elizabeth Rose Bird,
Santa Clara Lawyer, Vol. 14, No. 2, Winter 1974.
34 pages.

JUDICIAL PILOT PROJECT

This very unique Court's project was developed by the Santa Clara County Judiciary with assistance from the Santa Clara Criminal Justice Pilot Program. The focus of the project grew out of Judges' concern over the increasing demands placed on their time and the assumption of responsibilities outside of the courtroom. For example, Judges are overseeing and setting policy for several pretrial programs; they sit on various boards and commissions, and are asked to approve, with little evaluative information, the use of a wide array of rehabilitative programs.

The primary objective of this project is to formulate goals, standards and recommendations which will assist the Judiciary in the administration of the criminal justice system in Santa Clara County.

Achieving this objective calls for the Judges to determine and define their role outside the courtroom. For example, what should be the role of the Judge in terms of his/her relationship to the various programs and services provided by the criminal justice system and by the public and private sector? Should Judges be involved in planning, policy-setting, directing, administering or controlling any of these programs?

Under the direction and control of a ten-member Joint Judicial Committee representing the Municipal and Superior Courts, a core staff will: (1) compile and synthesize information for the County Judiciary; (2) strengthen lines of communication among Judges and between the courts and other criminal justice agencies; and (3) define new programs and assist in their testing. Four plenary sessions are planned throughout the year to bring together the County's 45 Judges. These sessions will assist the Judges to decide on which issues they want to set standards and take concerted action.

Grantee: County of Santa Clara Grant No.: D-3295
LEAA - \$129,913 Grantee - \$14,435 Total - \$144,348
Award Date: 7/1/74 Award Period: 12 months

Project Director: Chairman, Joint Judicial Committee:
Irving F. Reichert, Jr. Honorable Sidney Feinberg
Judicial Pilot Project Palo Alto Municipal Court
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Suite 508 Palo Alto, California 94306
San Jose, California 95112 (415) 321-2141
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APPLICATION: 3.24 - A Pilot Project to Aid the Judiciary in the Administration of Criminal Justice in Santa Clara County, 49 pages.

SANTA CLARA COUNTY PRETRIAL RELEASE PROGRAM

Originating in a request from the judiciary, the Pretrial Release Program strikes a blow at the so-called "checkbook system of justice." The program's goals are:

- To increase the proportion of arrestees granted pretrial release on their own recognizance by providing timely information to pretrial-release decision makers.
- To demonstrate that people released on well-founded decisions will less often fail to appear in court or engage in criminal acts pending trial than people released on payment of bail.

Under the general administration of Santa Clara County and the guidance of a Program Executive Board, composed of judges representing each County jurisdiction, the program operates around-the-clock to interview everyone, except drunks, who is booked into County jails. Law student interviewers verify information about objective criteria to identify arrestees who can "safely" be released.

The Sheriff has the discretion to release misdemeanants, because under California law, all program recommendations with respect to them are submitted to the booking officer, usually within an hour or so after the defendant first enters the jail. Recommendations in felony cases are submitted to a judge, in the form of a court report usually by the time of arraignment.

In addition to furthering the cause of justice, the program is expected to result in considerable savings both to the accused and to the community, leading to its institutionalization and use as a model for similar programs elsewhere. Evaluation of the program will emphasize its effect on criminal justice processes.

Grantee: Santa Clara County Grant No.: 71-DF-701
LEAA - \$78,507 Grantee - \$52,338 Total - \$130,845
Award Date: 3/15/71 Award Period: 3/15/71 - 6/30/72

Project Director:
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Suite 508
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(408) 299-4091

APPLICATION: 3.4 - Santa Clara County Pretrial Release Program, 56 pages.

SUMMARY OF FIRST YEAR EVALUATION
SANTA CLARA COUNTY PRETRIAL RELEASE PROGRAM

The Santa Clara County Pretrial Release Program has demonstrated that a formalized own-recognizance (O/R) screening can vastly increase the number of O/R releases with no increase in the degree of risk of re-arrest or failure to appear in court. In addition, the project has provided useful information to the court, been instrumental in implementing a felony offense affidavit at the time of booking, and shows pretrial custody savings that indicate the project is helping to pay part of its cost.

The Santa Clara County Pretrial Release Program:

- Has doubled the rate of individuals released on their own recognizance--6,400 bookings released through March 1972.
- Can expect over the next year to screen 35,000 bookings, conduct 11,000 interviews and effect at least 6,700 releases if current practices are maintained.
- Has significantly decreased the average time to release. Misdemeanor arrestees are released on own recognizance in an average of two hours; felony arrestees averaged six hours.
- Has significantly increased the amount and quality of information available to the courts.
- Has shown that there is no significant difference between O/R and bail releases in terms of likelihood of Failure-to-Appear or in the commission of new offenses.
- Estimates significant savings to the County.

Following completion of the grant year, Santa Clara County has continued the project with County funds. A subsequent follow-up evaluation of the first six months following grant termination shows the project is continuing to function as effectively as it did during the grant period. It appears the project has been institutionalized as a permanent part of the County Criminal Justice System.

- REPORTS: 4.2 (a) Pretrial Release Program in an Urban Area; Final Report, Santa Clara County Pretrial Release Program, February 1973, 136 pages.
NTIS #PB 232 426/AS.
- (b) Program Performance Report; Santa Clara County Pretrial Release Program, First Half 1972-73 Fiscal Year (7/1/72 - 12/31/72), 10 pages.

CUSTODY CLASSIFICATION PREPROCESSING CENTER

This program addresses the overall goal of improving the quality of justice in Santa Clara County by (1) sorting out and releasing those arrested persons who do not require pretrial detention, and (2) assuring that arrested persons are charged at the appropriate level (felony/misdemeanor) and with the most appropriate charge(s).

A 30-40% reduction in pretrial jail admissions should occur. This should have substantial impact on the workload of the personnel of the jail, District Attorney, and courts. Training benefits for patrolmen and increased use of misdemeanor citations are also expected.

The Preprocessing Center will be located in a large trailer equipped with holding areas, close to the existing jail booking entrance; however, its services will be separate and distinct from the pretrial jail. Operating 24-hours a day, 7-days per week, the Center will provide (1) arrest review by a Senior Police Field Supervisor; (2) a Deputy District Attorney to review and classify as to level and type of charge; (3) a Pretrial Release Specialist to obtain and verify OR (and citation) eligibility and/or to prepare court reports, and (4) a Crisis Intervention Worker for immediate diagnosis, referral, and follow-up. The application of this consortium of services will basically determine the arrestee's eligibility for booking in pretrial custody, charges, and social intervention needs. All services now available after booking (bail, court OR, etc.) will continue.

Program evaluation which will examine costs and impact is being conducted by an independent contractor.

Grantee: Santa Clara County	Grant No.: 1st year - 73-DF-09-0039; OCJP - D 3258
LEAA - 1st year: \$297,913	2nd year - pending
2nd year: \$270,000	

Grantee - 1st year: \$99,305	Grantee - 2nd year: \$68,457
Total - 1st year: \$397,218	Total - 2nd year: \$338,457

Award Date:	Award Period:
1st year - 7/1/73	1st year - 7/1/73 - 12/30/74
2nd year - 10/1/74	2nd year - 10/1/74 - 6/30/75

Project Director:	Program Director:
Louis P. Bergna	Thomas Hanford
District Attorney	Deputy District Attorney
County of Santa Clara	County of Santa Clara
234 East Gish Road	232 East Gish Road
San Jose, California 95112	San Jose, California 95112
(408) 275-9651	(408) 275-9651

APPLICATION: 3.20 - Custody Classification Preprocessing Center,
60 pages.

SUMMARY OF FIRST YEAR EVALUATION
CUSTODY CLASSIFICATION PREPROCESSING CENTER

After only eight months of full operation, the Preprocessing Center is having a positive impact on the local Adult Criminal Justice System including a lowered jail population, an increased conviction rate, and improvement in police officer knowledge regarding custody and charging decisions.

Located in a large trailer near the entrance to the main Santa Clara County Jail, a consortium of services are provided to law enforcement agencies to screen cases after arrest but before being booked into jail.

The Center is open 7-days a week, 24-hours a day. It is administered by the District Attorney's Office and is staffed by a Supervising San Jose Police Department Sergeant, a Deputy District Attorney, a Pretrial Release Interviewer, and a Crisis Intervention Social Worker.

The project is being evaluated under contract to an independent research firm. The first phase evaluation covers the Center's first eight months of actual operation (January 21, 1974 through September 30, 1974).

The evaluation reports the following major highlights after eight months of operation:

- Four thousand two hundred twenty-seven arrestees have been processed. Eight hundred ninety-six felony charges were dropped and 266 added; eight hundred two misdemeanor charges were dropped and 590 added.
- Two hundred seventy-six arrestees were released from the trailer with no charges; three hundred seventy-six were cited for misdemeanors and released from the trailer. In the absence of the Center, these 852 people would have been booked into jail; for the 496 of them who would probably not have been immediately released, they would have stayed an average of 6.3 days in pretrial detention.
- Misdemeanor citations in the field have increased substantially.
- The jail population is down 13 beds a day.
- The percentage of 1973 arrestees released from jail without charges was 31%; for 1974 arrestees processed through the Center and booked into jail, the rate was 18%.

SUMMARY OF FIRST YEAR EVALUATION
CUSTODY CLASSIFICATION PREPROCESSING CENTER
(Continued)

- The conviction rate of arrestees is up 12% when comparing all arrestees in 1973 with 1974 cases processed through the Center.
- There have been 572 referrals for follow-up assistance to various social services.
- Pre- post-tests show improvement in field officer knowledge regarding custody and charging decisions.

There have been no security or arrestee handling problems. The operation of the Center has, by in large, been smooth. On the average, only 14 minutes per case is taken to screen an arrestee through the trailer. Telephone inquiries by officers in the field have increased and are serving an important function.

The volume handled by the trailer has been substantially less than expected because of an existing project policy not to process drunk drivers who make up almost 40% of jail bookings.

The project is expensive--costing over \$1,000 per day. Federal funding through December 1975 has been assured and future evaluation efforts will be dealing with the cost benefits associated with the project.

REPORT: 4.13 - Custody Classification Preprocessing Center Final Report First Year, October 1974, 48 pages.

DIFFERENTIAL DIAGNOSIS AND TREATMENT PROGRAM
FOR ADULT OFFENDERS

This is a comprehensive, three-year program to systematically address several major problem/need areas of the County Adult Probation System within the scope of one comprehensive demonstration project.

The program goals are to (1) reduce the adult offender recidivism rate by 10%; and (2) restructure and implement a cost-effective, comprehensive service delivery system for the individualized diagnosis, treatment and control of adult offenders.

There are four basic program areas:

Program Area 1. Pre-sentence services will be redesigned to (a) increase the quantity and quality of information about offenders and resources available to the courts for sentencing; (b) provide increased assistance to the courts re options available for judicial action in sentencing.

Program Area 2. Classification, workload standards, evaluation and planning to (a) establish offender and resource classification schemes; (b) develop criteria and standards for correctional resources and programs; (c) determine cost-effectiveness of various correctional programs.

Program Area 3. Systematic use of volunteers and public and community resources to establish a range of coordinated, comprehensive correctional programs within the County.

Program Area 4. Provide intensive supervision, treatment and control services through reduced adult probation criminal supervision case-loads made possible by utilizing existing probation supervision and other resources more effectively.

This project is being closely coordinated with the three-year Diagnosis, Classification and Treatment Project for Jail Inmates administered by the Sheriff (see summary elsewhere in this report). Both of these adult corrections projects are being overseen by an Adult Corrections Advisory Board which has been established to coordinate the two projects.

Grantee: County of Santa Clara	Grant No.: 1912
OCJP - \$502,447	Grantee - \$55,827
	Total - \$558,274
Award Date: 7/1/74	Award Period: 12 months

Project Director:
Lysle D. Smith
Chief Probation Officer
1955 The Alameda
San Jose, California 95126
(408) 299-3451

Program Director:
Fredrick Kretz
Supervising Probation Officer
1955 The Alameda
San Jose, California 95126
(408) 299-4001

APPLICATION: 3.23 - Differential Diagnosis and Treatment Program for Adult Offenders, 98 pages.

DIAGNOSIS CLASSIFICATION AND TREATMENT
FOR JAIL INMATES

This three-year program will establish a comprehensive diagnosis and classification system for the Santa Clara County Jail System. The creation of the diagnosis and classification scheme will greatly improve the ability of the County to meet the management, care, treatment, and rehabilitation needs of jail inmates.

Within constitutional constraints, diagnostic and classification services will begin immediately at the time of booking. For example, information and training will be provided to aid jail staff in screening for acute medical or psychiatric problems and to make decisions about initial housing. Assistance will also be provided in identifying the special management, housing, recreational and emotional needs of inmates that accompany long-term confinement.

For sentenced prisoners, the project will assist custody staff and correctional officers to properly identify realistic treatment and rehabilitation objectives and develop treatment plans.

The first step of the project is to study the inmate population and determine classification needs and the requirements for meeting these needs. This will lead to an initial trial application on 25% of the inmate population. By the end of the second year, 50% of the inmates will be served--100% during the third year.

The project will not provide any direct treatment services; project staff will, however, play a strong role in facilitating the means by which existing services can be used to meet the needs identified through the diagnosis and classification process.

The project is coordinated with the Adult Probation Differential Diagnosis and Treatment Project (see summary elsewhere in this report) under the Adult Corrections Advisory Board. It is expected that these projects will aid the Sheriff and the County to effectively plan for the future of Adult Corrections in Santa Clara County.

Grantee: County of Santa Clara	Grant No.: 1851-A
LEAA - \$158,747	Grantee - \$44,627
	Total - \$203,374
Award Date: 3/1/74	Award Period: 12 months

Project Director:
James M. Geary, Sheriff
County of Santa Clara
180 West Hedding Street
San Jose, California 95110
(408) 299-2101

Program Director:
Sidney Friedman
Santa Clara County Sheriff's
Department
180 West Hedding Street
San Jose, California 95110
(408) 299-4295

APPLICATION: 3.21 - Jail Inmate Diagnosis, Classification and Treatment Project, 67 pages.

JAIL POPULATION MANAGEMENT PROJECT

The Santa Clara County main jail is frequently overcrowded. This project installs a data collection and analysis model that was developed from a pilot research project, so that overcrowding can be monitored, predicted, and eventually, controlled or prevented.

The ultimate goal of this project is to improve the quality of justice. The subordinate objectives are (1) to install data collection and analyses; (2) use the data to (a) identify overcrowding alternatives, (b) simulate the process of implementing these alternatives, and (c) forecast future population; and (3) transfer the system to other jurisdictions.

The project's major results will be a population management system for the Sheriff that will alleviate overcrowding. The practice of renting out-of-county jail space will be eliminated.

Early project effort focuses on manual data collection, coding and keypunching, and the computer production of "test" population reports. Interim project efforts shift to automatic data production via the County's Criminal Justice Information Control system and report production through this system. Final project period efforts center on the identification and implementation of alternatives that will prevent overcrowding by influencing population level changes; increased attention is given to technology transfer.

The evaluation asks the questions: Can overcrowding be predicted? Have anti-overcrowding strategies been identified? Have they been implemented? Has overcrowding been eliminated? Has technology transfer occurred?

Grantee: County of Santa Clara	Grant No.: 73-ED-09-0008
LEAA - \$37,293	Grantee - \$12,431
Award Date: 7/2/73	Total - \$49,724
	Award Period: 15 months

Project Director:
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County of Santa Clara
180 West Hedding Street
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Program Director:
Sidney Friedman
Santa Clara County Sheriff's
Department
180 West Hedding Street
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(408) 299-4295

APPLICATION: 3.19 - Jail Population Management Project, 37 pages.

EX-CONVICT MOTIVATION AND RECOVERY CENTER

The Ex-Convict Motivation and Recovery Center was opened in July of 1971. It is a halfway house designed to serve men and women being released from jail and prison to probation or parole. The purpose of the project is to demonstrate a more effective method for returning men and women to the community, especially men and women who have few resources and high violation rates.

The Ex-Squared Foundation, a coalition of ex-cons, business and professional people from the community, and correctional officials, is a unique organization in the field of corrections. It has its roots in the community, and through "teams" that visit men in institutions to prepare them for release, the organization bridges the gap between incarceration and community life. The Recovery Center extended the existing program, which was originally initiated in 1966, by providing not only a residential program, but also employment, recreation and other support services designed to enhance probation/parole success by combating loneliness, stimulating self-confidence and self-reliance, and by establishing rapport between the ex-convict and his supervising agent or probation officer.

The Project objectives are:

- Reducing recidivism of parolees with few resources and poor base expectancy scores (indicating high recidivism potential).
- Providing an alternative to incarceration for marginal cases.
- Establishing a living arrangement and environment more conducive to the success of these men and women.
- Establishing a better relationship between these men and women and their respective parole or probation officers, as well as the community residents.

Evaluation is an integral part of the Project.

Grantee: Ex-Squared Foundation	Grant No.: 0481
LEAA - 1st year: \$72,031	Grantee - 1st year: \$30,348
2nd year: \$51,794	2nd year: \$46,523
3rd year: \$51,794	3rd year: \$46,523

Total - 1st year \$102,379; 2nd year \$98,317; 3rd year \$98,317

Award Period:
1st year - 5/1/71 - 6/30/72
2nd year - 7/1/72 - 6/30/73
3rd year - 7/1/73 - 6/30/74

Project Director:
Jerry H. Rooney
155 South 11 Street
San Jose, California 95112
(408) 292-2873

APPLICATION: 3.14 - Ex-Convict Motivation and Recovery Center (X-MARC)
41 pages.

EVALUATION SUMMARY
EX-CONVICT MOTIVATION AND RECOVERY CENTER (X-MARC)

The Ex-Convict Motivation and Recovery Center (X-MARC) proved to be an effective method of providing services to releasees with few resources and poorer than average chances of parole or probation success.

Served by an in-house staff of ex-felons, residents lived in a former fraternity house near San Jose State University, close to transportation, employment offices, shops, and social services. The program was aimed at reducing the recidivism rate in conjunction with providing a community-based alternative to incarceration. The primary ex-offender group served consisted of ex-felons released from the California State Prisons; however, Federal parolees and a few local cases involving people sentenced to jail and/or probation were also served. The program was also intended to offer an alternative to parole or probation revocation and to facilitate relationships between ex-offenders and parole/probation officers and the community at large.

During three years of operation (July 1, 1971 through June 30, 1974), X-MARC served as a residence and resource to 1,241 ex-offenders. A program evaluation covered the entire three-year period.

The profile of residents shows that 67.1% were white, 98.4% were male, 49.7% were single, 22.4% were divorced and most had served three-to-seven years in prison for one-to-three felonies (e.g., forgery, grand theft, narcotics).

The evaluation design used four offender groups to measure the recidivism impact of the program--(1) short-term X-MARC residents (less than four weeks); (2) X-MARC long-term residents (over four weeks); (3) California Department of Corrections (CDC) parolees to downtown San Jose; (4) CDC parolees released to the San Jose District but not in the downtown area. (The latter two groups were offenders who did not spend any time in X-MARC.)

It should be noted that X-MARC residents were originally considered to be the least likely of the four comparison groups to succeed because they had few resources, and because as a group, they had low California Department of Corrections Base Expectancy scores.

X-MARC proved to have a short-term impact on recidivism. Six months after parole release, X-MARC long-term residents had the lowest recidivism rate of the four groups (25% of the residents had some new contact with the police). A similar follow-up at 12 and 24 months following parole release, however, showed that both short-term and long-term residents did not do as well as the comparison groups.

EVALUATION SUMMARY
EX-CONVICT MOTIVATION AND RECOVERY CENTER (X-MARC)
(Continued)

The evaluation indicated that almost all of the house residents were without such resources as housing and employment. The importance of the house as a place for ex-offenders to stay and organize their lives was underscored by the residents' view that without the house; 20% of the residents would not have been on parole; 24% said they would have sought out the Salvation Army or similar social service; and only 20% said they had a friend or relative who might have taken them in.

The lesson is that unless projects like X-MARC can successfully use the project period to plan their financial future, the mortality rate will be high once Federal funding is withdrawn. In this case the project residents were primarily State parolees and the State, being distant from the workings of the program, had too little interest or ability to continue it. On the otherhand, local corrections, i.e., the County jail and County probation, made little use of the facility; and so when they were approached to help finance it, the County saw little reason for doing so. Though County corrections is coming to recognize the need for such a residential facility, the local "market" was not yet ready to support it. In the future, the necessary local support will probably become available.

- REPORTS: 4.5 - (a) First Year Final Report, Ex-Convict Motivation and Recovery Center (X-MARC), July 1, 1971 - June 30, 1972, 49 pages.
NTIS #PB 225 112/AS
- (b) Second Year Final Report, Ex-Convict Motivation and Recovery Center (X-MARC) Evaluation, July 1, 1972 - June 30, 1973, 60 pages.
- (c) Final Report, Ex-Convict Motivation and Recovery Center (X-MARC) Evaluation, July 1, 1971 - June 30, 1974, 58 pages.

METHADONE TREATMENT AND REHABILITATION PROGRAM

The Santa Clara Methadone Treatment and Rehabilitation Program established five decentralized clinics throughout the County to serve up to 1,000 opiate addicts. Goals of the program are:

- To decrease the incidence of heroin addiction and, thereby, reduce the number of drug arrests and related criminal justice costs.
- To reduce the occurrence of property crime believed to be playing an important role in supporting heroin addiction.
- To improve the life chances of methadone patients.

Administered by the Director of the County Public Health Department, the clinics draw on resources from the Stanford School of Medicine, other medical facilities, criminal justice agencies, and various citizen groups and organizations. It is a voluntary program. In addition to providing addicts with methadone stabilization and maintenance, the clinics provide appropriate referral to available individual and family-rehabilitation programs. The project includes extensive research into the possibility of methadone withdrawal and evaluation of the crime, social and medical impact of the program.

The Project has completed its first year under LEAA Pilot "O" funding and is into the second and final LEAA-supported phase. The first year crime and social impact evaluation has been completed by an independent evaluator.

Grantee: Santa Clara County
LEAA - 1st year: \$204,863
2nd year: \$195,363

Grant No. 1st year: 71-DF-679
2nd year: 72-DF-09-0054

Grantee: 1st year - \$452,774
Total 1st year - \$657,637

Award Date:
1st year 2/28/71 - 6/30/72
2nd year 7/1/72 - 6/30/73

Grantee: 2nd year - \$642,384
Total 2nd year - \$837,747

Project Director:
W. Elywn Turner, M.D.
Director of Public Health
County of Santa Clara
2220 Moorpark Avenue
San Jose, California 95128
(408) 297-1636

Program Director:
Kenneth Meinhardt, M.D.
Public Health Department
County of Santa Clara
2220 Moorpark Avenue
San Jose, California 95128
(408) 297-1636

APPLICATION: 3.3 - Methadone Treatment and Rehabilitation Program, 155 pages.

EVALUATION SUMMARY
SANTA CLARA COUNTY METHADONE PROGRAM

The research findings of the second-year support conclusions reached after the first year of program operation. Methadone treatment is having a major positive impact on those addicts who remain in the program.

The results show that a significant proportion of the addicts entering a methadone program can be helped, and that the concept of "maintenance" in anticipation of improved performance can achieve results which are probably more favorable than conventional "drug free" approaches. The thesis that abstinence from drugs is a prerequisite for program success was found to be questionable. The critical factors in program success are increased earnings and decreased criminal activity.

The patients represented a cross-section of addicts in the County. The study population was divided into two basic groups for study. The first or cohort group consisted of 463 patients who entered the program from its inception in February of 1971 to June 30, 1972. The second study population consisted of 410 patients admitted when the evaluation staff began data collection on August 1, 1972.

At a minimum of 24 months of program participation for all patients (a maximum of 35 for any), the program retained 45.1% of all patients admitted.

Overall arrests, felony arrests, and felony convictions were significantly reduced for those staying in treatment (73.9%). On the other hand, misdemeanor arrests and convictions showed no significant change from pre- to post-program. This indicates that not all patients are ceasing their criminal activity, although patients committing offenses who remain on the program have less serious involvement with the criminal justice system (post-program).

Using wage data made available from the State Department of Human Resources Development (base wage files), earnings increased significantly for the majority of patients who remained with the program; however, for the first group, there were not significant increases in the number of employed patients post-program. It appears that patients who were working when they started the program became more stable and began to earn more. This was not true of a second group of 410 patients who came to the program after August 1, 1971, the onset of the program evaluation. These patients reported a significant increase in employment with time on methadone. About one-fifth (20.8%) indicated that they were employed at the start of treatment, and 51.4% reported being employed three months after admission.

EVALUATION SUMMARY
 SANTA CLARA COUNTY METHADONE PROGRAM
 (Continued)

Data on patients in the program who were classified as "failures" on crime and earnings criteria, nevertheless, showed a marked decrease in barbiturate use during their first year on the program. They indicated a marked increase in self-reported use of alcohol, however.

The Minnesota Multiphasic Personality Inventory was administered to 126 patients in late 1970 and early 1971 by the Program Psychologist. This group showed a significant decrease in psychopathology on retest. Only nine percent (9%) of the patients were classified as normal upon admission, and after six months, this increased 21%.

The Program has received substantial support from various criminal justice agencies. Narcotics law enforcement officers were more negative than other agencies toward the Program, with corrections and courts personnel expressing a more positive view. Over half of the respondents indicated that the program had given them at least "some help" in reducing their workload.

The cost of treatment per patient during the second year of evaluation was \$1,226--up \$71 over the first year. The average cost per year for the first two years was \$1,191, which is well below the average for programs of this type.

- REPORTS: 4.4 - (a) Social Evaluation and Impact Study of Santa Clara County Methadone Treatment and Rehabilitation Program, October 1972, 255 pages.
 NTIS #PB 227 582/AS.
- (b) Social Evaluation and Impact Study of Santa Clara County Methadone Treatment and Rehabilitation Program, October 1973, 82 pages.

All twelve law enforcement jurisdictions in Santa Clara County will divert to community resources two-thirds of expected fiscal year 1972-73 pre-delinquent referrals to the Juvenile Probation Department. This is a major corrections-diversion program model intended to significantly and demonstrably impact the juvenile justice system. The Juvenile Probation Department, as grantee, will subcontract with each police agency for diversion services, individually tailored to, and controlled by, local jurisdictions and utilizing local community resources. These twelve sub-programs are linked together and organized within the framework of, and supported by, the administrative, consulting and research services of the Juvenile Probation Department and the California Youth Authority.

In addition to a base of financial support, each law enforcement jurisdiction is eligible to receive a financial subvention based upon its ability to reduce pre-delinquent referrals. The program implements innovations in the field of public administration and public finance. It has the advantages of centralization but also retains the best features of a decentralized organizational arrangement.

The program is focused on enabling law enforcement agencies, community agencies, institutions and parents to more successfully work out solutions to pre-delinquent behavior. The approach allows each agency to embark on its program from its own level of sophistication; to place resources where each jurisdiction sees that they are needed; to proceed at its own pace; to modify and improve the program over time; to develop its own "cafeteria" of community resources and to be financially rewarded for its success.

Grantee: Santa Clara County	Grant No. 1st year: 0998-E
	2nd year: 0998
	3rd year: 0998-3
LEAA - 1st year: \$397,982	Grantee - 1st year: \$149,779
2nd year: 72,319	2nd year: 68,709
3rd year: 159,800	3rd year: 168,678
Total - 1st year \$547,761; 2nd year \$141,028; 3rd year \$219,838	
Award Period: 1st year 7/1/72 - 6/30/73	
2nd year 7/1/73 - 6/30/74	
3rd year 7/1/74 - 6/30/75	

Project Director:	Program Director:
Richard Bothman	Ray Neilson, Supervisor
Chief Probation Officer	Juvenile Probation Department
Juvenile Probation Department	840 Guadalupe Parkway
840 Guadalupe Parkway	San Jose, California 95110
San Jose, California 95110	(408) 299-2807
(408) 299-2141	

APPLICATION: 3.15 - Pre-Delinquent Diversion Program, 94 pages.

SUMMARY OF SECOND YEAR EVALUATION
PRE-DELINQUENT DIVERSION PROGRAM

In the first two years of a planned three-year demonstration period, the Pre-Delinquent Diversion Program has diverted almost 4,000 601 cases (601 California Welfare and Institutions Code--truancy, incorrigible, runaway, etc.). This is a reduction of over two-thirds of the number of 601 cases that were projected to be referred to the Santa Clara County Juvenile Probation Department in the absence of the project.

The manner in which grant funds have been used and the methods used by police and probation to implement the project indicate that an even larger percentage of youths could probably have been diverted. The twelve law enforcement agencies involved generally chose to use their funds to pay for and train certain officers as diversion specialists, but neither gave special training to field-line officers nor contracted for special community services.

The evaluation revealed that some law enforcement officers often made little or no effort to contact either a community agency or parents, despite their frequent uncertainty that a youth being taken to juvenile hall should be booked. For other officers, the questions of the need for custody, juvenile safety, organizational responsibility, or frequent inability to reach parents, continued to leave booking as what appeared at the time to be the only available alternative. This was especially true during evening hours when most diversion officers were not on duty and many community resources were closed.

As a result, over fifty percent of the cases not diverted were released ("settled at Intake") by Probation. While this is lower than pre-program figures (65% settled at Intake), it indicates there is still room for improvement. Also, there has been a slight drop in both the volume and percent of diversions during the second year, indicating a possible break in the program's momentum.

Nearly half (47%) of a sample of parents whose children were diverted to a community-based agency said they themselves could not provide the help their child needed. Forty-nine percent of these parents said these agency services were of some help to them, while one-third said the agencies were of little help. Some community resources charged fees. Half of those parents who were charged a fee said they found it difficult to pay, and one-fourth said they discontinued the service for that reason.

Currently, 601 cases that are referred to Juvenile Probation have had fewer subsequent contacts with police than the diverted cases (12.5% versus 20.4%). Data is not yet available to see if

SUMMARY OF SECOND YEAR EVALUATION
PRE-DELINQUENT DIVERSION PROGRAM
(Continued)

if this difference is an effect of program or differences in characteristics of the two groups. The low rate of new police contacts by the cases that were referred to Juvenile Probation does suggest that more youth could safely be diverted since over half of these 601 probation referrals are settled at intake by probation with no further probation follow-up or referral.

The program shows a rise in the percentage of 601 cases booked into juvenile hall coming before the court (17.4% to 24.3%), an indication that more serious matters are coming before the bench. Better screening is also indicated by the rise in percentage of youths who are assigned by the Intake unit to informal supervision (13.9% to 18.4%). The percentage of minors who become wards of the court also climbed from 13.9% to 17.2%.

Cost benefits of the program are significant, with savings of both dollars and hours. It is estimated that without the program, the County would have spent \$1,785,319 representing 51,645 person-hours in various types of service to these youths. Instead it has cost the County \$744,756 (23,930 hours) to handle the 601 cases referred to Probation. This is a savings of \$1,040,563 and 27,715 person-hours.

The evaluation recommends (1) that line law enforcement officers receive training in crisis intervention, effective communication within family conflict situations, and in case referrals to community agencies; (2) that probation intake personnel be trained in diversion techniques to be used before booking takes place; (3) that energy and funds be funneled into the development of community-based services which are designed to deliver short-term crisis services on a 24-hour seven-days-a-week basis; and (4) that the 601 diversion project be continued and refined.

- REPORTS: 4.12 - (a) Santa Clara County Pre-Delinquent Diversion Project, July 1, 1972 - June 30, 1973, First Year Evaluation and Project Director's Report, 140 pages.
- (b) Research and Evaluation Study of the Santa Clara County Pre-Delinquent Diversion Program, Second Year Evaluation, July 1, 1973 - June 30, 1974, 79 pages.

JUVENILE DRUG ABUSE PREVENTION PROGRAM

The Juvenile Drug Abuse Prevention Program was initiated under the guidance of a Drug Abuse Program Committee composed of key personnel from Administration Services, Probation Services, Rehabilitation Services, Juvenile Hall Division, Intake, Investigation, Delinquent Supervision, and Delinquent Placement Sections. The main purposes of the project were to:

- Demonstrate that a majority of juvenile drug abuse referrals can be handled more successfully under informal supervision involving early treatment than under normal procedures involving delay, juvenile court appearance and routine probation supervision.
- Develop the capacity of other local public and private agencies to administer drug abuse prevention programs.

After a preliminary screening, youths eligible for the program were assigned randomly to one of four groups--Education and Counseling, Transactional Analysis, Psychodrama or Control. The Education and Counseling model involved participation of parents. Parents are usually scheduled so that they attend sessions with youngsters other than their own. The other two models did not include parents, except for general orientation. Pre- and post-program questionnaires were given and subsequent behavior recorded to determine the comparative effectiveness of the different methods of approach.

Program personnel were to encourage community agencies and individuals to develop similar programs outside the juvenile justice system.

Grantee: Santa Clara County Grant No.: OCJP 0289
LEAA - \$90,000 Grantee - \$77,780 Total - \$167,780
Award Date: 7/30/70 Award Period: 10/1/70 - 9/30/71

Project Director:
Richard Bothman
Chief Juvenile Probation Officer
Juvenile Probation Department
840 Guadalupe Parkway
San Jose, California 95110
(408) 299-2141

Program Director:
Edwin T. Stafford, Jr.
Juvenile Probation Department
840 Guadalupe Parkway
San Jose, California 95110
(408) 299-2095

APPLICATION: 3.12 - Juvenile Probation Drug Abuse Prevention Program, 53 pages.

SUMMARY OF PROGRAM EVALUATION
JUVENILE DRUG ABUSE PREVENTION PROJECT

This juvenile diversion project clearly demonstrated its ability to (1) provide an economical alternative to formal adjudication of minor drug cases at no increase in risk to individuals or the community; and (2) free probation resources to work with more serious juvenile offenders.

During the ten-month study phase of the program--October 1970 through June 1971--about half of all juvenile drug arrestees in Santa Clara County were found eligible for the program. These eligible cases were then chance assigned to one of three experimental treatment groups or to a Control group. Each experimental group--Education.Counseling (EC), Transactional Analysis (TA), and Psychodrama (PD)--differed in the treatment approach used.

Youths assigned to the Control Group went through the Probation Department's routine procedures for handling such cases. Experimental youths were placed on informal probation for six months. Their treatment program lasted from six-to-twelve weeks.

The evaluation studied 649 youths to measure the comparative impact of the four alternative approaches. There were 157 cases in the Control Group and 164 in each of the three experimental groups. Evaluation criteria included feasibility of operation, recidivism, self-reported drug use, attitudes toward drugs, family relations and costs.

The program was quite feasible to operate procedurally and few difficulties were encountered in its implementation. This is noteworthy considering the volume of cases handled and the small project staff (three probation officers, one supervisor and one secretary).

The frequency of occurrence of new offenses was fairly low for all groups, with drug offenses being the least likely new offense to occur. The Education Counseling Group did significantly better in terms of cumulative recidivism rate (7%) followed by Psychodrama (16%), Transactional Analysis (17%), and the Control Group (20%). Additional cohort recidivism analyses showed EC significantly ahead of all other groups after three months and ahead of TA only after six months. There were no significant differences between the four groups at the end of nine months.

In 1973, Robert Styer, a Deputy Probation Officer, wrote a Master's thesis based on his 18-month follow-up of first year program cases. His study shows that the total recidivism rate for all groups was 20% and that the Transactional Analysis Group did significantly worse than all other groups. There were no significant differences among the other three groups (EC, PD, and Control).

SUMMARY OF PROGRAM EVALUATION
JUVENILE DRUG ABUSE PREVENTION PROJECT
(Continued)

Styers did several subanalyses of recidivism controlling for such characteristics as sex, ethnic group, family stability and income. Some significant differences emerged from these analyses. For example, girls were more likely to succeed than boys and were most successful in the Control Group (7% fail) and least successful in Psychodrama (27% fail). Boys were most likely to fail in TA (43%) and most likely to succeed in Psychodrama (34% fail). This study found the first three months following program assignment to be the most critical period for re-arrest.

Questionnaires and follow-up interviews were also used in evaluating the program. A pre-post Drug Abuse Questionnaire indicated that the program had little impact either on self-reported drug use or attitudes toward drugs. The pre and post tests both indicate that the majority of youths (1) are aware of the harmful effects of drugs (except marijuana), (2) that they feel curiosity and desire for "kicks" are the major reason for trying drugs, and (3) that they feel the decision to use drugs is an individual one. Very few of the youths seemed to be more than an occasional user of narcotics and then use was confined mostly to marijuana.

While significant differences between youth and parent scores on a Home Life Questionnaire existed within each group, and increased from pre to post test, there were no significant changes for any group. From interviews completed, however, there were indications that youths and parents felt parent-child relationships had improved. This was most often reported within the EC group.

Of the 157 minors in the Control Group, 98.1% required investigation and 90.4% were placed on a supervision caseload for at least six months. It is estimated that at least four additional probation officers would have been required to handle just the supervision responsibilities had the experimental groups been processed in the normal manner. Other probable savings in clerical support and judges' time was not measured.

Parents expressed positive feelings toward the project and indicated a strong desire to be directly involved with their children. The youths also showed positive feelings toward the program. Both parents and children said they preferred that future efforts be housed away from the Probation Department, perhaps in a school, youth center, or community drop-in facility.

Approximately 45 non-probation persons became involved as trainees and/or assisted in leading groups. While some interest in developing such programs (mostly in schools) was generated, there

SUMMARY OF PROGRAM EVALUATION
JUVENILE DRUG ABUSE PREVENTION PROJECT
(Continued)

were only minimal gains in developing the capacity of other groups and agencies to administer similar programs.

Following the end of the grant period, the program was institutionalized within the Juvenile Probation Department using the Educational Counselling model. This was chosen because: (1) it provides a systematic means of giving out information about drugs; (2) it provides for direct parental participation; (3) it does not require the kind of highly-specialized, trained staff that the TA and PD models do; (4) it is more economical; and (5) it was at least as effective as the other three approaches and, on some measures of recidivism, it was more successful.

The evaluation suggested that the department further explore diverting given types of cases away from the probation-operated services (i.e., to community groups) in an effort to allow the department to shift more of its resources to cases where youths show greater risk to themselves or to society.

- REPORTS: 4.1 (a) Santa Clara County Juvenile Probation Department, Drug Abuse Prevention Project Final Report, November 1971, 32 pages.
- (b) Juvenile Drug Abuse Prevention Project First Year Evaluation Report, November 1971, 86 pages. NTIS #PB 232 426/AS.
- (c) Recidivism Rates of First Time Juvenile Drug Offenders Experiencing Four Different Treatment Methods, by Robert J. Styer, January 1974, 43 pages.

SUMMARY OF FINAL EVALUATION
SANTA CLARA COUNTY DAY CARE TREATMENT CENTER
(Continued)

reentered school, have raised their average grade from D+ to C, and have shown a significant decrease in truancy (37% pre-program truancy rate to 19% post). Using the Interpersonal Maturity Level (I-level) Classification, neurotic, acting-out youth (I+Na) were seen as doing better than other types of youth at the Center.

Day Care youth show significantly lower rates of new offenses pre- versus post-program; however, in terms of total referrals, the control group did better. Subanalyses indicate that certain types of youth--in this case neurotic, acting-out delinquents again seem to do better than others in the Day Care program. This suggests the need for matching type of program with types of youth.

Day Care youth showed significant improvement on "moral-ethical self" and "physical self" scales of the Tennessee Self-Concept Scale.

A majority of Day Care parents felt they were having less trouble with their child after the program; probation officer interviews corroborated these views.

The program did not fulfill the expectations of the Probation Department and the program was terminated at the end of Federal funding. The evaluation does not deal with this decision nor does it discuss why the program was not continued with a focus on those types of youth who did seem to be doing better in the Day Care Program (I+Na). The program was competitive with the Department's Ranch program and thus real cost savings could not be realized without closing a Ranch and laying off staff. There was no motivation to do this. Also, the absence of a significant overall success rate favoring the Day Treatment program played an important part in the Department's decision. The County Office of Education reestablished the educational component of the project primarily as an alternative school with a traditional "close interface" with Juvenile Probation as compared to the intensive treatment role of probation officers stressed in the Day Treatment project.

- REPORTS: 4.8 - (a) First Year Santa Clara County Day Care Center Evaluation, November 1972, 64 pages.
- (b) Second Year Santa Clara County Day Care Center Evaluation, August 1973, 84 pages.
- (c) Final Report Santa Clara County Day Care Center Evaluation, August 1974, 84 pages.

HUMAN RESOURCES DEVELOPMENT CONTRACT

The Pilot Program, through a cooperative arrangement with the local Department of Human Resources Development, developed an internship program for six former aerospace employees who were brought into the Pilot Program Office at a minimal salary, paid in part by the project and in part by the Department of Labor's Displaced Workers Program.

This project recognized the need for bringing into criminal justice agencies persons with advanced analytical skills common to the aerospace industry. The project provided an exposure to the criminal justice field and some testing through an intensive internship/teaching program which put them in contact with possible new career paths in criminal justice. It also provided them with a minimum base of experience to offer potential criminal justice employers.

Six individuals were selected from a field of over fifty applicants. The three months internship exposed them to the criminal justice field and also provided an opportunity for them to demonstrate their capability and usefulness to potential employers.

All six interns returned to full employment during, or immediately following, the three-month internship; three were placed with Regional Planning Units; one with the American Justice Institute; one developed a teaching position, and another returned to his former type of employment.

The project demonstrated that carefully selected former aerospace employees can make a rapid and successful transition to criminal justice employment. A follow-up of the former interns now working in criminal justice indicates that they have brought new analytical skills into these agencies and are making valuable contributions, particularly in the planning and analysis area.

REGION IX PILOT CITY/COUNTY DISSEMINATION PROJECT

This project will disseminate the results of significant, transferable Pilot Program criminal justice research and demonstration projects which have been developed in San Jose/Santa Clara County. The dissemination effort is targeted on LEAA Region IX, which includes California, Arizona, Nevada, Hawaii, Guam, and American Samoa. The project will also develop suggested goals, standards and recommendations to stimulate improved dissemination, technology transfer and utilization of technology produced by LEAA-funded projects; and it will test and demonstrate a prototype or pilot dissemination program for LEAA Region IX.

The project is designed to reach approximately 7,000 persons/agencies within Region IX. Ten brochures will be developed, each describing a significant research or demonstration project. Each brochure will be mailed to approximately 5,000 persons/agencies. Four newsletters will be produced and mailed. A minimum of ten articles and announcements will be prepared and distributed through other existing newsletters and/or bulletins. There will be an attempt to obtain public service ad space in one or more nationally recognized newspapers or magazines. Two conferences will be held in Santa Clara County to personalize the dissemination of information and involve local people with conference participants from throughout Region IX.

Grantee: American Justice Institute Grant No.: 74-DF-09-0038
LEAA - \$40,592 Cash Match - \$4,510 Total - \$45,102
Award Date: 6/28/74 Award Period: 12 months

Project Director:
Mark Hoffman
Dissemination Coordinator
106 East Gish Road
San Jose, California 95112
(408) 294-2977

APPLICATION: 3.25 - Region IX Pilot City/County Dissemination Project, 45 pages.

REPORT: 2.17 - Proposed Dissemination, Technology Transfer and Technology Utilization Plan, Santa Clara Criminal Justice Pilot Program, January 1974, 21 pages.

APPENDIX

HOW TO OBTAIN COPIES OF PUBLICATIONS

Availability of Publications . . .

Pilot Program Research Reports (1.0) are produced in quantity and disseminated within the budgetary limitations of the Pilot Program. Priority for dissemination is given to cognizant LEAA and State Planning Agency representatives, San Jose/Santa Clara County officials, and other units of local government in the United States.

In addition, copies are also forwarded to the Director, Technology Transfer Division, National Institute of Law Enforcement and Criminal Justice; the National Criminal Justice Reference Service; and the National Technical Information Service. These offices are responsible for National dissemination. The complete address of each is listed below:

Paul Cascarano, Director
Technology Transfer Division
National Institute of Law Enforcement and
Criminal Justice
Law Enforcement Assistance Administration
Washington, D. C. 20530

National Technical Information Service
5285 Port Royal Road
Springfield, Virginia 22151

National Criminal Justice Reference Service
Law Enforcement Assistance Administration
955 L'Enfant Plaza, S. W., Room 1207
Washington, D. C. 20024

Many Pilot Program reports have been entered into the National Technical Information Service (NTIS). If the publication is available from NTIS, the order number can be found next to the citation for the report which is presented in this document. The National Criminal Justice Reference Service index should also be consulted to determine availability of Pilot Program publications.

Copies are also forwarded to the LEAA Regional Office and the Office of Criminal Justice Planning (OCJP), though they, at

APPENDIX
(continued)

present, are not set up to disseminate copies of these publications.

Copies of individual Demonstration Grant Applications (3.0) are on file at the Pilot Program Office, as are Demonstration Project Final Reports (4.0). The unit of local government grantee for each of these projects is not normally in a position to make copies of these documents available for distribution. If copies are not available from the National Technical Information Service or NCJRS, copies can be obtained in one of two ways:

- a) The funding agency (LEAA or the State Planning Agency) may elect to make copies available. (Be sure to include the correct title and grant number in your request to them.)
- b) The Pilot Program will provide xerox copies of these documents to units of local government or departments thereof, if the requestor is willing to reimburse the American Justice Institute for the xerox costs (3¢ per page). The Pilot Program will absorb labor costs and the cost of mailing the document(s) Book Rate. If other than Book Rate mailing is required, please include in your check enough money to cover postage, and make it clear in your request that you wish the document(s) to be mailed other than Book Rate.

Checks should be made out to the American Justice Institute to cover the cost of xerox and postage other than Book Rate. Please indicate on the check "for Pilot Program publications." Xerox cost will be reapplied back into the Project's Publication Account. No income will accrue to the American Justice Institute.

When the Project's supply of publications is exhausted, persons requesting these documents will be advised that the original printing has been depleted. They should contact the Federal offices responsible for nationwide distribution, or if necessary, follow the procedure outlined in (b) above.

Please direct your request to:

Publications
Santa Clara Criminal Justice Pilot Program
106 East Gish Road
San Jose, California 95112

APPENDIX
(continued)

Telephone information is available by calling (408)299-2087.

Note: A complete, annotated listing of more than one hundred Pilot Program Publications is available at no charge. Requests for the Publications List (Annotated) should be directed to the Pilot Program office in San Jose, California.

END