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CLUSTER EVALUATION
OF FIVE
DELINQUENCY DIVERSION PROJECTS

15576
EVALUATION

PREPARED FOR THE
OFFICE OF
CRIMINAL JUSTICE PLANNING

August 29, 1974

REVIEW OF
CLUSTER EVALUATION
OF DIVERSION PROJECTS

Following is my review of California Taxpayers' Association's Final Report for the Cluster Evaluation of Juvenile Diversion Projects:

A. Background

The cluster evaluation is an attempt to measure the effectiveness of five diversion projects in reducing the incidence and severity of delinquency among project clients. The following projects were included in the cluster:

1. Intervention Program - The probation department staff provide short-term crises counseling for 601 and 602 clients and their families. Project is one of four components of the County's Youth Service Program.
2. 601 Diversion Project - Same as above.
3. Outreach - Probation department uses outreach approach to provide a variety of recreational and counseling services to clients who are identified as being pre-delinquent (primarily, clients have little involvement in delinquent tendencies). This project is another of four components of the Youth Services Program.
4. Youth Service Bureau - provides a variety of informal, very short-term services for youth identified as being delinquent. Services are provided by largely untrained volunteers (students from U.C. Davis).
5. County Juvenile Delinquency Prevention Program - Probation department provides intensive, long-term counseling to delinquent and pre-delinquent clients. (Note that only 33 clients were served during the period studied in the evaluation.) This project differs in that it treats the entire family, including siblings, as the treatment unit.

B. Evaluation Outcome Measures

The cluster evaluation focused on measurement of the following data elements:

1. Changes in the number and incidence of arrests
2. Changes in the severity of offenses committed
3. Differences in probation and court dispositions between the project and control group clients.

Other variables studied included client arrest history, staff training, staff turnover, demographic data and frequency and duration of treatment contracts.

A major effort was made to collect data on clients' arrests at three intervals: six months prior to referral to the project; six months after referral; and one year after referral.

Perhaps the major failing of the evaluation concerned the inability of the evaluators to clearly define the nature of the "treatment modalities" offered by each project. The evaluators were frustrated in their efforts to identify clearly defined differences in counseling approaches. Certainly the distinctions between counseling approaches were clouded (in all cases except project #5 which provided long-term, intensive counseling) by the fact that at least two of the projects received training from the same outside agency. The primary consequence of this problem was the failure of the evaluation to clearly measure the relative effectiveness of counseling techniques or the influence of the quality of counseling services upon treatment outcome.

Nevertheless, the results of the evaluation have demonstrated the need for larger scale program evaluation to disprove or verify the findings of the smaller-scale cluster evaluation efforts.

Evaluation Results

1. Short-term counseling in form of the projects/was more effective in reducing re-arrests than the long-term, intensive counseling provided by project #5; both at six months and one year after referral. This finding needs to be examined by further evaluation research under controlled conditions. #1-4.
2. Although re-arrests were decreased among project clients, the number of re-arrests increased over time. In many instances, clients who are re-arrested are re-arrested for more offenses and for more serious offenses. This suggests that treatment effects weaken over time.
3. The severity of re-arrests was about the same as the severity of the offense leading to the original referral to the projects. (Except in project #5 where the severity of offense increased for the project clients in comparison to the control group.)
4. Projects brought about significant reduction in the number of petition filings, in comparison to the control group. (Petition filings were 50% lower in the first six months after referral and 56% lower than the control group a year after referral.)

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5. When petitions were filed, the courts declared 20% fewer wardships for project clients than for the control group.
6. Overall, courts dismissed from 50% to 200% more of the petitions on project clients than on control group youths.
7. In every project, more than 50% of the project clients re-arrested and referred to probation were either dismissed, counseled and released or returned to the project.
8. Age had no significant effect on treatment outcome.
9. Projects had greatest success with first offenders.
10. The projects did better with 602 (delinquency) cases than with 601 (pre-delinquent) cases.

Tentative conclusions which may be inferred from the evaluation

1. Long-term intensive counseling is less effective than short-term, informal counseling in reducing re-arrests. This needs to be explored further with a larger sample of projects, under stringent research-based evaluation settings.
2. Projects which provide similar counseling services have similar treatment outcomes, regardless of the community setting in which they are provided. This, too, is a generalization which requires further investigation.
3. Diversion seems to work - that is, it is possible to keep minor (less services) offenders out of the criminal justice system.

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A major product of this cluster evaluation is a model evaluation design for diversion projects. The design is admittedly outcome-oriented, but has the benefits of a design which consists of standardized data elements.

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CALIFORNIA TAXPAYERS' ASSOCIATION • SUITE 900 • 11th AND L BUILDING • SACRAMENTO, CALIFORNIA 95814

June 21, 1974

Colonel Anthony L. Palumbo
Executive Director
Office of Criminal Justice Planning
7171 Bowling Drive
Sacramento, California 95823

Dear Colonel Palumbo:

In accordance with the contract agreement commissioning the evaluation of these projects, submitted herewith is our final report.

The basic purpose of the study was to assess the outcome of five diversion projects, but we believe the study has implications which go beyond these five projects to some broader funding and research concerns of OCJP as a statewide planning agency.

We understand that it is the present policy of OCJP to encourage evaluations which relate project results as directly as possible to the impact they have on crime prevention. We are convinced from this experience that impact type evaluations are possible. Furthermore, we believe the report presents a research methodology for assessing impact, as your agency views it, which can be easily and economically replicated for use in similar type projects.

The evaluation of these projects was based upon changes in the incidence and severity of offenses and the officially reported probation and court dispositions of 813 juveniles. These were all quantifiable, objective measures of outcome. The study design made no provision for relating project results to different therapy practices or counseling techniques which may have been used except as they related to the duration and frequency of referral contact.

We found at least two basically different treatment approaches practiced in this cluster of projects. Two of the projects followed a service philosophy which provided for very brief and minimal involvement with the juvenile. Richmond and Sacramento were the best examples of this and in our judgment they were both successful projects. Alameda, in contrast, maintained a very close, intensive long-term involvement with the project referrals and was quite unsuccessful.



CLUSTER EVALUATION OF FIVE DIVERSION PROJECTS

FINAL REPORT

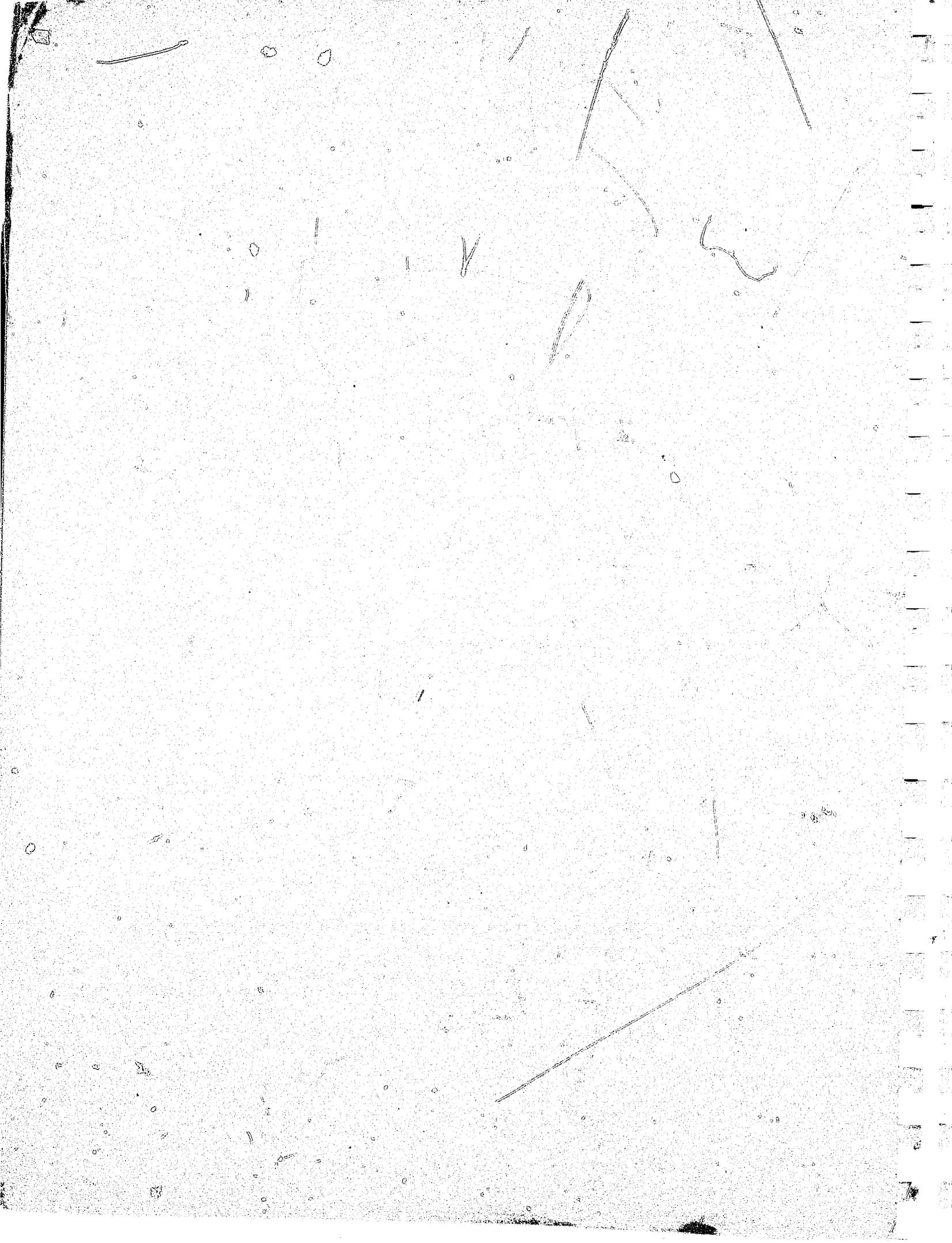
Prepared for the

OFFICE OF CRIMINAL JUSTICE PLANNING

June 21, 1974

California Taxpayers' Association
Suite 900 - Eleventh and L Building
Sacramento, California 95814

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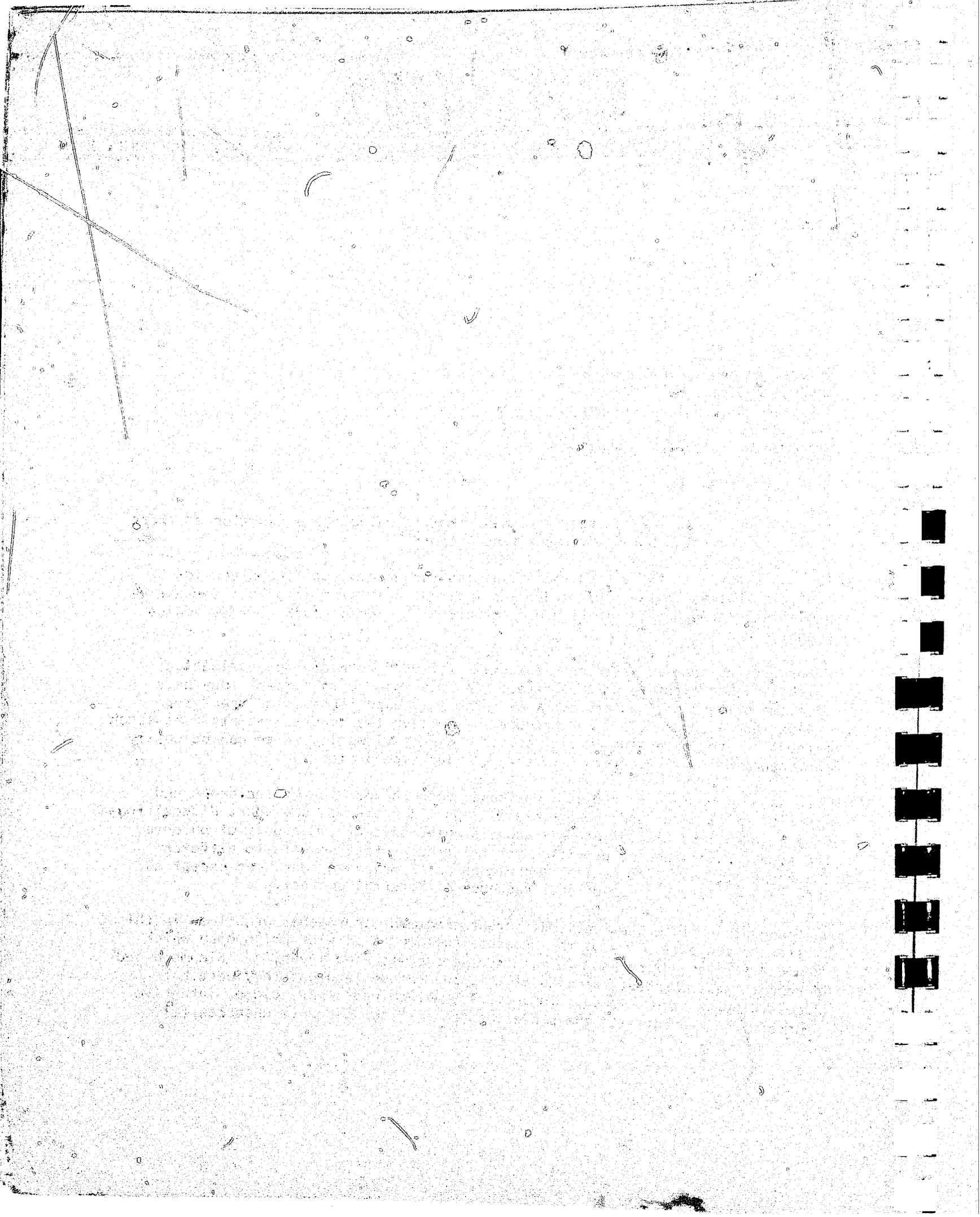
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Colonel Anthony L. Palumbo

June 21, 1974

Based on our research the evidence seems to bear out the hypothesis that the likelihood of positive outcome results are greater when the extent of the treatment encounter is minimized.

Secondly, it appears that when service philosophies are similar and staff capabilities and training are the same that consistent treatment outcomes are likely. This seems to be true, in spite of what differences there may be in the social and economic characteristics of the community, the prior delinquency characteristics of the referrals, or the age and racial makeup of the treatment populations.

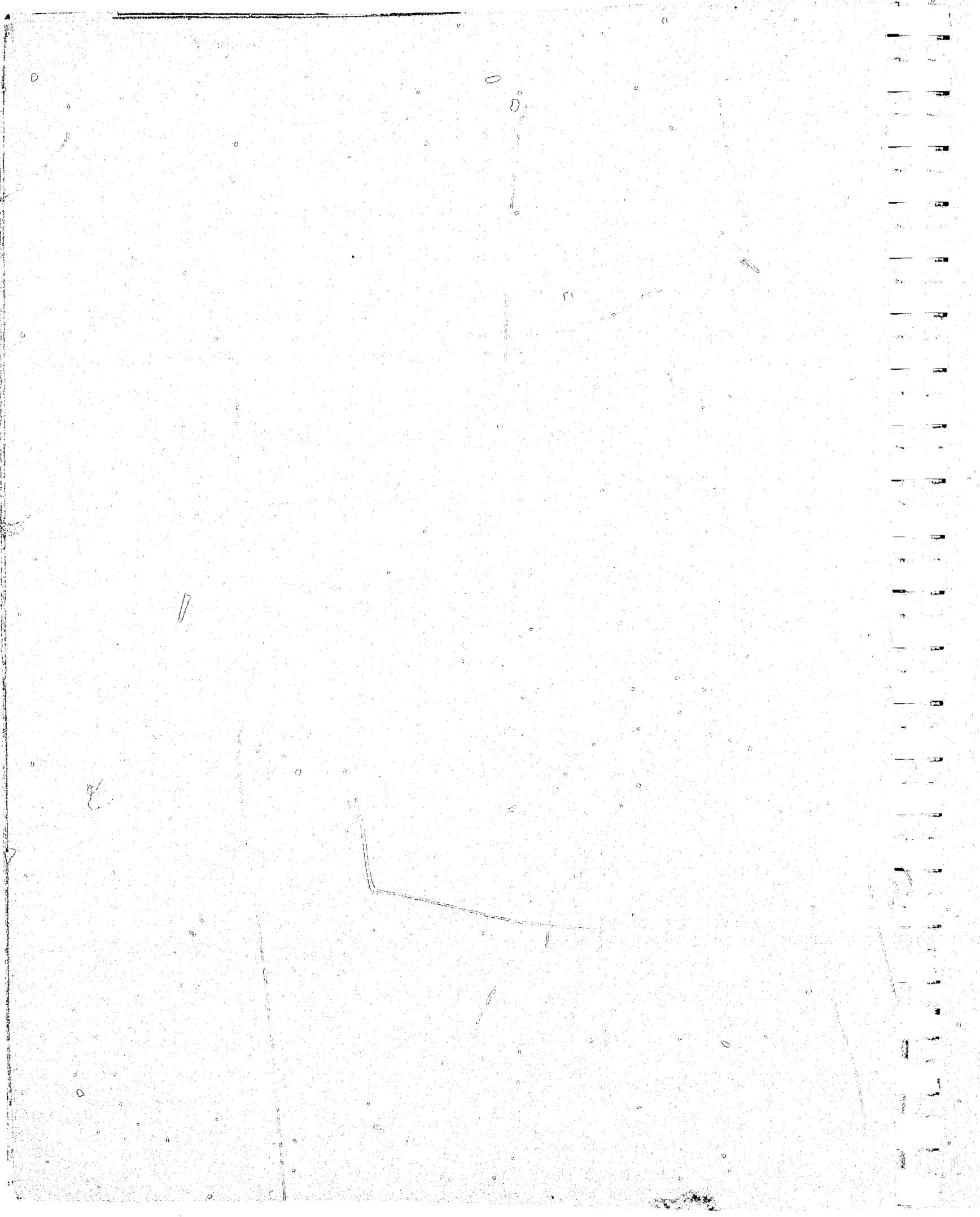
We have completed this study concluding that there are forms and types of diversion programs which appear to have promise of being effective alternatives to regular court and probation handling of 601 and minor juvenile 602 offenders.

In funding other demonstrations of this type we see the need, however, for more clarification and more precise definition of the diversion concept as a pre-requisite to both improving evaluations and establishing the diversion concept as a formalized part of California's Juvenile Justice System.

In the course of reviewing the prior evaluations performed on this cluster of projects we were also persuaded that the methodologies in research tracking studies like this one must build study designs that can account for the juvenile at every place where he is involved with the juvenile justice system rather than just in probation. We found that 30% of the youth under study in these probation experiments were being handled by the police in ways that were entirely unknown to probation or the projects. Only one of the projects in the cluster recognized subsequent police incidents in their assessment of project's impact.

It was apparent to us in working with the police that the attitude of the police departments is changing from one of strictly enforcement to one of thinking that the counseling opportunity in a police setting can be just as effective, appropriate and as timely as counseling done in a probation department or anywhere else.

There were police juvenile diversion units in all five counties where these projects were located. We worked closely with them in the course of collecting our data. These units were staffed with specially selected and trained juvenile officers. We can't comment about their treatment or service philosophy except to observe that the police feel that the counseling they do in the semi-authoritarian atmosphere of a police department where there is complete and immediate knowledge of the incident and, in many cases, of the family situation as well, is just as likely to influence behavior as the counseling done later in any other setting.

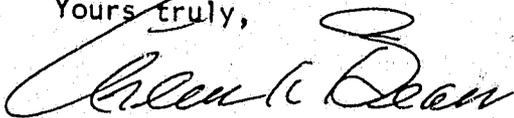


Colonel Anthony L. Palumbo

June 21, 1974

It was a pleasure to have served your agency and to participate in a research assignment that we hope has value and wider application to the Office of Criminal Justice Planning in its efforts to improve California's Juvenile Justice System. We wish to express our appreciation to the staff of OCJP for the assistance and cooperation extended to us over the past ten months. Some of your staff made important contributions to the report.

Yours truly,

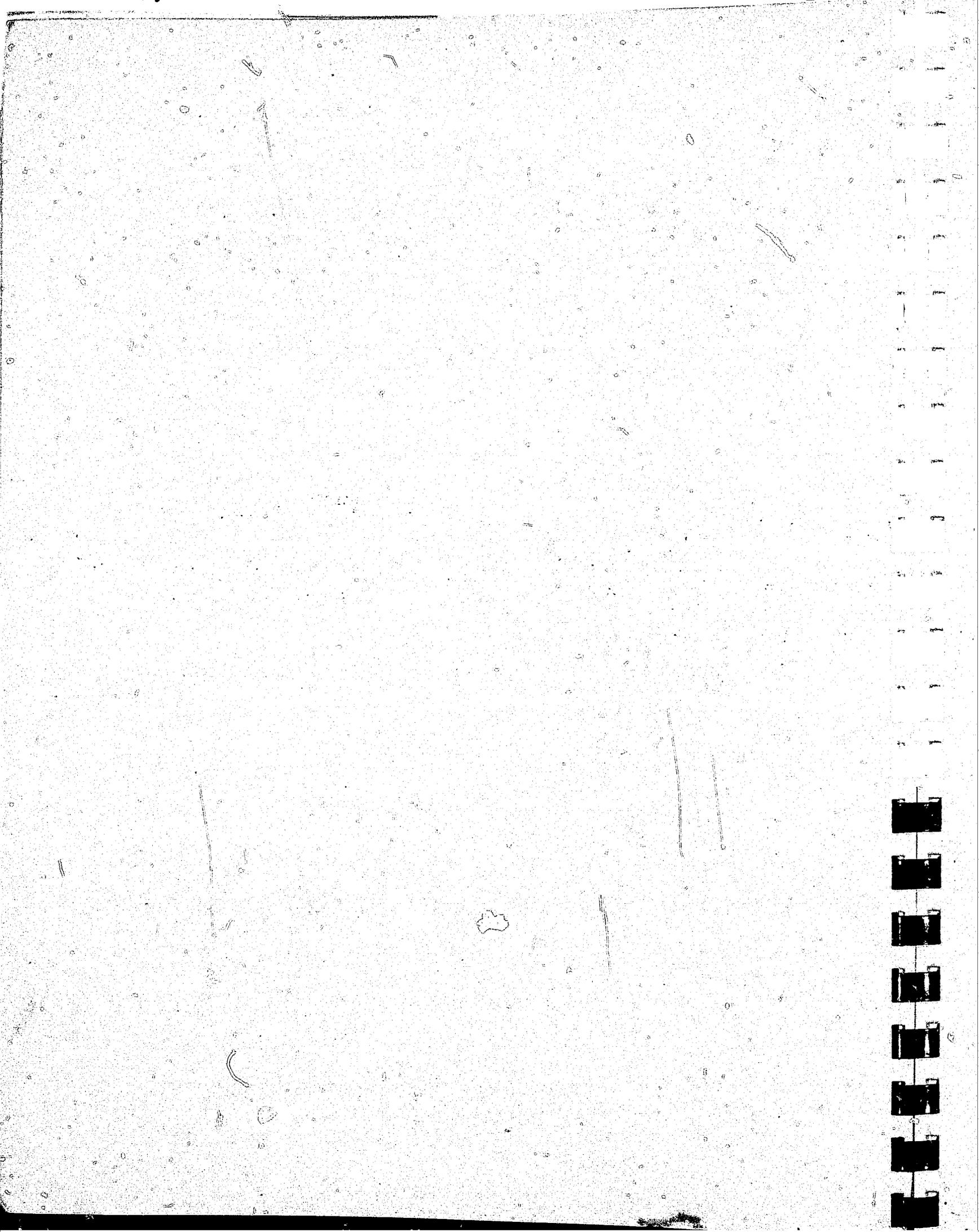


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We wish to express our sincere appreciation to all the staff of Sacramento, Richmond, Yolo and Alameda projects for their assistance and cooperation throughout the course of the study. Rudy Webb, Chuck Stevenson and Leroy Downs offered valuable advice on many points of procedure and interpretation of data.

We owe a special debt of gratitude to the staff of the several police and probation departments whose assistance was so vital in carrying out the study design. A few of the many who assisted us from the police departments were: Captain Del Skaggs of the Sacramento Sheriff's Department; Sergeant Phil Roy of the Yolo County Sheriff's Department; Lieutenant Carey, Sacramento City Police Department; Lieutenant Clemens, Richmond Police Department; Chief Bowers, El Cerrito Police Department; Chief Pedritti, San Pablo Police Department; Captain Dilsaver, Oakland Police Department; Captain Becker, San Leandro Police Department; Lieutenant Sanders, Berkeley Police Department; Sergeant Procter, Alameda City Police Department; John Davis and Mrs. Darlene Grant, Contra Costa Probation Department and Steve Scheinman and Leonard Lloyd, Alameda Probation Department.

Specific mention should also be made of the invaluable assistance of Mr. Jerry Sprout in providing technical guidance over the data processing phases of the study. Likewise, our field assistants Susan Wales, Judith Wiesman, Barbara Coapland and Vicky Klamm who helped so much with collecting and managing the voluminous amount of field data.

As the size of this document suggests, the very production has been no small endeavor. Miss Vicky Klamm transcribed first working drafts and assisted with editorial clean up of the report. Ms. Joan Strande contributed importantly to the forming of the many statistical tables and typed the final report. Reproduction and assembly of the study was very capably handled by Karl Hirai.



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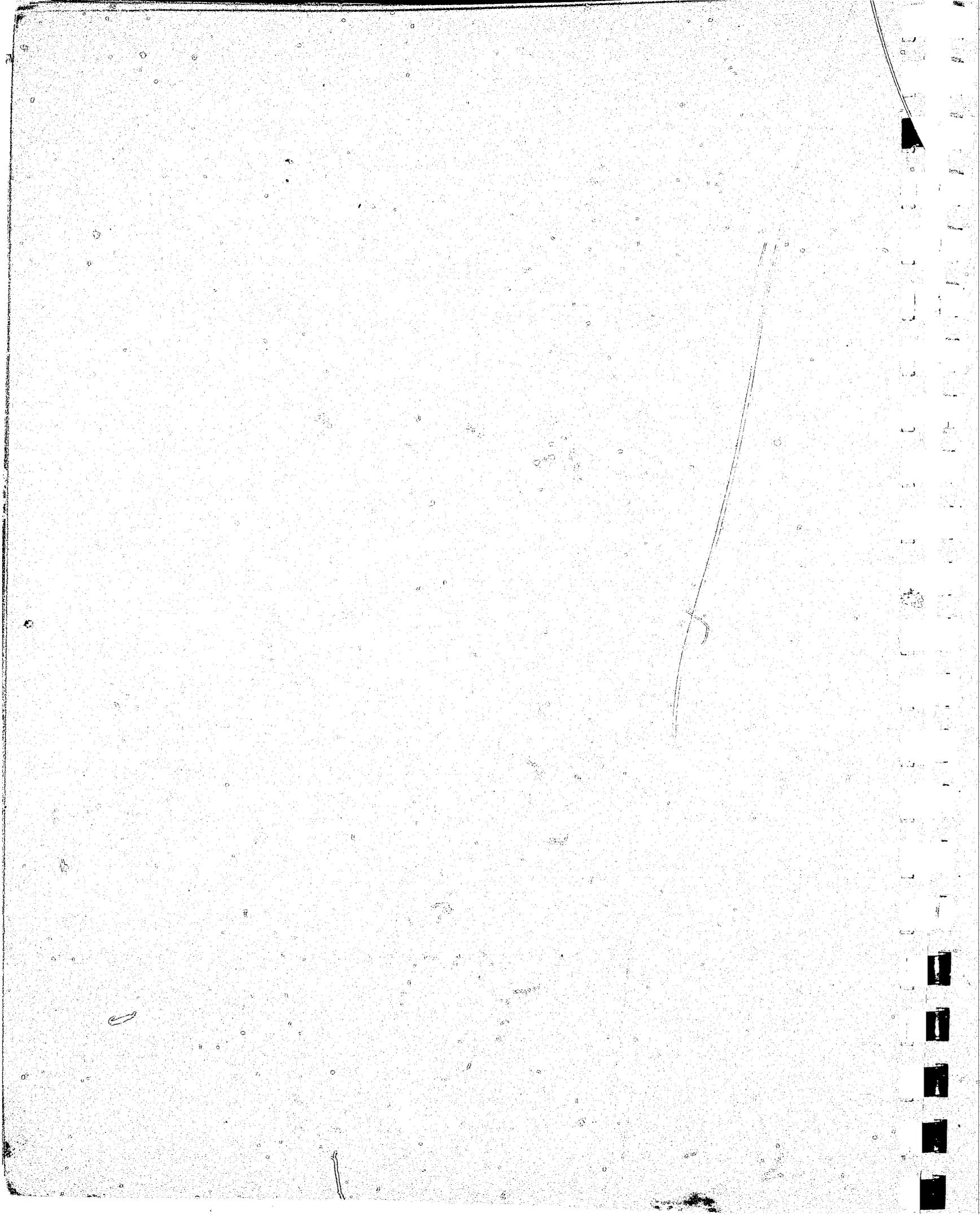
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SUMMARY OF FINDINGS

Most readers would accept we think that an evaluation based on tracking police, probation, and court outcomes of 813 juveniles necessitates a lot of statistical presentation. If such studies are hard to read they are even harder to summarize in a way that brings together all that may be relevant for every reader. The problem is compounded in this case by the fact that we were required to show results on not only five separate projects but overall results on all the projects as a group. In the narrative analysis which accompanied each Set of tables in Section III we tried to assist the reader by making many of the correlations and comparisons of the data which seemed significant to us.

It was difficult to state any general conclusions at any point in the study because each section and each Set of tables dealt with individual segments of the data. In this summary we will attempt to draw together some of the main findings about the projects. The summary is organized around answers to a series of posed questions. The question and answer format was merely a device which enabled us to present some of the main conclusions along with some amount of subjective commentary based on our exposure to these projects over the past 10 months.

To a large extent, the questions were derived from questions we had been asked about the evaluation results and the outcome of the projects generally by OCJP, project directors, and local criminal justice planning staff over the course of the study. Some of the questions which seemed to be important to the projects and the planning agencies involve answers which go beyond the limits of our data.

What are the personal characteristics of the law enforcement and probation referrals to these diversion projects? (Tables 1 through 7).

Seen as a group, the typical referral to these projects was white (77%), male (53%), and between 14-17 years of age (73%). The control groups had 9% more females. Even in Richmond where the population of the target community was over 80% black, 50% of the project referrals were white. The characteristics of the referrals in individual projects, however, varied in a few respects.

In Sacramento, both the project and control groups had considerably more females (60%). The age and racial makeup of the Sacramento referrals was otherwise the same. The small control group in Alameda had more minorities (60%) than any other project. The Yolo project conformed closely to the average of the groups except for having slightly younger referrals.

What was the nature of the offenses the referrals committed which resulted in their referral to these projects? (Tables 8-12 and 13-18).

As a generalization, the offenses committed by all the cases tracked in this study were very minor. Fifty-four percent of the youth referred to these projects were referred for delinquent tendencies. The greater part of these offenses consisted of runaways and youth beyond control of their parents. Another 26% committed acts of petty theft or malicious mischief which was primarily fighting and trespassing. Girls tended to commit more of the delinquent tendencies and petty theft violations than boys (table 8). With little exception males tended to commit more of the serious, felony offenses. These, however, accounted for only 15 to 20% of all the referrals in either group.

Eighty-one percent of the control cases were referred for delinquent tendencies, and like the project, more of the offenses were committed by females.

Even in Alameda where the project referrals were seen as cases in "imminent

jeopardy of being declared wards of the juvenile court," 63% were referred for delinquent tendency or minor 602 offenses.

Our findings on the seriousness of the referral offenses seems to be corroborated in other studies of diversion. One of the studies we found which seems to raise most of the pertinent issues involved in the selective handling of predelinquent and delinquent tendency referrals, was a study by the National Assessment of Juvenile Corrections.*

"Most diversion units have been established to handle 'pre-delinquent' or 'delinquent tendency' cases. The thinking appears to be that children with such characteristics are more in need of counseling than of supervision or detention, and that counseling and guidance techniques will work with these cases, which are not yet 'hard core.' The questionable corollary--which tends to reduce the frequency of diversion out of and from the system--is that such techniques will not work with cases legally defined as more severe. No one knows whether either supposition is correct. The matter is complicated by the fact that one juvenile might be a 'hard core' predelinquent and immune to counseling, while another arrested for a more legally serious offense would respond to just such help.

"If you put all six variables--'predelinquent,' 'lawbreaker,' 'hard core,' 'not hard core,' 'amenable to counseling,' and 'not amenable to counseling'--into an eight-fold table and stare at it a while, you can only conclude that selection of cases for attention by a diversion unit on the basis of the offense ought to be thoroughly investigated. At present, selection on the basis of offense seems to come from a combination of agencies' reluctance to assume responsibility for serious lawbreaking cases that might go sour."...

How serious were the delinquent acts the referrals committed before referral to the project? (Tables 19-24 and tables 35-39).

The pattern of offenses in both project and control populations prior to referral was essentially the same as the pattern of offenses which resulted in referral.

*Diversion From the Juvenile Justice System by National Assessment of Juvenile Corrections, the University of Michigan, June 1973, Donald Cressey and Robert McDermont.

Eighty percent of the pre-project arrests were for delinquent tendencies and minor 602 offenses (petty theft and malicious mischief).

Only 30 - 35% of all the cases had ever been arrested six months prior to referral. The average number of arrests for the project population was 0.6 and 0.5 for the control population. The only sub-groups of the population which had a significantly higher number of pre-project arrests was Alameda control (1.1) and Richmond Intervention (0.9). Yolo was the lowest with 0.4 prior arrests per referral.

Whether judged by the number or the seriousness of the offenses, it is apparent that the nature of the delinquency problem with which the projects are dealing is quite minor. This is not really surprising recognizing that the target case for these diversion programs had been the "predelinquent." Only one of the four projects was specifically referred to as a 601 project but our data shows that in spite of how different the referral criteria were, the referral offenses appear to be much the same.

By the way the cases were described and the case selection process in Alameda worked, we thought initially that the character of the referrals would be distinctly different. The cases were described as juveniles in "imminent jeopardy of being declared court wards." In many instances, being sent to the project was regarded as the last resort before court adjudication. By studying the data closely, one can see some difference in the delinquent characteristics of the Alameda referrals but as a generalization, their referrals were essentially like the others.

Observing, also, that the great majority of the cases in these diversion projects consisted of runaways, "acting out," or other types of offenses which are peculiar to only juveniles, prompted these observations in the study by the National Assessment of Juvenile Corrections:

"If recent attempts to guarantee the civil liberties of minors prove successful, present definitions of what constitutes 'pre-delinquency' will become both inadequate and unconstitutional. Juveniles now defined in negativistic terms as 'runaways' or 'out of control' probably will be redefined as individuals with a legitimate say about their place of residence and other living conditions, including the nature and degree of control imposed by parents or other adults. At present, when communication within a family breaks down, aggressive actions of the adult members are viewed as unfortunate, while aggressive acts of a minor are typically viewed as 'predelinquent,' 'delinquent,' or even criminal. As our laws are reformulated to correct this injustice, they will extend constitutional due process rights to youngsters, creating a critical need for agencies and programs that are truly helpful and noncoercive."

It is significant, we thought, that by the end of the second year the Yolo project stopped dealing with statutorily-defined delinquents altogether and moved their program into the schools. The schools repeatedly stressed that the children they were counseling were not delinquents or even pre-delinquent. Yet, the rationale for continuing the program is still "delinquency prevention" predicated on the assumption that treating a problem in the school is going to prevent a problem with the police.

The Yolo Bureau is, in all sincerity, still carrying on its program in the name of crime prevention, now serving a completely noncriminal justice set of community institutions who refuse to regard the clientele as delinquent. It is an ironic contradiction that clearly indicates how great the latitude for experiment in providing social services can be within the present definitional boundaries of the term "juvenile delinquency."

We have said so far that with some minor differences the project and control referrals came from the same source, i.e., probation and police departments. The age, sex and racial makeup of both project and control populations were essentially similar. The number and seriousness of the offenses the referrals committed before referral were

generally the same, as were the actual referral offenses. Very few of the referrals had been arrested six months prior to referral and of those that had been arrested the arrests were usually for delinquent tendencies or minor 602 offenses.

Starting with tables 19 through 34, the projects are analyzed from the standpoint of the effect they had on reducing delinquency. The three measures of outcome used were:

1. Changes in the number and incidence of rearrest.
2. Changes in the severity of the offenses committed.
3. Differences in the probation and court dispositions between the project and control referrals.

First, we consider the question of whether the projects were able to reduce the number and incidence of rearrest? (Tables 19 - 24).

Considering referrals to these projects as a group, we find that fewer project referrals were rearrested both six months and a year after referral than control. Forty-one percent of the project cases had been rearrested in comparison to 56% of the control cases six months after referral.

A year after referral, 50% of the project referrals and 65% of the control referrals had been rearrested. While the data shows that the number of rearrests increase over time for both groups, the number of rearrests for project youth are still lower than control for the entire twelve-month period the cases were tracked.

When we examined the two groups for the frequency of offenses committed after referral we find that the differences between the two groups is much less pronounced. When individual project referrals are rearrested they are rearrested just as many times as referrals in the control group.

Among the four individual projects outcome results varied considerably. *

In Sacramento 53% of the experiment referrals were rearrested six months after referral, while 60% of the control group had been rearrested. A year later, 63% of the experimental cases and 69% of the control cases had been rearrested. While the project had an overall lower recidivism rate than control, the individual project youths who were rearrested committed more offenses. Twenty-seven percent of the project referrals rearrested six months after referral committed more than two offenses, while only 13% of the control group who were rearrested committed more than two offenses.

A year after referral, the individual project case who was rearrested was still being arrested more times than control. Sixty-two percent of the control youth who were rearrested a year after referral committed more than one offense, while 66% of the project referrals who were rearrested committed more than one offense.

In Yolo, only 24% of the referrals were rearrested six months after referral. Twelve months later, the percentage of rearrests increased to 32%. These were the lowest rearrest rates of any project in the cluster. This was also the only project in the cluster where the arrest rates were lower six months after referral than six months before referral. Referrals that were rearrested tended to commit only one offense.

In order to have a comparison group we constructed an artificial reference group in the Richmond project. It consisted of referrals who were initially admitted to the project and then rejected by the project for refusing to cooperate.

Six months after referral, 54% of the project referrals had been rearrested and this increased to 64% twelve months later. In contrast, 83% of the reference group had been rearrested six months later and 92% a year later. Fifty percent of the project youth who were rearrested committed more than one offense in comparison to 65% for the reference group.

In the Alameda project, rearrest rates for project referrals were considerably higher than for the control group. They were also higher than any population or sub-population in the entire cluster. Sixty-nine percent of the project referrals had been rearrested six months after referral in comparison to 39% for control. A year later, 70% had been rearrested in contrast to 48% for the control group.

Siblings of the project referrals were also treated and tracked in the Alameda project. Generally speaking, the project had no more success in reducing the number of rearrests for the siblings than they did for the primary referrals. Eighteen percent of the project siblings had been rearrested six months after referral while only 5% of the control siblings had been rearrested.

What effect did the projects have on reducing the seriousness of the offenses committed after referral? (Tables 19 to 24).

The severity of the offenses committed after referral were about the same as the offenses committed before referral. This is true for both project and control cases. The offenses do tend to become slightly more serious, however. About 80% of the pre-project arrests were either for delinquent tendencies or minor 602 misdemeanors. Six months after referral this was reduced to approximately 68%. Results were about the same a year later.

The percentage results on severity given for the cluster as a whole wasn't appreciably different for any individual project, except Alameda. In Alameda, half of the referrals were committing serious felony offenses six months and a year after referral. This was much higher than any project in the cluster and 40% higher than the Alameda project's own control group.

What differences were there in the probation and court outcomes of the youth who were rearrested and referred back to probation? (Tables 30 to 34).

Much of the theoretical rationale for diversion focuses on the prospects of being able to minimize or avoid the need for court adjudication in many juvenile cases. There is a growing professional concern that the limited sentencing alternatives available to the courts are neither necessary nor appropriate for handling many juvenile cases. It is not surprising, therefore, to see so much of the research on the diversion concept relying heavily upon departmental and court decisions as impact criteria.

Looking at the cluster as a whole, it is readily apparent that the projects were able to effect a considerable reduction in the number of petition filings in comparison to the control groups. Petition filings on the experimental group are 50% lower in the first six months after referral and 56% lower than control a year later.

When petitions were filed, the courts declared 20% fewer wardships for project youth than they did for the control group. Overall, the courts dismissed from 50 to 200% more of the petitions on the project referrals than they did on the control referrals. Formal probation, as a sentence, however, is used much more frequently with project cases.

As one would expect, departmental decisions resulted in 48% more of the project cases either being dismissed, counseled and released or returned to project than control. About 44% more of the control cases are placed on informal probation. The same pattern holds true both six months and a year after referral.

The percentage comparison we have made from table 30 varies slightly between projects, but the same general outcomes are the same throughout the cluster. The project which had the lowest percentage of petitions filed was Yolo at 21% and Richmond had the highest at 41%. The number of wardships sustained on project cases

varied from a low of 17% in Alameda to a high of 83% in Sacramento. One of the primary reasons that we feel accounts for the exceptionally low number of wardships in Alameda is discussed in our critique of the project evaluations. Formal probation was used more by the courts on project cases and informal probation was used more frequently on control cases.

In every project, more than 50% of the experimental cases coming back to probation on subsequent offenses were either dismissed, counseled and released or returned to the project. In the Sacramento and Alameda projects these dispositions ran as high as 75%.

In trying to refine interpretations and generalize about comparative data like these, a question that can always be asked is what influences outside the projects could have affected individual project results?

As important as this may be, we hesitate to comment on this question for two reasons. First, the study design made no special provision to answer the question. Second, in urban areas as large as Sacramento, Richmond or Oakland having a multitude of service agencies operating in the target areas and sometimes on the same person or family, it seems extremely hazardous to us to start qualifying the data for extraneous factors.

The one exception we will make is with the Yolo project. The target community is small, and because of its proximity to Sacramento we have more personal knowledge of it. All of the community's police service is provided through a small sub-station of the county sheriff's office and we became well acquainted with the personnel that handled juvenile cases. We also had the opportunity to contact about every other social service agency that works in the target area.

There was no control group, but the treatment outcomes on the referrals to the Yolo project were the best of the four projects in this cluster. This is true, whether judged by incidence of arrest, severity of offenses, or court dispositions. It is also true that the pattern of offenses committed by the referrals was slightly more serious than any of the other projects.

Without knowing ourselves exactly what effect it may have had on the project we believe we should point out a few circumstances which tend to make us cautious about accepting Yolo's results at face value.

Shortly after the inception of the Yolo project a very competently staffed juvenile unit was added to the local sub-station of the sheriff's department. In terms of just manpower resources available to work with the area's juvenile problems, the sheriff's office had far more resources with two full-time officers than the Bureau had with its whole corps of part-time volunteers.

The Sergeant in charge of the unit lectured in all the schools about drug and current juvenile problems. He knew the area well and most of its resident law enforcement problems intimately. The unit was given a lot of discretionary latitude in dealing with juveniles. It was the policy not to arrest if it could be avoided, but instead to warn, counsel, and reprimand in whatever manner the unit considered to be in the best interests of the youth.

We can't make a lot of comparative references to how the juvenile unit operated, but this one seemed to us to be effectively and properly run knowing what we do about the target area. The juvenile unit always had the first contact with a juvenile even after being referred to the Bureau. We can't help but think that the police involvement with the referral was just as important an influence as the Bureau's.

In making this judgment, we are also mindful of the organizational and staff problems that interfered with the Bureau's entire operation during the period this evaluation covered. We know there was often a lapse of several months before the referral was ever contacted by the case aides, that the referrals were seen very few times, and there was little continuity to the counseling after it started.

In addition to showing overall outcome as related to rearrest, severity, etc., we also thought it would be worthwhile to analyze the general outcomes for any differences or particular success the projects may have had in dealing with specific age groups, offense categories and with respect to the number of offenses a referral committed prior to referral.

The first piece of the sub-analysis of the general outcome data dealt with the question of whether the projects had any particular success with different age groups? (Tables 45-54).

Our data shows that age is apparently not a factor which contributes significantly to the overall success of a project. When a project is successful it is because they are successful in treating referrals in every age category rather than referrals of a specific age. Stated another way, successful projects are just as successful with one age group as they are another.

As a group, the projects had a higher percentage of their cases in every age group who were never rearrested both six months and a year after referral than control. The one exception was Alameda, where control had far more success than did the project with every age category except the 16-17 year old group.

The success the Alameda project had with their 16-17 year olds, however, has to be balanced against the fact that the offenses committed by the 16-17 year olds were considerably more serious than control. Alameda had no more success with the project siblings of any age group than they had with the primary referrals.

When age groups are examined for the severity of subsequent offenses, we find that in both control and project the seriousness of the offenses is about the same. The one exception is in the 14-15 year old age group. In this age category control referrals who were rearrested committed more of the serious felonies.

We are very reluctant to generalize about it, but in examining the data in table 50 very closely, one can see that the difference in project and control outcomes that are evident in the first six months tend to become smaller over time. It is interesting to speculate as to how the projects would have looked had the cases been traced for a period longer than one year.

What success did the projects have in dealing with particular types of offenses? (Tables 34 - '44).

With respect to their success in reducing the number of rearrests by offense categories, the projects did better than control in every offense category except dangerous drug and felony vs. persons.

Over 80% of the referrals in both control and project were for delinquent tendencies and the minor 602 misdemeanors. It is obvious that overall success will mainly reflect results with these two offense categories.

The finding of most importance, we think, is that while the great majority of the referrals to these diversion experiments are for delinquent tendencies, the projects have less success with these referrals than with the more serious 602 offenses. Six months after referral 48% of the delinquent tendency cases are never rearrested while 72% of all the 602 offenses are never rearrested.

The other generalization that can be made from the data in table 40 is that when referrals are rearrested they tend to commit the same type of offense. This is true for both project and control cases.

Were there any differences in the relative success the projects had in treating delinquents with respect to the number of prior arrests? (Tables 55 to 57).

In this part of the analysis we looked for differences in outcome between the referrals which had no prior arrests, one prior arrest or two prior arrests. When analyzed for the number of prior offenses the data shows that 46% of the total referral population had no prior arrests, 25% had one previous arrest and 10% had two pre-project arrests. Project and control groups were almost identically matched with respect to the number of pre-project arrests.

The two main conclusions we reached from these tables were:

1. The projects did considerably better than control with referrals who had either no prior arrests or who had committed only one offense prior to referral.
2. Neither the projects or control were very successful with referrals who had committed more than two offenses prior to referral, but control's results were slightly better than the projects.

* The projects enjoyed a remarkable degree of success with first-time offenders.

Seventy-three percent of the project referrals with no prior arrests had not been rearrested six months after treatment started in comparison to 49% for control.

Twelve months later, 65% still had not been rearrested in comparison to 42% for control.

Fifty-nine percent of the project referrals with one prior arrest had not been rearrested six months after referral, in contrast to 43% for control. A year after referral, 51% of the project youth who had committed one prior offense had not been rearrested in comparison to only 30% for control.

This pattern clearly changed for referrals who were admitted to the projects with two prior arrests. Control youth handled through normal probation processing did better than the projects with the 10% of cases which had two prior arrests. This was

true in both projects where control groups were used. In the other two projects without control groups the number of rearrests increased for those cases having more than one prior arrest. From this data we concluded that the variable of prior arrests correlated closely with overall project success.

In our opinion, this finding also helps to explain the success of the Yolo project. Eighty-one percent of the Yolo referrals were either first-time offenders or were referrals who had committed only one prior offense, as compared to an average of 63% for the other projects. It is also true that the Yolo referrals committed a greater percentage of the minor 602 offenses rather than delinquency tendencies which are the particular offenses with which these projects seem to have the most success. This finding also makes the results of the Alameda project even more disappointing, considering the fact that 45% of the project cases were first-time offenders compared to only 17% for control.

Is there any correlation between project results and the type and level of treatment service provided? (Tables 58-63).

Realizing that there were some significant differences in outcome between the projects, it was of interest to us to see if we could find any relationship between outcome and specific casework practices and treatment philosophy.

The problems we encountered and what we learned about the various treatment approaches is included in the descriptions of the projects, and the section on a proposed evaluation methodology. Some comments are also made in the narrative portion of Section III.

In general, all we could do is describe different service philosophies. We were not able to identify any specific criteria that objectively distinguished one treatment approach from another. There were differences in service philosophies among

the projects, but most of the difference, in our minds, related essentially to the frequency of contact and term of service.

At one extreme we would include Sacramento and Richmond, where the practice was to deal with the case immediately, in the context of the situation that precipitated the referral incident and then withhold further service until another specific incident made recontact with the case necessary. The average number of treatment contacts in Sacramento was only 2.1; in Richmond it was 2.3. In over 70% of the cases in both projects the treatment was concluded and the case terminated in the first 60-days following referral.

At the other extreme was Alameda where the policy was to provide a much more intensive type of treatment over an extended period. The referrals were seen about once a week over the entire year we followed the treatment group. The number of contacts in the sample varied from a maximum of 82 contacts per year to a minimum of 35. Service continued for over a year in 67% of the project's cases. Data wasn't available on the control group.

Yolo was the only project that didn't have a clearly defined service policy but the level of service was also very brief. The service concepts in this project were discussed largely in terms of counselor-client rapport rather than family involvement; peer interaction as opposed to authority recognition; and the counseling was done in settings familiar and convenient to the referral rather than in a home environment.

Another important difference was that there was very little continuity between the caseworker and the referrals in the Yolo project. Organizational problems, management turnover, and constant uncertainty about the supply of the case aide volunteers practically precluded having the kind of scheduled, follow-up

involvement with the cases that was possible with professional, full-time staff in the other projects.

This type of an administrative situation necessitated a much different type of casework practice. One very evident difference was that while Yolo saw the cases about as many times as Richmond or Sacramento the service period was much shorter. This was true even with the youth who had been referred for serious offenses. Fifty-one percent of the cases were closed within seven days after referral and 60% within 21-days. We attributed this more to the problems related to the availability of staff rather than to a deliberate service policy.

Considered in conjunction with their negative results on outcome, these findings cast doubt on the effectiveness of long-term intensive casework as it was carried on in the Alameda project. There is no support, either, for the concept of involving siblings as an integral part of the treatment program.

For OCJP purposes, in making planning and funding decisions on similar projects, one of the most useful implications that seems to emerge from this evaluation is this: *There is evidence here based on the results of the Sacramento and Richmond projects which suggest that when similar service philosophies are carried out which assure this level of service being provided through trained professionals that positive, predictable results might be obtained.*

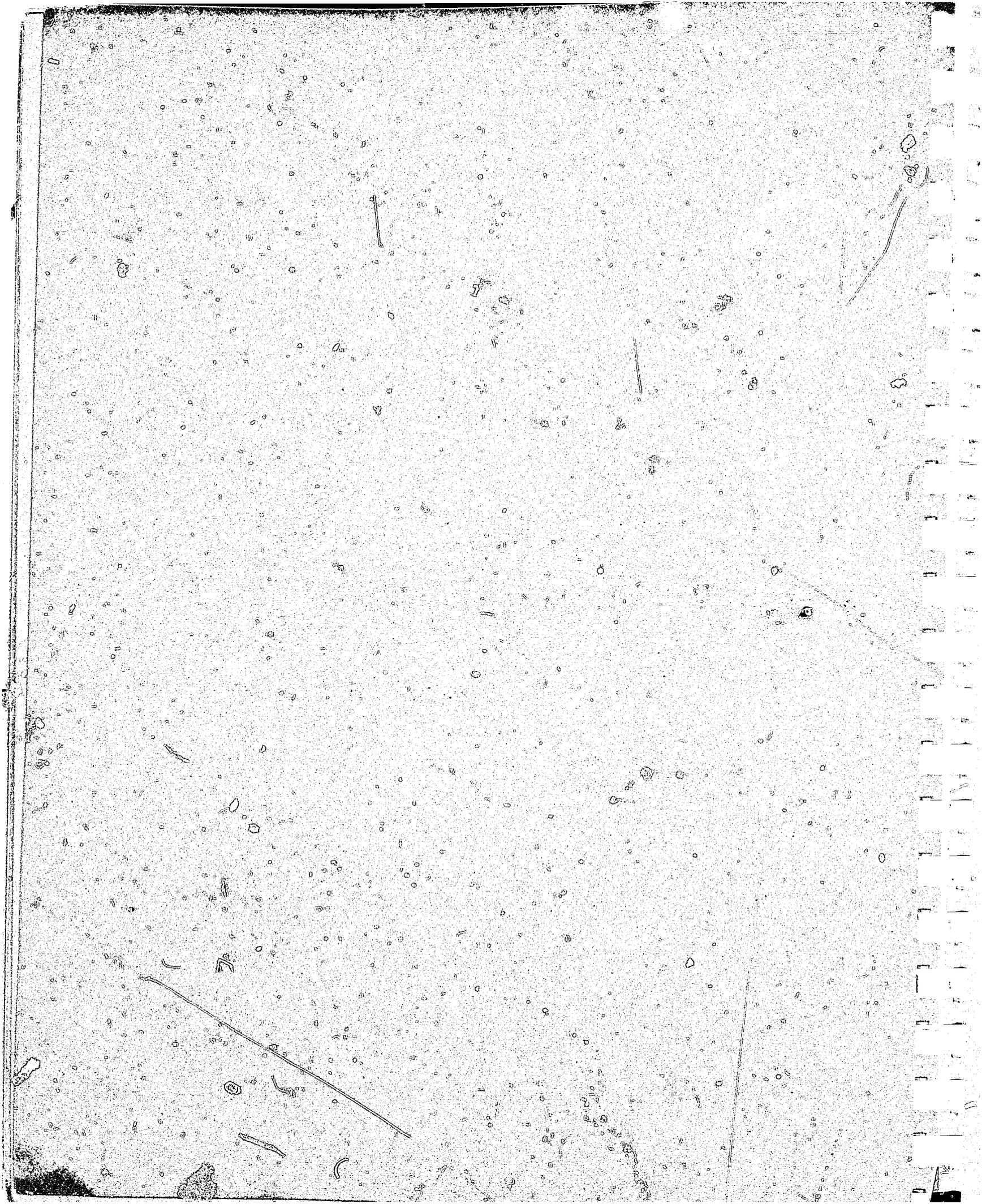
In spite of what generalizations we have made about the similarity of the referral populations, we think a close examination of the data in tables 1-7 will reveal some differences in the characteristics of the two project populations which tend to support our assertion. The Richmond referrals were 50% black; they had committed more prior offenses (51% compared to 35%); the Sacramento project also had more females (42% compared to 63%). The community setting of the two projects are also vastly different.

Yet, we observe that basically identical results were obtained in two situations where the service philosophy was the same, the same type of staff received the same training, and the clients were seen about the same number of times, for about the same length of time.

We cannot integrate the results of the Yolo Youth Services Bureau into the rest of the cluster. The project had to discontinue working with juveniles due to the loss of support from the police and probation departments. In view of the organization and staffing problems which beset the Bureau during the period this evaluation covered there were most likely some valid reasons for the withdrawal of the support from these other agencies. Knowing what we do about the very active juvenile unit in the sheriff's department which operated in the target area at the same time it is impossible to say where the credit really belongs for the results we observed in the Yolo project. All we can say about the Alameda project is that based on the criteria used in the evaluation, the whole project was simply a failure.

SECTION I

METHODOLOGY AND RESEARCH DESIGN FOR ASSESSMENT OF IMPACT
ON THE REDUCTION OF JUVENILE DELINQUENCY



SECTION I

METHODOLOGY AND RESEARCH DESIGN FOR ASSESSMENT OF IMPACT ON THE REDUCTION OF JUVENILE DELINQUENCY

The five diversion projects included in this cluster along with many similar ones funded by the Office of Criminal Justice Planning were intended to test whether or not juveniles charged with delinquent or near-delinquent behavior can be handled more effectively by new programs used as alternatives to conventional juvenile justice processing.

It has been generally accepted by a great many juvenile court judges and probation practitioners that "diversion" reduces the stigmatization, labeling and confinement which often characterize the court dispositions of truants, runaways, and "incorrigible" minors. But, whether the reduction of stigmatization, labeling and confinement actually terminates delinquent careers is another question.

For the most part, there has been no universally demonstrable and preventive methods for reducing the incidence of delinquent acts through prevention or rehabilitative diversion programs. Where knowledge has been developed, it has not been utilized in any action programs or the programs have not been successfully implemented. Where they have been implemented, evaluation is often lacking or the results have been quite negative or inconclusive.

Yet, in spite of these conditions and unlike many social science programs, the "state of the art" in the evaluation of diversion programs has evolved to a point where the following quantifiable outcome criteria are used and recognized as appropriate, measurable indicators of program success:

1. Changes in the number and frequency of offenses committed by each youth in a project.

2. Changes in the number of offenses committed that result in referral to the probation department for further probation processing.
3. Changes in the severity of offenses committed by each youth in a project.

In our discussions with project personnel and from our own review of the past evaluations that have been made on the projects in this cluster, we found that every one of the projects incorporated one or more of these criteria into their own internal assessment of their program's effectiveness in reducing juvenile delinquency.

Because the projects have differed with respect to the sophistication of project personnel, the level of evaluation attempted, as well as the costs that have been expended to secure the evaluations, the evaluations have varied from being little more than descriptive statements of activities to rigidly controlled experiments in one of the projects. As a result, none of the projects in this cluster had collected or analyzed project data with regard to all three of the criteria we used.

While there were variations in the way this cluster of diversion projects was implemented, they were all concerned with the same types of offenses and they were attempting to deal with the delinquent outside of regular court and probation channels. In spite of this similarity of purpose we encountered several problems in arriving at an evaluation design suitable for evaluating all five projects.

First, while the general assumptions and objectives of these experimental or demonstration projects have been largely the same, individual projects have varied as to their location in the community juvenile justice systems, the type of staff employed, the characteristics of the clients served, and the kinds and intensity of services rendered.

Secondly, in this cluster of projects there are two rather distinct approaches taken to meeting the one broad objective of reducing delinquency. One approach diverts at the point of "intake" within the regular probation process to a specialized unit located within the probation department or in a "special" community office. The other treats the delinquent, but with a far greater emphasis on the predelinquent, within a community-based setting quite separate from the influence or control of the formal juvenile court system.

Third, while the goals in this cluster of projects seem to be the same, it is quite evident that the objectives of some of the projects in the cluster have been conceived without a clear distinction being made between their objectives and their project activities. Certain dependent variables were used to designate the project's objectives, but there had not been any independent variables specified which could be statistically correlated with the objectives.

Because of these differences among the projects, we selected two broad approaches for assessing an individual program's effectiveness in carrying out its stated objectives. The first approach focused exclusively on the law enforcement and probation referrals to each project. The second approach concentrated on an analysis of the voluntary and non-law enforcement referrals which comprise a portion of the caseload in the two youth service projects in this cluster.

To the extent possible we supplemented our assessment with some information about the following aspects of each project's operation:

1. The availability and qualifications of project staff.
2. Staff turnover.
3. The application of staff effort to different project activities.

4. The problems associated with the delivery of specific services.
5. An analysis of outside juvenile justice policy decisions which could affect a project's success.
6. The impact the project had on the handling of delinquents in the local juvenile justice system.

Two of the projects were established with control groups, one of which included siblings. Siblings and control groups were tracked and treated in the same way as the project referrals.

1. Law Enforcement and Probation Referrals. Because there were significant differences in the size of the treatment populations and the duration of the projects, the first step in our research approach was to select an appropriate sample of law enforcement and probation referrals to each project. The samples we selected not only minimized data handling problems but allowed us to do six month and one year follow-ups on the referrals.

The character and size of our sample is indicated in the following table:

<u>Project</u>	<u>Sample Group</u>	<u>Number</u>
1. <u>Sacramento 601 Diversion Project</u>		
Treatment Group:	20% random sample of all first year referrals	144
Control Group:		98
2. <u>Yolo Youth Services Bureau</u>		
Treatment Group:	All law enforcement and probation referrals	279

<u>Project</u>	<u>Sample Group</u>	<u>Number</u>
3. <u>Richmond Probation Intervention Unit</u>		
Treatment Group:	All first year referrals	132
4. <u>Alameda Delinquency Prevention Program</u>		
Treatment Group:		33
Control Group:	All referrals to project	23
Sibling (Exp. & Control)		<u>104</u>
Total		813

After having selected our sample, we initiated a file search of all the local police departments in each project for the number of arrests and citations issued to each youth.

It was the judgment of the staff in two of the probation departments who have projects in this cluster that the major weakness in their present evaluation design was the failure of the projects to qualify their internal evaluation data they had collected on each referral for the effect of any contact their caseloads may have had with authorities or police agencies outside the probation department during the duration of the experiment.

A change in policy, for instance, at the police level could very easily affect the number of rereferrals to the probation department on many of the cases initially included in the diversion programs.

More importantly, as more police agencies initiate diversion projects of their own, it was quite possible any delinquent behavior on the part of the referrals in the treatment populations coming to the attention of the police departments could

remain unknown to the various probation departments. For the most part, there is no systematic exchange of information between the local police departments and the various projects in this cluster. With the exception of the Contra Costa County Probation Department none of the probation departments who had projects in this cluster maintained a complete central juvenile index on all delinquents processed by local police agencies.

Therefore, we felt it was important in measuring the total effectiveness of the diversion program to track the cases included in our sample of law enforcement and probation referrals through all local police agencies for any contact with the police departments not included in the data collected for the existing project evaluations. A finding that there is a high incidence of police contact after participation in the diversion program could significantly modify the present assessment of an individual program's effectiveness.

Our search of the police files was instrumented to secure the following points of information on the referrals we included in each sample:

1. Date of arrest, booking, or citation.
2. Statutory designation of each offense (warnings, field interrogations and other incidents where the offender is a victim and other extraneous information which appears on some juvenile records was deleted).
3. The police department's disposition of the case.

In Appendix A of this report, we have included a sample of the instrument we developed for securing this data.

This information allowed us to compute for our sample populations the following analysis:

1. The number of citations received by the referral from police departments six months before referral to the project, six months and one year after referral to the project.
2. An analysis of changes in the number, pattern and severity of subsequent offenses committed by the sample populations.
3. Analysis of success in treating particular offense categories.
4. Relative success of treatment by sex and age groups.

Probation Department File Search

In order to complete our analysis of treatment outcome, it was necessary to trace the juvenile histories of the youth in our samples into the probation departments as a measure of how successful the projects have been in diverting youth from further juvenile court processing. The data we have secured from the records of the probation department are:

1. The number of referrals counseled and released by probation.
2. The number of referrals placed on informal probation.
3. The number of formal petitions filed on each referral in our sample.
4. The number of sustained petitions.

5. The number of referrals placed on formal probation.
6. The number of referrals formally made a ward of the court.

11. Voluntary and Non-Law Enforcement Referrals. The research approach we outlined above dealt with only the police and probation referrals in this cluster. Another group of youth was referred to the two youth service programs in this cluster from schools or came in as voluntary referrals.

Our assessment of this group of referrals was based on a sample from each referral source which we analyzed for: (1) the reason for referral, (2) the treatment objective, (3) the service plan and (4) the number of contacts the bureau staff have had with each client. In those cases where the reason for referral was specific such as tutoring and truancy, we went to the original referral source to find out what improvement or change occurred as a result of having referred the youth to the project.

In the Yolo project where the counseling of school referrals took place under the direction of teachers, principals and counselors our assessment was primarily based on their opinion of the program's effectiveness. In the Richmond Outreach where the individual service plan involved tutoring, we secured the assistance of a skilled teacher from the Richmond area to interview teachers and school administrative staff in order to collect attendance information and grade point averages on the clients in our sample.

This was not a methodology we would recommend. It was used in this case only because no information had been kept by the projects in regard to the change or improvement in the school referrals. For the employment and recreational activity cases all we could do is describe the services offered by the projects.

Coordination of Community Resources

In addition to concentrating their efforts on voluntary and non-law enforcement referrals, the two youth service programs directed a large part of their resources toward a second objective: that of utilizing community resources in a more coordinated manner. Within the scope of accomplishing their community coordinating function a wide variety of specific services and activities were found.

Our assessment of this function was primarily directed to a look at any new or additional community resources where the development could be attributed directly to the project.

Another area we reviewed in analyzing the project's coordinating function was the extent to which they facilitated inter-agency cooperation in the development of programs for handling delinquent and predelinquent youth. We have observed that many factors influence agency attitudes towards utilizing youth service programs. Police, for example, are quite candid in discussing some of the circumstances which have led to definite policy changes in regard to making referrals to the projects. Probation officers, school officials and other community groups have expressed some definite opinions on the role and purpose of the projects.

We believe that the attitudes of certain strategically placed officials in outside agencies and organizations are key factors in determining the nature, type and number of referrals youth service bureaus receive. We, therefore, systematically surveyed those officials in community agencies and organizations most closely involved with the projects for an understanding of their particular assessment of the role youth service programs have played in the local juvenile justice system.

Project Staff

In our evaluation efforts we recognized that a major reservoir of information exists in the staff of the projects. Therefore, in each project we solicited staff perceptions of their individual projects, their ideas on the most appropriate evaluative criteria to be used, and indications of the most effective and ineffective activities conducted by each project.

In addition, background data on each staff member, including his previous training and experience as well as his in-service training, was collected in interviews we held with project staff. This same data was collected from each project director with the addition of information on external relationships and staffing problems that may have developed during the life of the project.

SECTION II

PROJECT DESCRIPTIONS



SECTION II

INTRODUCTION OF PROJECT DESCRIPTIONS

The descriptions of the projects which comprise the second section of the report were prepared for the purpose of providing a setting for the evaluative data which comprises the main body of the report. It is important to provide this background for these evaluations because there are some important differences in the circumstances surrounding each project which should be understood by users of the report in interpreting the treatment outcome data in Section III. Three of the projects, for instance, are operated entirely within probation departments and are staffed with regular full-time probation personnel. At the other extreme there is a project staffed completely with part-time, untrained volunteers. Another project has a combination of both types of staff.

In spite of the significant differences between the projects with respect to their staffing and organizational location, the basic objective of the four projects is essentially the same. It is to reduce the incidence and the severity of delinquency among the treatment populations. The fact that all of the projects included in this evaluation had a common objective provided the basic rationale for "clustering" them together for evaluative purposes.

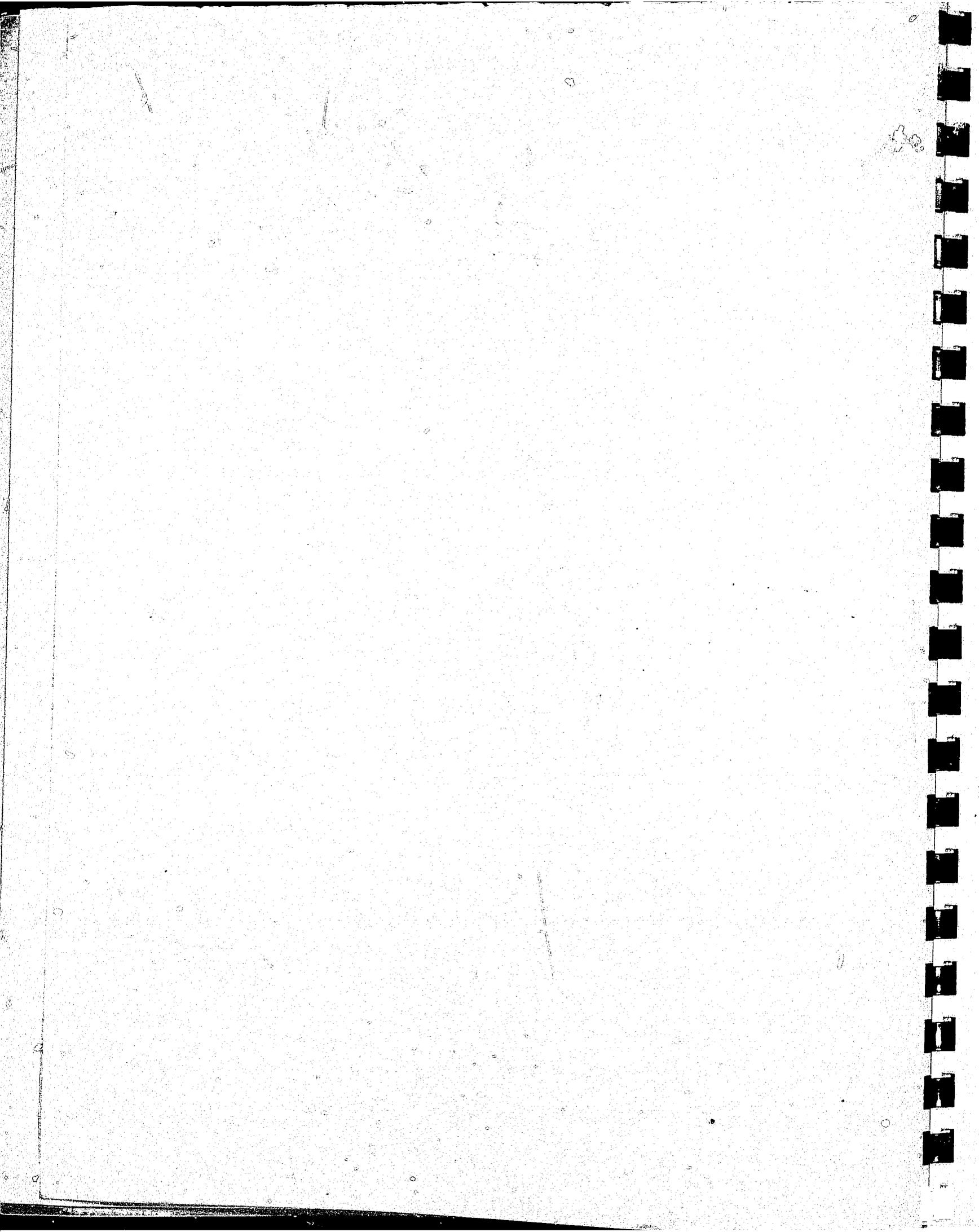
Users of the report, however, should recognize that the different organizational and staffing patterns account for some differences in expressions of treatment philosophy. It also affects the type of the referrals received and influences the nature and term of the service provided as well.

The readers' observations as to what specific effect these differences in administration and treatment philosophy may have on the objective results are perhaps as valid as any we will make. Our main concern in preparing these project descriptions

was only to provide users of the report with some background and internal information common to each project in order to give the reader an overall perspective on the community and organizational setting in which each experiment took place.

The community information which precedes each description was provided mainly for the benefit of out-of-state users who may not be familiar with the city or county where the projects were located. In preparing these descriptions we have drawn heavily upon data in the original grant application, internal administrative reports, and other evaluations when available. Beyond this we obtained our information from staff interviews.

SACRAMENTO 601 DIVERSION PROJECT



SACRAMENTO 601 DIVERSION PROJECT

Community Description

This project is located in Sacramento County which lies in the central valley of California, north and east of the Sacramento-San Joaquin Delta. It extends east from the Sacramento River to the foothills of the Sierra-Nevada. Within the county are the four incorporated cities of Sacramento, Folsom, Galt, and Isleton. The metropolitan area is the state's largest population center in central northern California. The area population is 650,000 of which 270,000 live in the incorporated area of Sacramento City. The city is the financial, cultural and transportation center for the region. It is the capitol city of the state and the seat of county government.

Government is the leading employer and mainstay of the local economy. Federal, state and local agencies together employ about 40% of Sacramento's total employment.

While the general employment trend over the past 12 years has been upward, the period between 1963 and 1965 marked the beginning of a substantial decline of employment in the manufacturing and construction sectors. This was largely due to declining employment in the aerospace industries and reverberating effects in other durable goods industries, as well as in construction. The declining trend has continued through 1972. Now, most manufacturing in the county is agricultural processing. Employment growth in government, services, and trade have compensated for the declines in manufacturing and construction so that total employment has increased over this period.

The average income of Sacramento residents is considerably higher than that of the state as a whole. While Sacramento is similar to the state at the highest income bracket, the county has many more families in the middle three income brackets.

and fewer in the lower-income bracket than does the state. This is due to the large proportion of government workers in the county who are typically middle-income earners.

The median Sacramento family income has increased from \$10,565 in 1969 to \$11,747 in 1972. A greater proportion of Sacramentans earned over \$15,000 in 1972 than did in 1969. At the same time, however, poverty (below \$4,000) increased, possibly due to the increase in unemployment between the two years. Fifteen-and-one-half percent of all males are college graduates and 8% of the females are college graduates.

Approximately one-fifth of the Sacramento County population are members of a minority group. Half of these are Spanish speaking or Spanish surnamed. The other half are black, oriental, and American-Indian.

Ethnic and Racial Composition of Sacramento County

	<u>Number of Persons</u>	<u>Percent</u>
White	508,250	80.5%
Spanish-American	58,082	9.2
Black	36,418	5.8
Japanese	9,801	1.6
Chinese	9,479	1.5
Filipino	3,003	0.5
Indian	2,670	0.4
All Other	3,795	0.6
Total	<u>631,498</u>	<u>100.0%</u>

Project Description

The Sacramento County 601 Diversion Project is a joint effort between the Sacramento County Probation Department and the Center on Administration of Criminal Justice at the University of California, Davis. The experiment addressed the problem of handling the many juvenile cases falling under Section 601 of the Welfare and Institutions Code. The applicable section of the Code reads as follows:

"Any person under the age of 18 years who persistently or habitually refuses to obey the reasonable and proper orders or directions of his parents, guardian, custodian or school authorities, or who is a habitual truant from school within the meaning of any law of this state, or who from any cause is in danger of leading an idle, dissolute, lewd, or immoral life, is within the jurisdiction of the juvenile court which may adjudge such person to be a ward of the court."

Youths beyond the control of their parents, runaways, truants and other youths falling within Section 601 of the Welfare and Institutions Code constitute over one-third of all juvenile court cases in Sacramento County and high percentages elsewhere in California and the Nation. Many judges and probation officers have long felt these to be among their toughest cases and the least appropriate for handling through the juvenile court. The heavy workload of 601 cases allows the probation department little time to resolve the underlying family problems involved in 601 cases. This situation usually results in handling the case through detention and filing of a petition. The probation department and juvenile court recognize the negative aspects of this type of case handling.

Recidivism statistics for Sacramento County indicate that nearly 48% of all 601 cases come back to the attention of the probation department within seven months after release. Moreover, department personnel have come to recognize the inappropriateness of handling 601 cases through the legal system, since these cases generally involve family crisis situations and a long history of lack of communication and understanding among family members.

Project Objectives

The Sacramento 601 Diversion Project is an experiment designed to test whether 601 cases can be handled more successfully through short-term family crisis therapy at the time of referral than through the traditional procedures of the

juvenile court. The goals of the project were to demonstrate the validity of the diversion concept of delinquency prevention by showing that:

- Runaway, beyond control and other types of 601 cases can be diverted from the present system of juvenile justice and court adjudication;
- Detention can be avoided in most 601 type situations through counseling and alternative placements that are both temporary and voluntary;
- Those diverted have few subsequent brushes with the law and a better general adjustment to life than those not diverted;
- This diversion can be accomplished within existing resources available for handling this kind of case.

Service Philosophy

The theory underlying the philosophy of the treatment of the youth in this project is based upon the idea of "con-joint family counseling of brief duration during a time of crises." Family counseling techniques are employed "to unblock the family communication processes" so that the family as a whole can deal with its problems. Treatment of the youth or the parents at a later date does not provide either party with the proper context to solve problems which have reached the crises point. The assumption during this time of immediate emotional stress is always that both parties will return home together and continue to work together, with further help from a community agency, until their problems are solved. It is felt that the relative brevity of contact with a properly trained family worker during and immediately subsequent to a crises period will have an effect equal to "and possibly better than open-ended treatment of a longer duration."

This approach was based on the model program in Ted Rubin's paper developed for the California Delinquency Prevention Strategy Conference in 1971. The specific

approach is that of intensive crisis counseling to youth and their parents at the earliest point of contact. The normal intake procedure is transformed from a time of decision as to whether a petition will be filed in the case into a time for delving into the problems faced by the youth and his parents.

This approach relies on the following features:

- . Immediate, intensive handling of cases rather than piecemeal adjudication.
- . Avoidance of compartmentalized service by the creation of a prevention and diversion unit handling cases from beginning to end.
- . Spending the majority of staff time in the initial stages of the case--when it is in crisis--rather than weeks or months later.
- . The provision of special training to probation staff involved.
- . The provision of on-going consultative services on a periodic basis to enable staff to continue to improve their crisis handling skills.
- . Avoidance entirely of court.
- . Avoidance of juvenile hall through counseling and the use of alternate placements that are both temporary and voluntary.
- . Maintenance of a 24-hour, seven-day-a-week telephone crisis service.
- . Closer ties with outside referral services.

Cases referred to the project are handled through immediate arrangement of a family counseling session to discuss the emergent problem. Every effort is made to insure that this session is held as soon as possible and most are held within the first hour or two after referral. Detention of youths as a method of solving problems is discouraged. Through the use of family crisis intervention counseling techniques,

the project counselor seeks to develop the idea that the problem should be addressed by the family as a whole. Consequently, counselors encourage families to return home with a commitment to work through the problem together. In the event that it is not possible or beneficial for the youth to return home, an effort is made to place the youth in an alternative environment on a temporary basis (such placement is voluntary and subject to mutual consent of parents and youth).

Families are encouraged to return for a second discussion with the counselor and depending upon the nature of the problem for a third, fourth or fifth session. Normally, the maximum number of sessions is five. Sessions rarely last less than one hour and often go as long as two or two-and-one-half hours. First sessions take place when the problem arises.

All sessions after the first session are essentially voluntary, and whether the family returns is up to the family itself. In many cases counselors are in contact with the family by phone whether there is a follow-up visit or not. All members of the family are encouraged to contact the counselor in the event of a continuing problem or some new additional problem.

Source of Referrals

About two-thirds of the referrals to the project are cited to appear or are brought directly to the probation department by the Sacramento City Police Department and the Sheriff's Department. The balance of the referrals come from the schools, parents, or other public agencies.

Method of Referral

The project began handling cases on October 26, 1970. For purposes of the

experiment the project handles cases on four days of the week with the regular intake unit handling the other three days as a control group. Days are rotated monthly, so that each day of the week will be included approximately the same number of times for both the project group and the control group.

On project days when a referral on a 601 matter is received--whether from the police, the schools, the parents or whatever--the project arranges a family session to discuss the problem. Every effort is made to insure that this session is held as soon as possible and most are held within the first hour or two after referral.

Referral Criteria

The project does not handle all 601 cases. Out-of-county and out-of-state cases; cases in which the juvenile already has a case pending in court or a warrant outstanding; cases involving youths who are in court placement; and cases involving youths who are already on probation for serious criminal offenses were excluded from the project because of administrative and other problems involved in their handling. Cases falling in these categories are handled by the regular intake staff regardless of whether they come in on a project day or not.

Cases which are handled by the project on project days are:

1. All 601 cases reaching intake in which the minor is not on probation.
2. All 601 cases in which the minor is on informal probation.
3. All 601 cases in which the minor is on formal probation for a 601 offense.
4. All 601 cases in which the minor is on formal probation for a minor 602 offense. Minor offenses include petty theft, malicious mischief, curfew, alcohol offenses and other misdemeanors.

Offenses which are not considered minor include drug offenses, robbery, burglary, grand theft auto and offenses involving violence or sexual assault.

Once a case has become a project case it remains a project case for all subsequent 601 behavior regardless of the day of week on which the subsequent behavior is referred. The one exception to this is the case in which the project files a 601 petition. Any subsequent 601 behavior for this kind of case is handled by regular intake as diversion is no longer possible.

Project cases in which the child subsequently becomes involved in 602 behavior are handled as follows:

1. Minor 602 behavior--Remains in project.
2. Serious 602 behavior--Handled by regular intake.

Similarly, once a case becomes a control case it remains a control case for all subsequent 601 behavior regardless of day of week. Control cases in which the child subsequently becomes involved in 602 behavior are handled by regular intake.

Staffing

Project cases were handled by a staff which consisted of a supervisor and six deputy probation officers. The supervisor has approximately 10 years experience and his assistant seven years experience. The deputies range from no prior probation experience to approximately four years of experience. There are three male and three female deputies. The three deputies without probation experience all had some previous experience in a social service agency. All staff volunteered for the project and were chosen on the basis of interest and aptitude. There was no staff turnover in this group except for one officer who left the unit to work in another department.

In-Service Training

The project training has involved two phases: initial training and on-going training. Initial training was conducted during a one-week period. This included demonstrations of actual family counseling by a number of different therapists, intensive discussion and role-playing of the kinds of problems which counselors were expected to face.

The on-going portion of the training is built around weekly consultations with a consulting psychiatrist for the project. In these sessions the project counselors have opportunities to observe, discuss and work with the project consultants. In a typical session the consultant might sit in and work with a project counselor on one of the more difficult family situations, thus providing the project counselor with feedback on his handling of the case and additional insight into the family problem as seen by the consultant. In other sessions staff members meet with the consultant individually and as a group to discuss the handling of cases and upgrade their skills in this type of intervention. In some instances, counselors make videotapes of family sessions so that consultants and counselors may later analyze these together. It is the staff opinion that the on-going training has been one of the most important factors to the success of the project.

Another important part of the on-going training has been several all-day workshops with special consultants from the San Francisco Family Therapy Center. These sessions placed a heavy emphasis on analysis of communication involving both the family and the staff.

Other training sessions have focused on the role that other agencies play in helping to deal with family situations. A number of community agencies and their staff have been particularly helpful in providing this type training. These include

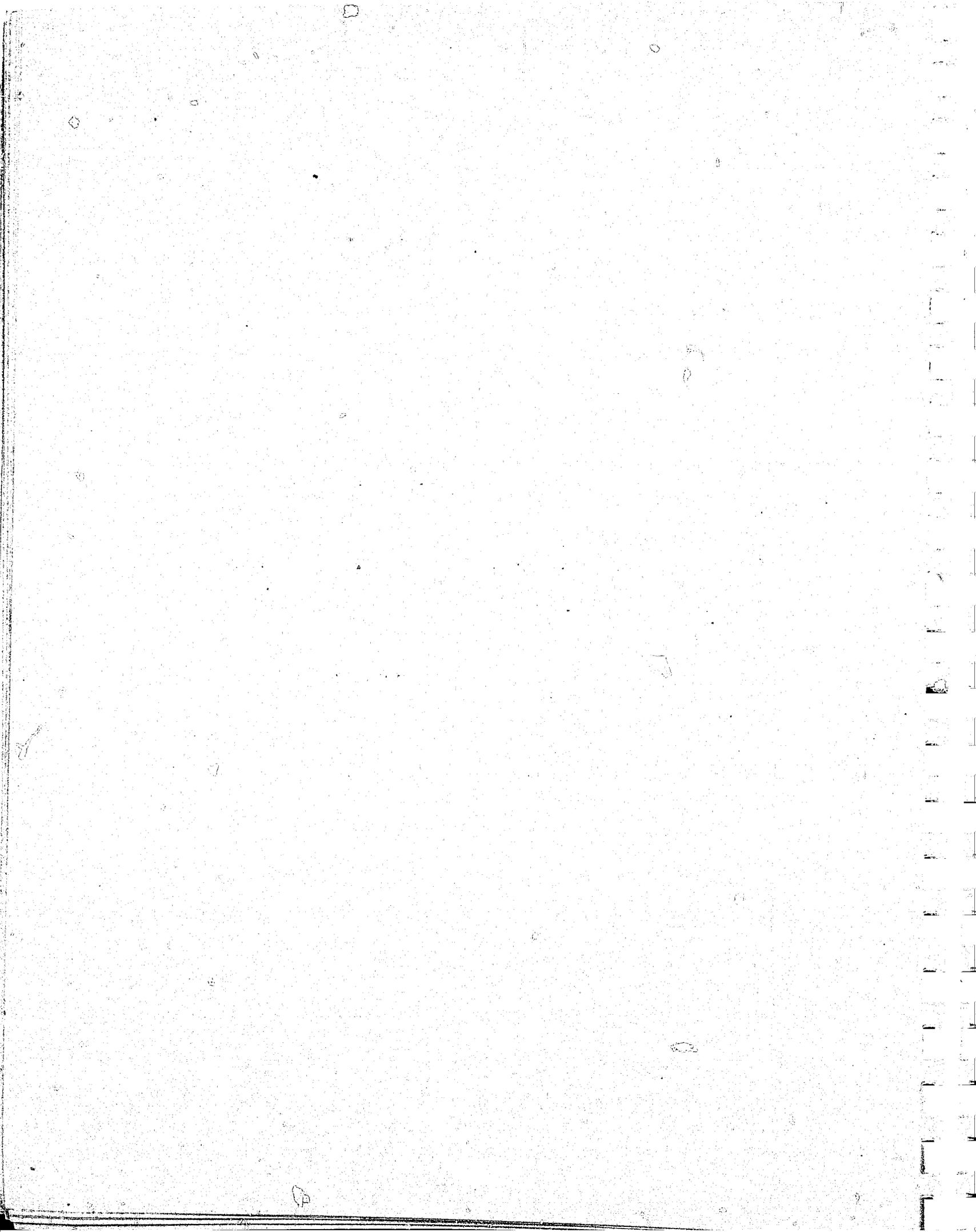
Sacramento County Mental Health Clinic, The Aquarian Effort, Family Service Agency, Family Service Agency Crisis Program, Catholic Social Services, Child Protective Services, and Children's Placement Services.

Several special training sessions with experts in other various fields have also been provided. These included sessions with Ted Rubin, formerly Juvenile Court Judge of Denver, Colorado, and currently with the Institute of Court Management.

Administrative Support

A full-time clerk-secretary was attached to the project unit. The secretary maintained the intake log, transcribed permanent case write-ups and prepared the research forms which provided the basic data used for the project's evaluation. The form and content of the case files we relied on for this evaluation were excellent and as good as any we found in the cluster.

YOLO YOUTH SERVICES BUREAU



YOLO YOUTH SERVICES BUREAU

Community Description

The target area for the Yolo County Youth Services Bureau is designated as East Yolo County. More specifically, the target area is composed of four small unincorporated communities: Broderick, Bryte, West Sacramento and Southport, which together have a combined population of about 24,000. This section of Yolo County is geographically separated from the main downtown area of Sacramento City only by a river, yet it is some distance from the county's main center of population.

Growth and development within the area has long since merged the four communities into one contiguous population center. Yet, in spite of the geographical changes which have merged the four communities into what would appear to be a small municipality, our impression is that each community has still maintained a strong sense of provincialism. Repeated efforts to incorporate the four entities have failed by wide margins. Consequently, the entire area still remains an unincorporated county territory.

The area, with 26% of the county population, contains approximately 60% of the county welfare caseload and 30% of the county probation caseload.

The only politically unifying factor we could see operating to bring the four communities closer together is the fact that they are all served by the Washington Unified School District.

The principal employment opportunities for the area are government, agriculture, food processing, and transportation equipment manufacturing in that order. The following U.S. Census factors highlight some of the prominent socio-economic characteristics of the community.

Percent Minority	25.0%
Percent Indian	1.1%
Percent Negro	1.6%
Percent Oriental	1.4%
Percent Spanish	20.3%
Percent College Educated Males	2.9%
Percent College Educated Females	2.7%
Median Income Male Professional	\$9,716
Median Income Male Operatives	\$7,270
Median Income All Males	\$7,494

Project Description

This project was conceived and instigated in late 1969 by the Yolo County Delinquency Prevention Commission. These commissions exist by law in all California counties. The commissions are typically composed of judges, police chiefs, probation staff or others who are attached in some way to each county's juvenile justice system.

The project was originally funded by the State in 1969 and later in 1971 by the Office of Criminal Justice Planning. Since July, 1973 the project has been financed by the county.

As we interpret the history of the project it appears that the main reason for creating the Youth Services Bureau was the lack of youth-oriented services for the community and the absence of many alternative referral sources for some of the local officers in the sheriff's department and probation department who provide police and probation services to the area.

As we stated in the original grant application the Bureau's first priority was to serve youth who, "through their attitude and behavior, indicate a real

possibility of some immediate or future involvement with the juvenile justice system." There was also some thought that the Youth Services Bureau would be able to more effectively coordinate some of the other county service agencies such as social welfare, mental health, etc. which had area offices within the community. The local office of the probation department was only concerned with adult or juvenile cases who were on probation. The resident service workers from welfare and mental health were also pre-occupied with a different type of problem clientele than the youth of the area.

The Washington School District did not have any truant officers and as a matter of policy it was the practice for the probation department not to act on truancy problems. Another local deficiency that was identified was the lack of any publicly or privately sponsored recreation for the area's youth. In short, the East Yolo area was regarded as a community without adequate social service resources considering its social and economic characteristics.

As part of the process of trying to integrate itself into the local community structure the Bureau located its administrative offices in the Broderick Christian Center. The Christian Center is a private, nonprofit social service organization that also provides certain services to the area such as a day school for working mothers, divorce counseling, and other free information type services. A part-time child protective service worker from the Social Welfare Department also worked out of the Center. Partly because of the limited facility available to them most of the Bureau's services were provided in the field, particularly those services provided to the schools.

Project Objectives

There were three basic objectives for this Youth Services Bureau.

- . To reduce the incidence of delinquency within the target area;
- . To divert a significant number of youth from the juvenile justice system;
- . To utilize existing community resources in a more coordinated manner.

Service Philosophy

The implicit assumption of the treatment philosophy was that by better coordination of local services and resources the Bureau could provide a wider range of services and to a different clientele than was presently possible. The need, to a large degree, was a result of the target area being 26 miles away from the main population center of the county.

The rationale behind the treatment philosophy represented what has come to be known as "diversion," i.e., early identification of delinquency and the treatment of it by means other than through the regular probation and court process. The idea was to avoid the labeling and stigmatization that is thought to occur through conventional probation processing. Providing treatment in the context of a community-based organization of this type permitted more flexibility and a degree of discretion in the handling of a case than is normally possible in a regular probation caseload.

Unlike the other projects, there was not a standardized approach to providing services. With the law enforcement referrals, counseling was done in conjunction with the family. For most others the family was excluded. In some instances the service was regarded as being very immediate. In others it continued over many months. The diversity of background and the large number of case aides that did most of the service work assured a great deal of diversity in service concept also.

The main point, as we would characterize the treatment philosophy, was to work with the referral in the context of his referral problem. In some cases this amounted to little more than meeting the referral at school for lunch, sharing odd hours of the day with him or escorting him to an event that he might not otherwise attend. The expressed aim was to "involve the youth in utilizing resources within himself and within the community to effectively meet his own needs."

Source of Referrals

The following table, prepared by the Bureau, reflects the source of the referrals during the period covered in this evaluation. Our evaluation dealt primarily with the law enforcement and probation referrals and to a much lesser extent with the school referrals.

Referred By:	<u>Source of Referrals</u>					
	<u>July 1970- June 1971</u>		<u>July 1971- June 1972</u>		<u>July 1972- June 1973</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
<u>Agencies</u>	<u>147</u>	<u>81.2%</u>	<u>170</u>	<u>74.2%</u>	<u>490</u>	<u>87.4%</u>
Law Enforcement	50	27.6	42	18.3	42	8.0
Probation	45	24.9	65	28.4	29	6.0
School	49	27.1	58	25.3	380	72.0
Other Agencies	3	1.7	5	2.2	8	1.4
<u>Individuals</u>	<u>34</u>	<u>18.8</u>	<u>59</u>	<u>25.8</u>	<u>67</u>	<u>12.6</u>
Parent	10	5.5	14	6.1	9	1.5
Self	24	13.3	39	17.0	57	11.0
Other Individuals	--	--	6	2.6	1	0.1
Total	<u>181</u>		<u>229</u>		<u>557</u>	

The significant reduction in the number of law enforcement and probation referrals between the first two years of the project's existence and the third probably deserves some comment. We cannot be sure what all the reasons were, but it is understood that during the first year of operation no agency detached staff members to the Youth Services Bureau for direct services which greatly limited the Bureau's service capability, considering the small size of its own staff. At the same time the Bureau was experiencing a number of problems in getting its own staff of working volunteers together. Knowledge of this by probation and local law enforcement officers made them increasingly reluctant to make a referral knowing that the Bureau was severely limited in the amount of service it could offer a referral anyway. A second factor was that in the early years of the project, the Bureau developed a case conference method for screening cases before acceptance by the Bureau. The case conference process was rather lengthy and it made the referral process rather involved for referral sources. Furthermore, it handicapped the Bureau's ability to respond rapidly to youths in need of service. This case conference system was later modified in favor of a more simplified intake process.

Another persistent handicap was that along with the extensive amount of turn-over among the case aides the project also suffered from at least three changes of their full-time director.

A fourth factor, we think was the fact that in the middle of the second year the local sheriff's office, who had been making the most referrals, obtained their own juvenile officer. The addition of this officer provided a person that was able to provide counseling and assistance at the police level to many of the cases which the sheriff would have otherwise referred to the Bureau.

Method of Referral

The procedure for handling referrals from the sheriff and probation departments were more formalized than any of the other sources. These referrals were actually cited to appear to the project. A letter was sent to the parent about the offense and notifying them that the Bureau would act as the service agency.

Referrals from the school came in a variety of ways; sometimes by teachers, principals or school counselors. A case aide would be assigned and, through his work at the school, he would be asked to assist with other' tutoring or county cases by other faculty.

Referral Criteria

Before the Bureau began to receive referrals, the coordinator and managing board worked out referral criteria, forms and procedures; and they developed a plan for the coordination of services. Criteria developed included all youth 11 to 16 with 18 the maximum age for referral. In addition, the Bureau recommended that the youth's record should not include evidence of long-term delinquent behavior; his peer groups' relationships should be positive or amenable to change; and he should express a positive attitude towards counseling.

Staffing

Until the county assumed funding responsibility for the Youth Service Bureau in July, 1973 the Bureau operated with only one full-time person. The only other paid person that was present in the project on a regular basis was a part-time coordinator of the student volunteers. All the other field staff and employees of the Bureau were part-time volunteer case aides who were obtained from the University

of California, Davis. This was essentially the composition of the Bureau's staff until July, 1973 when the county approved making the part-time coordinator of volunteers a full-time position.

The number of volunteers attached to the Bureau has varied considerably. The Bureau initiated its service program with only the director and a couple of part-time aides. By the second year the number of aides had expanded to five, and a probation officer and a mental health worker were also on loan to the Bureau for a few hours a week. The loaned personnel provided some consultation on difficult cases and perhaps some incidental amount of staff training. In addition, some part-time staff were loaned from the Christian Center. They primarily led classes in the Youth House which the Bureau opened and operated for a short time.

The maximum number of volunteers available to the Bureau at any one time was probably never more than a dozen. This was probably during the latter part of the 1973 school year.

The Yolo Bureau had a much higher proportion of volunteers on their staff than any of the other projects. The case aides were scheduled to work about 15-17 hours per week. The only compensation that most of them received was the reimbursement of car expenses. To the extent that the budget allowed it a few were paid \$2.00-2.50 an hour. Most received some college credit for the work experience.

About all we could determine about their academic training was that it was in one of the social sciences. The fact that there was very little budget for compensating the students accounted for a very high turnover among the case aides. This problem was compounded by the fact that the University operated under a quarter system. It was readily acknowledged that these problems interfered with maintaining continuity of treatment which the Bureau had hoped would be possible.

It appeared to us that the best utilization of the case aide program probably took place in the third year of the Bureau's existence after the emphasis had shifted away from law enforcement referrals to referrals from the schools. Not only did the number of referrals increase but it seemed to us that they were a far more appropriate type of referral than those that came from the law enforcement and probation agencies during the first two years of the Bureau's existence. Within the schools, the case aides had the opportunity to work under more supervision and the type of assistance that could provide a student with a learning problem or behavior problem seemed more appropriate considering the limited resources that were made available to the case aide.

In-Service Training

The original grant application budgeted for some contract services that probably was intended to include a minor amount for staff training. The present director, however, was quite uncertain whether any staff training had even been provided. We cannot comment on this important aspect of the project except that we could readily see the practical problem involved in trying to provide any significant amount of in-service training when the rate of turnover among the case aides was so high.

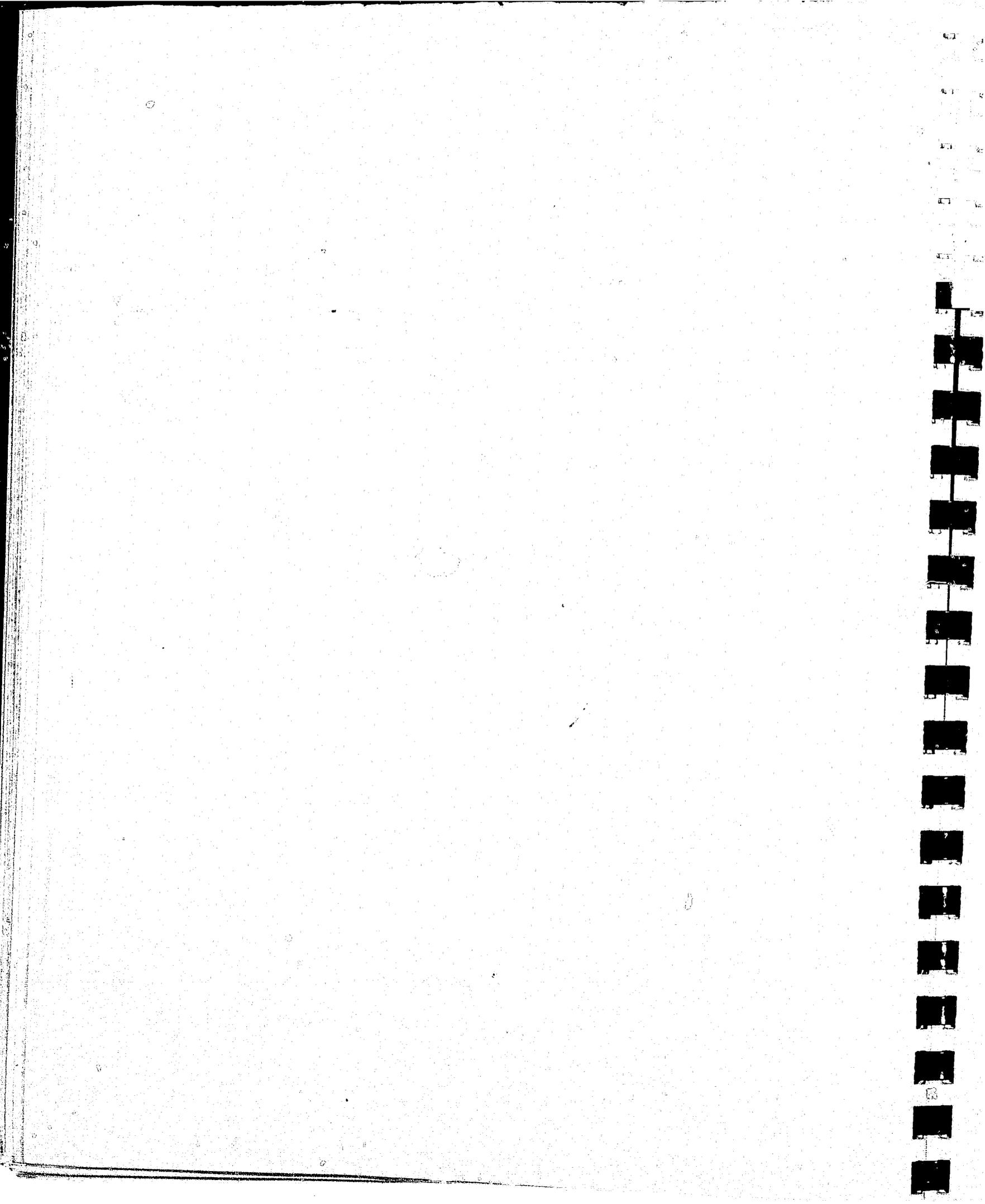
Administrative Support

In comparison with the other projects which all had one or more secretaries or statistical clerks to handle office routine, this project had none. The clerical support was limited to a part-time secretary and receptionist who worked for the Christian Center. The statistical work the part-time secretary did for the project

was limited to essential correspondence and maintaining the intake card file. Case transactions and clerical work associated with the individual cases was done by each case aide.

As would be expected, there was a lot of variation in the way documentation was handled among the case files but considering the handicap we found most of the basic transactions relative to a case had been recorded.

RICHMOND YOUTH SERVICE PROGRAM



RICHMOND YOUTH SERVICE PROGRAM

Community Description

Richmond, California lies on a peninsula that separates the San Francisco and San Pablo Bays on the northeastern shore of the San Francisco Bay. The city is a population hub of western Contra Costa County and covers a land area of approximately fifty-four square miles.

Incorporated in 1905, Richmond's early growth was stimulated largely by real estate promoters and industrial developers. From its incorporation date until 1940, Richmond's population, almost entirely blue-collar workers, increased steadily. The city's minimal minority populace consisted essentially of Mexican-Americans and a small resident black community.

With the advent of World War II, Richmond experienced a population explosion, a major increase in industrial activities, and a notable change in the racial composition of its citizenry. By 1943 four major shipyards had been constructed and the Richmond harbor had become a huge shipping port for war supplies. The population during this period grew from 25,000 people in 1940 to 115,000 persons in 1944, an astronomical 360% increase. Since the war years, Richmond's population has receded. According to its 1970 census, Richmond residents number approximately 80,000 people, of which 36% are black and 3% are Chicano.

The difficulties which resulted from Richmond's period of rapid growth are compounded by subsequent years of national racial turbulence. These are issues with which Richmond is yet attempting to cope. An estimated 20,000 wartime housing units were constructed within Richmond's city limits. These units coupled with the increased influx of low income and unemployed people eventually created slums, ghetto life-styles

and many of their accompanying problems. Included in these problems are a high degree of unemployment and underemployment, low educational levels, and high crime frequencies.*

The troubled condition in Richmond can be documented in terms of comparative juvenile arrest rates. In 1971, the yearly juvenile arrest rate per 100,000 population (juveniles plus adults) in the United States, was 1,156 (FBI Uniform Crime Reports: 1972). The corresponding rate for California was 1,872; Contra Costa County (containing Richmond) was 2,510; and Richmond was 3,769 (California Bureau of Criminal Statistics: 1972).

The following U.S. Census factors highlight some of the prominent socio-economic characteristics of the community:

Percent college educated males	5.7%
Percent college educated females	5.2%
Median income male operatives	\$8,281
Median income male professionals	\$11,787
Median income - all male:	\$9,606

Project Description

In 1967, the President's Commission on Law Enforcement and Administration of Justice recommended the expanded use of community agencies for dealing with delinquents nonjudicially and close to where they live. The Commission felt the use of community agencies had several advantages. First, it avoided the stigma of being

*Problem Background Statement in the Office of Criminal Justice Planning Grant, April 1973, Richmond Police Department, Crime Specific: Burglary Project, p. 8..

processed by an official agency regarded by the public as an arm of police or probation. Second, they would substitute for official agency organizations better suited for redirecting delinquency behavior. On this basis, the Commission's major specific program recommendation for preventing delinquency called for youth services bureaus to be established throughout the county.

In 1968, nine pilot youth services bureaus (YSBs) were established in California. Richmond was one of the nine California communities selected to receive funds for a YSB.

The original Bureau was exploratory in nature and suffered from a lack of confidence in its ability to reduce the incidence of delinquency in the project areas, as well as inadequate funding. Compounding the YSB's shortcoming in Richmond and contributing greatly to its failure was the lack of agency orientation to the need for joint planning and coordination of youth service activities, as well as the Bureau's inability to stimulate agency response.

The successor organization to the ill-fated Youth Services Bureau was called the Youth Services Program (YSP). It was much broader in scope and came about as a result of intensive joint study and planning by public and private agencies, community residents and potential "users" of the services. As a total picture, the YSP contains four components designed to provide a comprehensive network of youth services and to fill the gaps in services which had been identified. The service program stressed group activities as well as direct counseling. The four components of the Youth Service Program were:

1. Richmond Youth House (funded by HEW and Richmond Model Cities).
2. Probation Intervention Unit (funded by the Office of Criminal Justice Planning and county funds - the

unit supervisor is funded partially by Model Cities).

3. Drug Abuse Prevention Education (funded by LEAA).
4. Youth Services Program-Outreach (funded by the Office of Criminal Justice Planning and the county).

Staff of the various components were hired beginning November, 1971 and through the early months of 1972. As each component acquired staff, it became immediately operational. The underlying concept of the program was that the four specialized service units would be able to make a comprehensive coordinated attempt on reducing the area's delinquency problems that was not possible by just diversion or probation intervention as was the case in the other three projects.

The organizational structure was broad enough to work on delinquency prevention (Outreach) as well as with youth who were involved with the probation department (Intervention Unit).

This approach was in part a result of the involvement of Model Cities which at the same time was working on the other facets of the neighborhood's economic and social needs. Drug education was seen as just as big a problem in this area as was the need for recreational services, so the development of both were brought together within the scope of one organized effort. The typical diversion experiment was included simply as one of the operating units of the overall programs. Together the various components were structured to provide the following services:

1. The Probation Intervention Unit handled conventional delinquency referrals or specifically youth who had already had contact with the police and probation department.
2. The Outreach component provides supplemental education, recreation and counseling services for the area's youth.

3. The Drug Abuse specialist carried out an educational program on drug use prevention.
4. The Youth House provided a place for youth in need of a temporary residence pending an investigation of a family situation or a more permanent solution to an immediate problem.

It is important to point out that this evaluation is only concerned with two of the four components which make up the overall program, namely, the Outreach component and the Intervention Unit. The emphasis is quite different between Outreach and Intervention.

Beyond this general description of the overall youth services of the Youth Services Program the detailed description which follows is limited to the two components we were concerned with in this evaluation.

I. PROBATION INTERVENTION UNIT (PIU)

Project Objectives

1. To divert 601 offenders and minor 602 offenders from the juvenile justice system.
2. To reduce the number and severity of subsequent police contacts among those youth who received service from the unit.

Service Philosophy

We can see no significant difference between the treatment philosophy of the Sacramento project and this unit. But, in the words of those who actually worked in this project, their counseling was intended to help families in times of crisis work through their problems.

The counselors attempted to focus attention on the feelings of the family

members towards each other, and not towards the youth or his problems. The case-workers attempted to help the family redefine the problem from a "troublesome youth" to a family difficulty. Some referrals were made to other outside agencies, particularly those needing long-time psychiatric counseling.

Referral Criteria

Any youth booked in juvenile hall for the first time, who was a resident of the Model Cities neighborhood and who attended one of the schools in the neighborhood. A few youngsters were accepted who were not incarcerated but who met the other criteria.

Source of Referrals

As the table below shows, about 80% of the unit's first year referrals originated from law enforcement agencies or juvenile hall. The others came from other social service agencies or other units of the Youth Services Program.

Probation Intervention Unit

	<u>Number</u>	<u>Percent</u>
Juvenile Hall	47	36%
Probation	42	32
Police	13	10
Sheriff	7	5
Social Service	12	9
School	--	--
Parents & Relatives	--	--
Self	1	1
Internal YSP	10	7
Other or Unknown	--	--
Total	<u>132</u>	<u>100%</u>

Method of Referral

If a youth is picked up by the police and referred to the unit, contact is made as quickly as possible. The situation is treated as a crisis and rapid contact is considered important.

If a youth is in juvenile hall, contact is made with the youth within a few hours of his incarceration and he is told about the PIU service. If he wishes to accept the services, the parents are called. The nature of the family counseling is explained to the parents and if they accept the program then arrangements are made to meet immediately at juvenile hall in order to effect the release of the child, to begin discussion of the problem, and to arrange a counseling session. After the initial contact the families can meet with the counselor up to five times, with the average number of contacts usually being two or three. All therapy sessions are voluntary and the therapy technique follows along the line of con-joint family therapy.

If a family is referred by Social Services, the initial contact with the referral may be delayed until the unit has manpower to spare. These types of referrals are usually not considered a crisis situation but rather a long-term problem.

Staffing

The PIU began effective operation in February, 1972. The staff consists of a supervisor, two caseworkers (deputy probation officers), and two intervention specialists (probation aides). The supervisor also serves as an intake consultant for the entire YSP. A full-time clerk-secretary is assigned to the unit.

The two caseworkers have intake and counseling responsibility, with an estimated caseload of 15 families per worker per month. The intervention specialists

are normally responsible for case follow-up or recontacting families that have been referred to outside agencies or closed out by the unit. They also act as co-therapists with the two caseworkers.

In-Service Training

In-service training courses have been given to the unit throughout the course of the project. Most of the training has focused on techniques and innovation in family crisis therapy, which was the counseling method considered most appropriate to meet the goals of the project. The Marin Institute of Family Therapy and the Family Center Institute in San Francisco are examples of the types of outside organizations used.

Administrative Support

A full-time clerk-secretary was attached to the project unit. The secretary maintained the intake log, transcribed permanent case write-ups and prepared the research forms which provided the basic data used for the project's evaluation. The documentation and organization of the case files was excellent. Judicious use has been made of some basic report forms which gave the cases a consistency and uniformity we did not find in any of the other projects. The chronological build-up of the files included all the information we required. We read the case histories feeling confident that the case problem had been explained and that what had transpired in servicing the cases had been fully and accurately recorded.

II. OUTREACH

Objectives

The Intervention Unit had some rather explicit objectives which tended to limit and define the Unit's purpose and the youth it dealt with. Outreach provided a number of very specific services also, but its objectives were stated in terms that expressed what were really the overall goals of the entire youth service program.

1. To divert youth from the juvenile justice system by providing alternative resources to police, probation, schools, and other institutions.
2. To increase community responsibility through direct community involvement in program implementation.
3. To increase coordination and cooperation among existing youth service programs and to provide follow-through to determine impact of services provided.
4. To identify and document gaps in existing (community) services for youth.
5. To stimulate and organize resources for the development of services to meet identified gaps.

For some very practical organizational reasons Outreach was the component selected to carry out some general administrative and service responsibilities which were essential, but which by their nature lacked the specificity of the services provided in the other units.

For example, one of its primary objectives was to identify and develop whatever services it considered necessary to fill gaps in the community's social resources. As a consequence, much of Outreach's service program varied as it tried to adapt to the changing needs of the community.

Service Philosophy

The Outreach Center provides both direct and indirect services to youth and the general community in its work to achieve the project goals. Some of the direct services provided are individual and group counseling, tutoring, and group recreational activities. The counseling program is designed to help youth deal with "situational" difficulties, such as those problems between the youth and his school, his family, or his peers. Youth with serious psychological problems are referred to outside agencies for help.

The activities run by the Outreach Center staff include sponsoring youth clubs, athletic teams, running karate classes, sewing classes, bowling teams, and running youth encounter sessions and youth leadership training conferences. They are developed in an effort to help the youngster develop a positive self-image and greater interest in relating to others. The Outreach Center also serves as a drop-in center for youths wishing to play quiet games or rap sessions.

The indirect services provided by the Outreach Center involves assisting other agencies in setting up programs, such as the Economic Opportunity Youth Council, North Richmond Neighborhood House, Southside Center Youth Program, Easter Hill Referral Center, and the Richmond Police Diversion and Control Unit.

Source of Referrals

The Outreach referrals were primarily voluntary or self-referrals who came for the variety of reasons we indicated in the statement on service philosophy. As we also indicated, we found that the Outreach referrals fell into about three main groups: recreation, tutoring, or employment. The fact that so many came for recreation

activities or employment substantiated the identified need for these services in the community.

Method of Referral

The bulk of the referrals to this component are self-referrals, as we have indicated in the source of referrals. When a referral is received, the youth is assigned to an intake worker who discusses the referral with the youth and others, if this is appropriate. The worker and the youth arrive at a mutually agreed upon service to be provided the youth. This agreement is in the form of a verbal "contract" wherein each person (the youth and the worker) mutually agree as to each other's responsibility in working together. The agreed-upon plan generally involves a combination of counseling and group or individual activity.

If a referral is received from a public agency (i.e., police, probation, schools, etc.), the agency is notified of the treatment plan after it has been determined. The contract can be terminated by the youth at his or her request; however, with the exception of organized ongoing group activities, the counselors are encouraged to terminate services to a referral within a six-month period under normal circumstances.

Referral Criteria

There were no formal criteria for acceptance to the Outreach component; it was deliberately organized and located to attract as many of the neighborhood youth as possible. Technically, there was a requirement that the youth live in the Model Cities neighborhood.

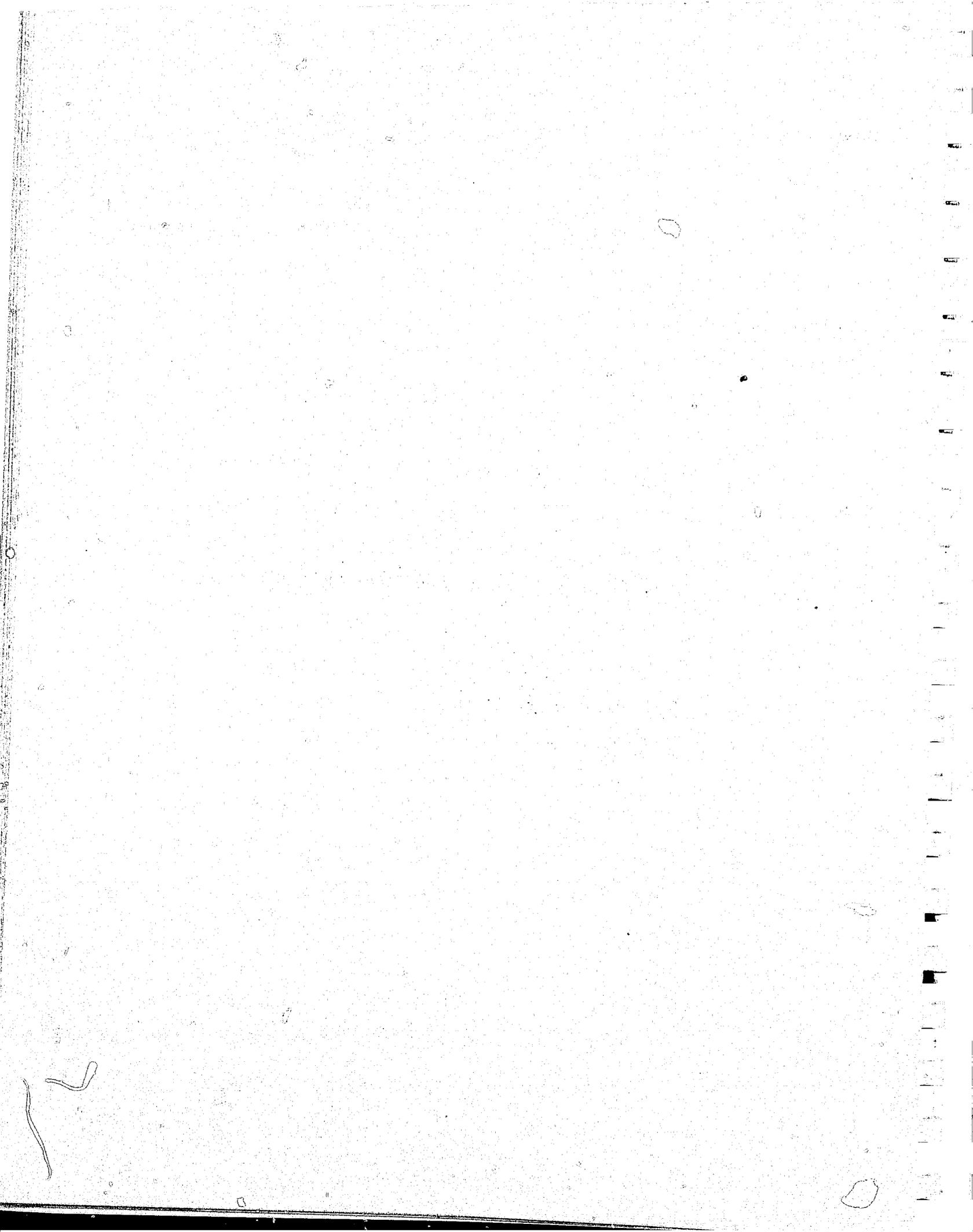
Staffing

The Outreach Center's staff consists of a program developer, with eleven years' experience as a probation officer, six paraprofessional staff workers and two full-time clerical positions. All of the staff work full-time. The core staff is augmented by some neighborhood volunteers and some unscheduled donated time from staff in other public agencies. The full-time director for all four units of the Youth Services Program is also located in the Outreach Unit.

In-Service Training

The Outreach staff participated in many of the same training courses we described for the Intervention Unit. From time to time, additional outside people have participated in training classes.

ALAMEDA COUNTY DELINQUENCY PREVENTION PROGRAM



CONTINUED

1 OF 4



ALAMEDA COUNTY DELINQUENCY PREVENTION PROGRAM

Community Description

This project, which was administered by the County Probation Department, accepted referrals from throughout the county. Alameda County reaches from San Francisco Bay 35 miles inland toward the San Joaquin Valley. The county may be divided into three sections. The northern part of the county includes the cities of Oakland, Berkeley and San Leandro, and like other "older" urban areas is trying to cope with the flight of industry to the suburbs. The southern part of the county stretches along the San Francisco Bay from Hayward to Fremont and is growing rapidly both in terms of industry and population. The eastern area is still primarily rural.

The county is the western terminus of three transcontinental railroads and several interstate trucking firms. The recently opened Bay Area Rapid Transit Line connects cities from Fremont to Berkeley and runs into Contra Costa County.

Most of the referrals to the project came from Oakland, the largest city in the county. As the table below indicates its racial makeup and economic characteristics are quite different from the county as a whole.

	<u>Oakland</u>	<u>County</u>
<u>Percent Minority Total</u>	<u>75.7%</u>	<u>20.2%</u>
Percent Black	60.2	14.5
Percent Oriental	5.3	4.0
Percent Spanish Surname	8.5	1.2
Percent Indian	.5	.5
Percent White	24.3	79.8

The following census factors highlight some of the other pertinent social characteristics of Oakland:

Percent college educated males	6.8%
Percent college educated females	5.9%
Median income male professionals	\$10,769
Median income male operatives	\$ 7,202
Median income all males	\$ 7,771

The Oakland Unified School District is in the top 2% of school districts statewide in the amount of federal aid it receives to offset its low income characteristics.

Unemployment in Oakland has always been higher than statewide averages. As a result, surpluses of skilled and unskilled workers has always been a persistent problem for the city.

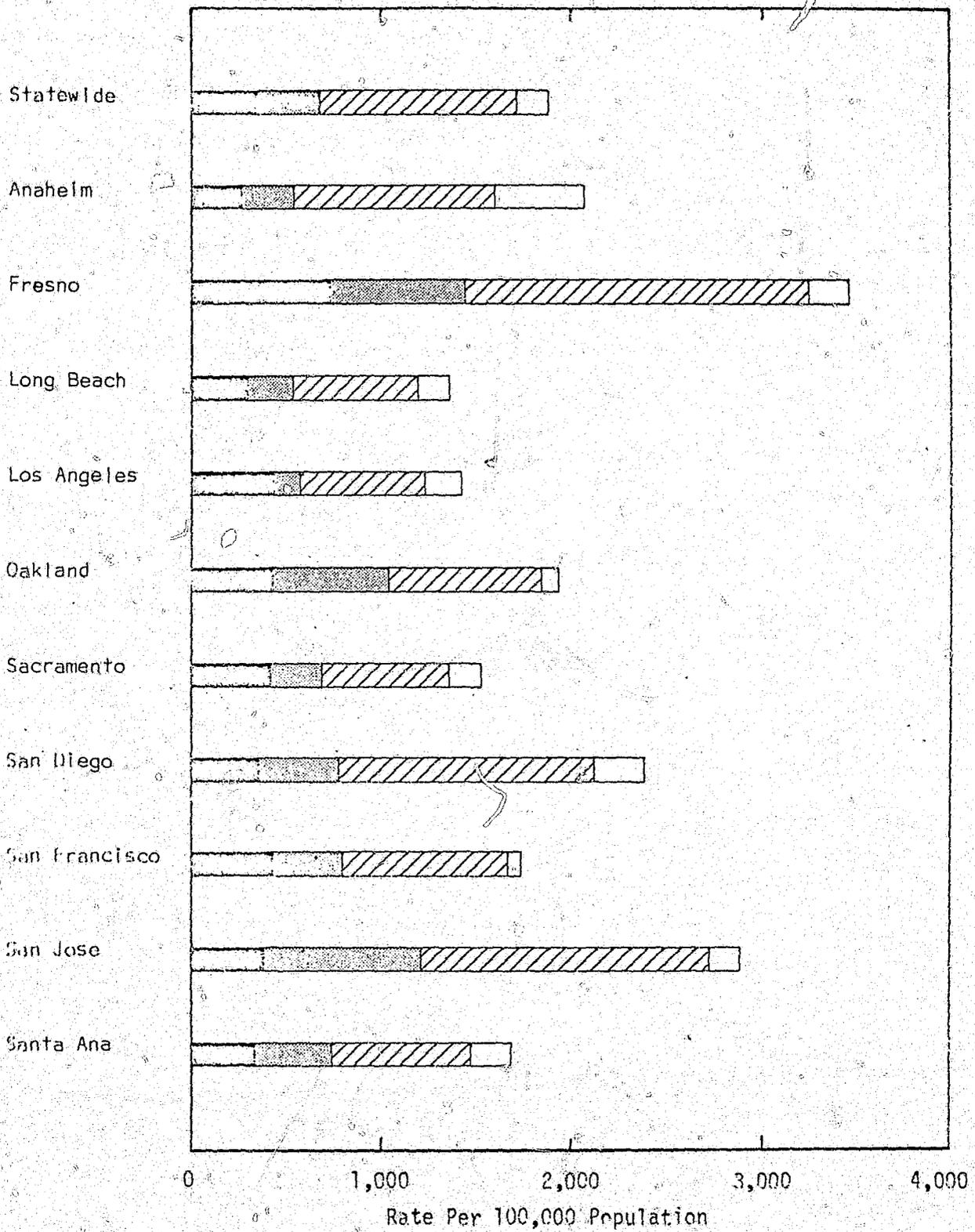
Many of the professional, technical and clerical jobs are filled by commuters, the majority of whom live in neighboring Contra Costa County.

The scope and character of Oakland's delinquency problem is indicated in the following table.

1.6.2

JUVENILE ARRESTS IN
MAJOR CALIFORNIA CITIES, 1971
(BY RATE)

CITIES OVER 150,000 POPULATION



Major w/o drugs Delinquency
Minor Drugs

For the last three years, Oakland has remained fourth in the total number of juvenile arrests per 100,000 population among the state's seven major cities. Arrests for delinquent tendencies accounted for 41% of those arrested while arrests for felony violations have remained slightly over 26%.

Project Description

The Alameda Delinquency Prevention Program is the outgrowth of a pilot program started in 1964 to prevent or reduce formal court intervention in cases involving child abuse and neglect. The experiment was predicated on the assumption that wardship or court involvement in these neglect cases could be reduced by concentrating "services" on the family as a unit rather than on the individual.

The results of the initial experiment with neglect cases was favorable enough to prompt the probation department to try extending the concept to regular delinquency cases.

By providing direct casework to the family as a unit the Alameda Delinquency Prevention Program attempts to get the entire family to better understand and solve their own problems. In most cases this was done with the aid of a combination of family treatment methods, flexible working hours to accommodate family schedules, and in the families' own environment.

Service Philosophy

There were four major differences in the service philosophy of this project and the others involved in this evaluation.

First, the treatment was focused on all members of the family regardless of age or sex. The deputy assigned to the case would work directly with all of the

children in the family regardless of whether they were delinquent.

Second, every one of the referrals had committed a delinquent act serious enough to make wardship a very eminent and likely possibility in most cases. In fact, placement into the project was the judge's alternative to granting formal wardship.

The third important difference was that these cases were regarded as needing service over a long-term, intensive period of time. The average case in this project was seen two to three times a week for over a year. In contrast, the maximum time of treatment in the other projects was less than six months, with probably no more than six client contacts.

A fourth difference was the small number of cases handled by the unit. There were only 33 primary referrals to the project during the first 18 months and 57 secondary referrals which were the siblings from the families in which the primary referral came.

Project Objectives

The primary goal of the project is to prevent the referred youth from becoming a ward of the court. Specific objectives were:

1. Prevention of further disintegration and disorganization of 25% of the families over that of families assigned to the control group during the project year.
2. Successful treatment of emotional and behavioral problems of 25% more youths assigned to the project than youths assigned to the control group.
3. Early detection of delinquent tendencies of siblings of 30 referred minors and the correction, as measured by the lack of wardship, of 25% more siblings than siblings of youths assigned to the control group.

Source of Referrals

Referrals to the project are received either from regular juvenile intake or from an investigation unit in the probation department. In some cases a referral was made directly from the juvenile court as an alternative to wardship.

Referral Criteria

Any juvenile who had committed a 601 or 602 offense was technically eligible for admittance to the project unless a member of the family was already a ward of the court.

After meeting this general criteria each case referral to the project was subjected to an intensive review which considered the family attitude toward counseling, problems with other siblings and the pattern of delinquency in the home. This investigation resulted in a delay of perhaps a week before the case was finally accepted into the project.

Staffing

The project staff consisted of two full-time deputy probation officers, a full-time secretary, and a senior supervisory deputy probation officer who supervised the project and another family crisis counseling unit. The project also had an incidental amount of part-time assistance from two additional deputies which represented part of the county's financial match.

In-Service Training

We estimate that at least \$1,500 was budgeted for special in-service training for the project staff. Most of the training was provided by outside consultants. The courses emphasized the techniques and theory of family therapy.

SECTION III

**EVALUATION OF LAW ENFORCEMENT
AND PROBATION REFERRALS**



SECTION III
EVALUATION OF LAW ENFORCEMENT
AND PROBATION REFERRALS

Introduction

Section III of this report is organized around twelve Sets of statistical tables with approximately six individual tables in each Set. Each Set of tables deals with either a descriptive or evaluative element of the projects which we considered appropriate in describing the referral populations, the character of the treatment provided, or was indicative of treatment outcome and project "impact".*

The format for each Set is uniform, but the data presented for each project varies depending on whether there was a control or sibling group involved in the particular project. Sacramento and Alameda both had control groups. In addition, Alameda also tracked siblings in both the control and experimental populations. It was usually necessary, therefore, to construct three tables for Alameda (experimental, control and sibling) and two tables for Sacramento (experimental and control) whereas only one table was needed for Yolo and Richmond.

The reader should be aware that all the tables in this section of the report deal with only the law enforcement and probation referrals to the projects. Data on the services provided school referrals and other types of voluntary referrals are considered separately in Section IV.

It may be helpful to the reader to understand that the tables for this section of the report are organized into three general types of information.

*"Impact" is here defined as new or changed conditions which people knowledgeable in criminal justice accept as end results rather than means to an end, including human behavior, attitudes and knowledge.

One type of data relates, for example, to the number, age, sex and ethnic composition of the referrals. The second type of table is concerned with pre and post changes in the number of offenses, severity of offenses and with court and probation outcomes. The third general type of data relates to the duration and intensity of the treatment provided to the different referral categories.

Data on every descriptive or evaluative element brought into the evaluation is considered together for all projects in one uniform Set of tables. We thought that significant differences and results among the projects would be more readily apparent by this plan than if the particular data was separated by four project sections. Each Set of tables includes one table that is a composite of results for both experimental and control referrals for the entire cluster.

SET I

NUMBER, SEX, AGE AND ETHNIC COMPOSITION OF REFERRALS

Tables 1 and 2 give a composite picture of all law enforcement and probation referrals in both experimental and control groups in all four projects. The sizable difference in the number of referrals in the experimental and control groups simply reflects the fact that a control group did not exist in either Richmond or the Yolo project.

In spite of differences in size, the percentage figures suggest that in terms of age, sex and race, the control and experimental groups are still fairly well matched. There is only a 3 - 4% difference in the number of minority referrals between experimental and control. Females did make up a higher proportion of the referrals in the control group than in the experimental group. Females also constituted a higher percentage of the referrals in the 14 to 18 year old age group in both experimental and control. Twenty-eight percent of the youth in the experimental group were under 13 years of age and 19% were under 13 in control.

Sacramento 601 Delinquency Diversion Project - Table 3

Sacramento was the largest of the projects in the cluster, having about 1,300 referrals in both experimental and control during the first year of the project which was covered in this evaluation. With the exception of the percentage of blacks in the control group, the project and control population both closely correspond to the ethnic composition of the county (see page 14 in project descriptions). The number of black youth in control was about 6% higher than in the experimental group and about 6% higher than in the county.

The number of females in both the control and experimental groups were 20% higher than the number of males, with the number of females in the experimental group about 6% higher than the control. The number of youth in the delinquency-prone years of 14 to 17 years of age accounted for 85% of the referrals in both experimental and control.

Yolo Youth Services Bureau - Table 4

As table 4 indicates, the overall racial makeup of the Yolo referrals was much the same as the other projects. The number of black referrals was lower than in any other projects, but this was consistent with the ethnic composition of the neighborhood where the blacks represent only 1.6% of the total population. The percentage of Chicano referrals at 12% is somewhat disproportionate to the 20% of the total population which have Spanish surnames.

Perhaps the most significant characteristic of the referrals to this project was the high percentage of referrals under the age of 14. Thirty-two percent of all referrals were under 14 years of age. Thirty-six percent of those under 14 were 10 years or younger.

The 279 law enforcement and probation referrals to the project was quite large considering the small size of the target area population in comparison to the other three projects. It also should be noted that the preponderance of these law enforcement and probation referrals were received in the first two years of the project (see page 27). Law enforcement and probation referrals dropped off sharply after 1972 when program emphasis of the Bureau shifted from handling law enforcement referrals to the schools.

Richmond Probation Intervention Unit - Table 5

The representation of black referrals to the project is higher than what census data reports for the City of Richmond. The fact that 47% of the project referrals were black does not seem disproportionate when one recognizes that most of the referrals came from the Model Cities redevelopment area which is estimated as being 80% black.

Alameda Delinquency Prevention Program - Tables 6 and 7

In giving the reader a perspective on this project we feel it is important to restate a significant difference about the conceptual design of the Alameda project and the other projects in the cluster.

The treatment philosophy of all the projects recognized the importance of the family as an influence on the juvenile. In fact, most of the counseling was done in conjunction with the family in all the projects except Yolo. In every case, however, the actual referral was considered to be the unit of treatment and the person tracked throughout the course of the project. Brothers and sisters of the referral may have been involved in the counseling but they were never counted or tracked. Success or failure was measured solely by the outcome of the person referred to the project or control group -- not by what happened to another member of his family.

Alameda was significantly different. Brothers and sisters in both the experimental and control groups were not only considered as parties of the treatment program, they were also tracked and accounted for in measuring success or failure. A brother or sister that became delinquent after treatment started was counted against the project or control groups in the same way as the primary referral would if he or she committed another offense.

This project was much smaller than any other in the cluster. A total of only 33 families were treated or seen by project staff during the first two years of the project. Another 23 families were tracked and counted as a control group. The control families met the criteria for referral to the experiment, but were never counseled or otherwise treated beyond what would normally occur in regular probation processing.

There were 13% more males in the experimental group than in the control group. The control group was slightly younger with about 30% of the referrals under 13 years of age. Twenty-five percent of the experimental referrals were under 13 years of age. Sixty percent of the control group and 40% of the experimental group were minority referrals.

It is obvious that there could be no control over the age or any other characteristic of the brothers and sisters of the primary referrals. The main difference between the primary project and control referrals and their siblings is that the siblings were considerably younger. Sixty-two percent of the experimental siblings were under 13. Fifteen-and-one-half percent of both sibling groups were under 5 years of age.

TABLE 1
 NUMBER, SEX AND ETHNIC COMPOSITION
 OF ALL
 EXPERIMENTAL REFERRALS BY AGE GROUP

Project: All Diversion Projects in Cluster
Group or Sub-group: All Law Enforcement and Probation Referrals to Experimental Group
Number of Referrals: 557

E X P E R I M E N T A L

<u>Age Group</u>	<u>White</u>	<u>Chicano</u>	<u>Black</u>	<u>Asian</u>	<u>Other</u>	<u>Row Total</u>	<u>% of Sex by age Group</u>	<u>% of Ref. by age Group</u>
<u>5-9</u>								
Male	11	1	0	0	0	12	4.1	3.4%
Female	7	0	0	0	0	7	2.7	
<u>10-11</u>								
Male	11	2	3	0	0	16	5.4	4.5%
Female	8	1	0	0	0	9	3.4	
<u>12-13</u>								
Male	52	5	11	0	0	68	23.0	19.7%
Female	32	2	8	0	0	42	16.1	
<u>14-15</u>								
Male	75	9	15	2	1	102	34.4	36.4%
Female	88	10	3	0	0	101	38.7	
<u>16-17</u>								
Male	77	7	13	0	1	98	33.1	35.7%
Female	72	11	15	0	3	101	38.7	
<u>18-Over</u>								
Male	0	0	0	0	0	0	0	0.2%
Female	0	0	0	1	0	1	0.4	
Number	433	48	68	3	5	557*		
Percent	77.7%	8.6%	12.3%	0.5%	0.9%	100.0%		100.0%

No. & % Male Referrals: 296 53.1%
 No. & % Female Referrals: 261 46.9

*Ages missing in 24 referrals in experimental group.

TABLE 2

NUMBER, SEX AND ETHNIC COMPOSITION
OF ALL
CONTROL REFERRALS BY AGE GROUP

Project: All Diversion Projects in Cluster

Group or Sub-group: All Law Enforcement and Probation Referrals to Control Group

Number of Referrals: 120

C O N T R O L

<u>Age Group</u>	<u>White</u>	<u>Chicano</u>	<u>Black</u>	<u>Asian</u>	<u>Other</u>	<u>Row Total</u>	<u>% of Sex by age Group</u>	<u>% of Ref. by age Group</u>
<u>5-9</u>								
Male	0	1	0	0	0	1	1.9	
Female	0	0	0	0	0	0	0	0.8%
<u>10-11</u>								
Male	3	0	1	0	0	4	7.5	
Female	1	0	1	0	0	2	3.0	5.0%
<u>12-13</u>								
Male	6	1	2	0	0	9	17.0	
Female	5	0	1	0	0	6	9.0	12.5%
<u>14-15</u>								
Male	10	0	4	0	0	14	26.4	
Female	21	3	4	1	0	29	43.3	35.8%
<u>16-17</u>								
Male	21	1	3	0	0	25	47.2	
Female	<u>22</u>	<u>4</u>	<u>4</u>	<u>0</u>	<u>0</u>	<u>30</u>	44.7	<u>45.9%</u>
Number	89	10	20	1	0	120*		
Percent	74.2	8.3	16.7	0.8	0.0	100.0%		100.0%

No. & % Male Referrals: 53 44.2%

No. & % Female Referrals: 67 55.8%

*Age of one referral missing in control group.

TABLE 3
 NUMBER, SEX AND ETHNIC COMPOSITION
 OF ALL
 EXPERIMENTAL REFERRALS BY AGE GROUPS

Project: Sacramento 601 Delinquency Diversion Project
 Group or Sub-group: 20% Random Sample of Experimental Population
 Referral Period: October 1970 - November 1971
 Total Number of Experimental Referrals in Sample: 128*

Age Group	White	Chicano	Black	Asian	Other	Row Total	% of Sex by age Group	% of referrals by age Group
<u>5-9</u>								
Male	0	0	0	0	0	0	0	
Female	2	0	0	0	0	2	2.5%	1.5%
<u>10-11</u>								
Male	0	1	0	0	0	1	2.1	
Female	2	0	0	0	0	2	2.5	2.2
<u>12-13</u>								
Male	5	1	1	0	0	7	14.6	
Female	7	0	0	0	0	7	8.8	10.4
<u>14-15</u>								
Male	21	0	2	0	0	23	47.9	
Female	28	2	2	0	0	32	40.0	41.5
<u>16-17</u>								
Male	17	0	0	0	0	17	35.4	
Female	32	4	1	0	0	37	46.2	44.4
Number	114	8	6	0	0	128*		100.0%
Percent	89.0%	6.0%	5.0%	0	0			
No. & % Male Referrals			48	37.5%				
No. & % Female Referrals			80	62.5%				

*Race not recorded on 16 cases.

NUMBER, SEX AND ETHNIC COMPOSITION
 OF ALL
 CONTROL REFERRALS BY AGE GROUP

Project: Sacramento 601 Delinquency Diversion Project
 Group or Sub-group: 20% Random Sample of Control Population
 Referral Period: October 1970 - November 1971
 Total Number of Control Referrals in Sample: 97

Age Group	White	Chicano	Black	Asian	Other	Row Total	% of Sex by age Group	% of referrals by age Group
<u>5-9</u>								
Male	0	0	0	0	0	0	0	
Female	0	0	0	0	0	0	0	0
<u>10-11</u>								
Male	2	0	1	0	0	3	7.1%	
Female	1	0	0	0	0	1	1.8	4.1%
<u>12-13</u>								
Male	5	1	1	0	0	7	16.7	
Female	4	0	0	0	0	4	7.3	11.3
<u>14-15</u>								
Male	9	0	2	0	0	11	26.2	
Female	19	1	3	0	0	23	41.8	35.1
<u>16-17</u>								
Male	19	1	1	0	0	21	50.0	
Female	21	3	3	0	0	27	49.1	49.5
Number	80	6	11	0	0	97		100.0%
Percent	82.7%	6.1%	11.2%	0	0			
No. & % Male Referrals			42	43.3%				
No. & % Female Referrals			55	56.7%				

TABLE 4

NUMBER, SEX AND ETHNIC COMPOSITION
OF ALL
LAW ENFORCEMENT AND PROBATION REFERRALS BY AGE GROUP

Project: Yolo Youth Service Bureau

Group or Sub-group: All Law Enforcement and Probation Referrals to Project

Referral Periods: July 1970 - January 1, 1973

Total Number of Referrals to Project: 279

<u>Age Group</u>	<u>White</u>	<u>Chicano</u>	<u>Black</u>	<u>Asian</u>	<u>Other</u>	<u>Row Total</u>	<u>% of Sex by age Group</u>	<u>% of Ref. by age Group</u>
<u>5-9</u>								
Male	9	1	0	0	0	10	6.4%	5.8%
Female	5	0	0	0	0	5	4.2	
<u>10-11</u>								
Male	10	1	0	0	0	11	7.1	5.8%
Female	5	0	0	0	0	5	4.2	
<u>12-13</u>								
Male	32	4	0	0	0	36	23.0	20.7%
Female	20	1	0	0	0	21	17.8	
<u>14-15</u>								
Male	36	7	1	1	1	46	29.5	35.1%
Female	44	7	0	0	0	51	43.2	
<u>16-17</u>								
Male	47	6	0	0	0	53	34.0	32.6%
Female	26	7	0	0	3	36	30.6	
Number	234	34	1	1	4	274 *		
Percent	85%	12%	.5%	.5%	2%			100.0%

No. & % Male Referrals: 156 57.7%

No. & % Female Referrals: 118 42.3%

*Data not recorded on five referrals.

TABLE 5

NUMBER, SEX AND ETHNIC COMPOSITION
OF ALL
EXPERIMENTAL REFERRALS BY AGE GROUP

Project: Richmond Probation Intervention Project
Group or Sub-group: All First Year Experimental Referrals
Referral Period: January 1972 - January 1, 1973
Total Number of First Year Experimental Referrals to Project: 132

Age Group	White	Chicano	Black	Asian	Other	Row Total	% of Sex by age Group	% of referrals by age Group
<u>5-9</u>								
Male	2	0	0	0	0	2	2.8%	
Female	0	0	0	0	0	0	0	1.5%
<u>10-11</u>								
Male	0	0	3	0	0	3	4.2	
Female	1	1	0	0	0	2	3.4	3.8
<u>12-13</u>								
Male	9	0	10	0	0	19	25.4	
Female	4	1	7	0	0	12	18.6	22.1
<u>14-15</u>								
Male	16	1	10	0	0	27	38.0	
Female	12	0	10	0	0	22	37.3	37.4
<u>16-17</u>								
Male	10	0	10	0	1	21	29.6	
Female	11	0	12	0	0	23	39.0	34.4
<u>18-Over</u>								
Male	0	0	0	0	0	0	0	
Female	0	0	1	0	0	1	1.7	.8
Number	65	3	63	0	1	132		
Percent	49.1%	3.1%	47.1%	0	.7%			100.0%
No. & % Male Referrals:			72	54.5%				
No. & % Female Referrals:			60	45.5%				

TABLE 6
 NUMBER, SEX AND ETHNIC COMPOSITION
 OF ALL
 EXPERIMENTAL REFERRALS BY AGE GROUP

Project: Alameda Delinquency Prevention Program
 Group or Sub-group: All Experimental Referrals
 Referral Period: November 1970 - March 1973
 Total Number of Experimental Referrals to Project: 33

Age Group	White	Chicano	Black	Asian	Other	Row Total	% of Sex by age Group	% of referrals by age Group
<u>5-9</u>								
Male	0	0	0	0	0	0	0	0
Female	0	0	0	0	0	0	0	0
<u>10-11</u>								
Male	1	0	0	0	0	1	5.0%	3.0%
Female	0	0	0	0	0	0	0	0
<u>12-13</u>								
Male	6	0	0	0	0	6	30.0	24.2
Female	1	0	1	0	0	2	15.4	6.1
<u>14-15</u>								
Male	2	1	2	1	0	6	30.0	18.2
Female	4	1	1	0	0	6	46.2	18.2
<u>16-17</u>								
Male	3	1	3	0	0	7	35.0	21.2
Female	3	0	4	0	0	7	38.5	21.2
Number	20	3	9	1	0	33		
Percent	60.6%	9.1%	27.3%	3.0%	0			100.0%
No. & % Male Referrals			20	60.6%				
No. & % Female Referrals			13	39.4%				

NUMBER, SEX AND ETHNIC COMPOSITION
 OF ALL
 CONTROL REFERRALS BY AGE GROUP

Project: Alameda Delinquency Prevention Program
 Group or Sub-group: All Control Referrals
 Referral Period: November 1970 - March 1973
 Total Number of Control Referrals to Project: 23

Age Group	White	Chicano	Black	Asian	Other	Row Total	% of Sex by age Group	% of referrals by age Group
<u>5-9</u>								
Male	0	1	0	0	0	1	9.1%	4.3%
Female	0	0	0	0	0	0	0	0
<u>10-11</u>								
Male	1	0	0	0	0	1	9.1	4.3
Female	0	0	1	0	0	1	8.3	4.3
<u>12-13</u>								
Male	1	0	1	0	0	2	18.2	8.7
Female	1	0	1	0	0	2	16.7	8.7
<u>14-15</u>								
Male	1	0	2	0	0	3	27.3	12.2
Female	2	2	1	1	0	6	50.0	26.1
<u>16-17</u>								
Male	2	0	2	0	0	4	34.4	17.4
Female	1	1	1	0	0	3	25.0	12.6
Number	9	4	9	1	0	23		
Percent	39.1%	17.4%	39.1%	4.3%	0			100.0%
No. & % Male Referrals			11	47.8%				
No. & % Female Referrals			12	52.2%				

TABLE 7

NUMBER, SEX AND ETHNIC COMPOSITION
OF ALL
EXPERIMENTAL SIBLING REFERRALS BY AGE GROUP

Project: Alameda Delinquency Prevention Program
Group or Sub-group: All Experimental Siblings
Referral Period: November 1970 - March 1973
Total Number of Experimental Siblings: 57

Age Group	White	Chicano	Black	Asian	Other	Row Total	% of Sex by age Group	% of referrals by age Group
<u>Under 5</u>								
Male	1	0	0	1	0	2	8.3%	
Female	0	0	1	0	0	1	3.0	5.1%
<u>5-9</u>								
Male	3	1	0	3	0	7	29.2	
Female	2	0	1	1	0	4	12.1	19.0
<u>10-11</u>								
Male	0	0	0	0	0	0	0	
Female	5	0	4	1	0	10	30.3	19.0
<u>12-13</u>								
Male	2	0	2	0	0	4	16.7	
Female	3	1	3	0	0	7	21.2	19.0
<u>14-15</u>								
Male	2	1	1	0	0	4	16.7	
Female	3	0	1	0	0	4	12.1	13.8
<u>16-17</u>								
Male	2	2	3	0	0	7	29.2	
Female	7	0	0	0	0	7	21.2	24.1
Number	30	5	16	6	0	57		
Percent	52.6%	8.8%	28.1%	10.5%	0			100.0%
No. & % Male Referrals			24	42.1%				
No. & % Female Referrals			33	57.9%				

NUMBER, SEX AND ETHNIC COMPOSITION
OF ALL
CONTROL SIBLING REFERRALS BY AGE GROUP

Project: Alameda Delinquency Prevention Program
Group or Sub-group: All Control Siblings
Referral Period: November 1970 - March 1973
Total Number of Control Siblings: 47

Age Group	White	Chicano	Black	Asian	Other	Row Total	% of Sex by age Group	% of referrals by age Group
<u>Under 5</u>								
Male	0	1	0	0	0	1	6.3%	
Female	2	2	0	0	0	4	12.9	10.4%
<u>5-9</u>								
Male	3	2	0	0	0	5	31.3	
Female	4	3	1	0	0	8	25.8	27.1
<u>10-11</u>								
Male	1	0	1	0	0	2	12.5	
Female	2	2	1	0	0	5	16.1	15.6
<u>12-13</u>								
Male	1	2	2	0	0	5	31.3	
Female	1	2	1	0	0	4	12.9	18.8
<u>14-15</u>								
Male	2	0	0	0	0	2	12.5	
Female	0	3	1	0	0	4	12.9	12.5
<u>16-17</u>								
Male	0	0	1	0	0	1	6.3	
Female	2	2	2	0	0	6	19.4	16.7
Number	18	19	10	0	0	47		
Percent	38.3%	40.4%	21.3%	0	0			100.0%
No. & % Male Referrals			16	34.0%				
No. & % Female Referrals			31	66.0%				

SET II

REASON FOR REFERRAL TO PROJECT BY SEX AND REFERRAL CATEGORY

The next Set of tables shows, by general category, the offenses the referrals committed which resulted in referral to the projects. There were, altogether, 28 specific offenses committed by the youth in all four projects. For purposes of analyzing and handling the data we grouped the 28 specific offenses into eight major offense categories.

Table 8 is, again, a composite picture of the offenses committed by all the experimental and control referrals. Looking at the cluster as a whole it is apparent that approximately 30% more of the experimental referrals than the control referrals were involved in delinquent acts more serious than delinquent tendencies. Delinquent tendencies are considered the most minor of the eight categories.

Another generalization is that, with the exception of felony drug offenses, males committed more serious felony offenses than females in both the experimental and control groups. More females are referred for delinquent tendencies (primarily runaway and incorrigible cases), and petty theft offenses than males.

Sacramento 601 Delinquency Diversion Project - Table 9

Sacramento received more referrals for delinquent tendency violations than any other project. Except for the 7% difference in the felony vs. property category, the distribution of offenses between experimental and control was very comparable. Ninety-four percent and 90% respectively of all females were involved in delinquent tendency violations, which are primarily runaway and incorrigible violations.

Only 8% of the experimental referrals and 14% of the control referrals

were involved in any violation more serious than delinquent tendencies. As the title of the project implies, the experiment was predominately concerned with minor 601 infractions.

Yolo Youth Services Bureau - Table 10

The table clearly reflects what we understand was the policy of the local law enforcement and probation departments in the early years of the project; namely, to refer youth who had committed serious delinquent violations.

Only 22% of the referrals in Yolo were referred for delinquent tendencies. This was the lowest percentage of any project in the cluster. The project also had the largest percentage of referrals for petty theft and malicious mischief. Together, these two categories accounted for 50% of the total referrals. Girls, again, committed more delinquent tendency and petty theft violations than boys.

Richmond Probation Intervention Unit - Table 11

Like Sacramento, most of the referrals to the Richmond project were for delinquent tendencies, with a higher percentage of the girls involved in these acts than boys. Males committed more of the serious violations.

Alameda Delinquency Prevention Program - Table 12

This project had the highest percentage of drug and drug-related referrals and serious felony referrals of any project in the cluster. This is entirely consistent with the acceptance criteria the project established of handling youth in "imminent danger of becoming a ward of juvenile court." Only 49% of all the project's referrals were youth who committed minor delinquent tendency violations.

As was the case in all the projects, females committed a higher percentage of delinquent tendencies and petty thefts than males. Overall, the distribution of the offenses among the eight categories indicate that the selection procedure allowed for a fairly good match of the two groups. Siblings were not referred for any specific offense so a table could not be constructed on siblings for either the experimental or control group.

TABLE 8

REASON FOR REFERRAL TO PROJECT BY SEX AND REFERRAL CATEGORY

Project: All Diversion Projects in Cluster

Group or Sub-group: All Law Enforcement and Probation Referrals for Experimental and Control Group

Number of Experimental Referrals: 581

Number of Control Referrals: 121

Offense Category	EXPERIMENTAL			CONTROL		
	Male	Female	Reason for Referral No. & Percent	Male	Female	Reason for Referral No. & Percent
<u>Delinquent Tendencies</u>						
No. of Referrals	135	177	312	39	59	98
Row Percent	43.3%	56.7%	53.7%	39.8%	60.2%	81.0%
Column Percent	44.4%	63.9%		72.2%	88.1%	
<u>Petty Theft</u>						
No. of Referrals	51	59	110	2	3	5
Row Percent	46.4%	53.6%	18.9%	40.0%	60.0%	4.1%
Column Percent	16.8%	21.3%		3.7%	4.5%	
<u>Malicious Mischief</u>						
No. of Referrals	41	9	50	1	1	2
Row Percent	82.0%	18.0%	8.6%	50.0%	50.0%	1.7%
Column Percent	13.5%	3.2%		1.9%	1.5%	
<u>Other Misdemeanors</u>						
No. of Referrals	12	7	19	0	0	0
Row Percent	63.2%	36.8%	3.3%	0.0%	0.0%	0.0%
Column Percent	3.9%	2.5%		0.0%	0.0%	
<u>Alcohol-Marijuana</u>						
No. of Referrals	24	12	36	0	0	0
Row Percent	66.7%	33.3%	6.2%	0.0%	0.0%	0.0%
Column Percent	7.9%	4.3%		0.0%	0.0%	
<u>Dangerous Drug Felony</u>						
No. of Referrals	2	5	7	0	3	3
Row Percent	28.6%	71.4%	1.2%	0.0%	100.0%	2.5%
Column Percent	0.7%	1.8%		0.0%	4.5%	
<u>Felony vs. Property</u>						
No. of Referrals	30	3	33	9	1	10
Row Percent	90.9%	9.1%	5.7%	90.0%	10.0%	8.3%
Column Percent	9.9%	1.1%		16.7%	1.5%	
<u>Felony vs. Person</u>						
No. of Referrals	9	5	14	3	0	3
Row Percent	64.3%	35.7%	2.4%	100.0%	0.0%	2.5%
Column Percent	3.0%	1.8%		5.6%	0.0%	
No. Male & Female Referrals	304	277	581	54	67	121
Percent Male & Female Referrals	52.3%	47.7%	100.0%	44.6%	55.0%	100.0%

TABLE 9

REASON FOR REFERRAL TO PROJECT BY SEX AND REFERRAL CATEGORY

Project: Sacramento 601 Delinquency Diversion Project
 Group or Sub-group: All Experimental and Control Referrals in 20% Sample

Offense Category	EXPERIMENTAL			CONTROL		
	Male	Female	Reason for Referral No. & Percent	Male	Female	Reason for Referral No. & Percent
<u>Delinquent Tendencies</u>						
No. of Referrals	45	81	126	35	50	85
Row Percent	35.7%	64.3%	92.0%	41.2%	58.8%	86.7%
Column Percent	88.2%	94.2%		81.4%	90.9%	
<u>Petty Theft</u>						
No. of Referrals	2	2	4	0	2	2
Row Percent	50.0%	50.0%	2.9%	0.0%	100.0%	2.0%
Column Percent	3.9%	2.3%		0.0%	3.6%	
<u>Malicious Mischief</u>						
No. of Referrals	1	1	2	0	1	1
Row Percent	50.0%	50.0%	1.5%	0.0%	100.0%	1.0%
Column Percent	2.0%	1.2%		0.0%	1.8%	
<u>Other Misdemeanors</u>						
No. of Referrals	0	0	0	0	0	0
Row Percent	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Column Percent	0.0%	0.0%		0.0%	0.0%	
<u>Alcohol-Marijuana</u>						
No. of Referrals	1	1	2	0	0	0
Row Percent	50.0%	50.0%	1.5%	0.0%	0.0%	0.0%
Column Percent	2.9%	1.2%		0.0%	0.0%	
<u>Dangerous Drug Felony</u>						
No. of Referrals	0	1	1	0	1	1
Row Percent	0.0%	100.0%	0.7%	0.0%	100.0%	1.0%
Column Percent	0.0%	1.2%		0.0%	1.8%	
<u>Felony vs. Property</u>						
No. of Referrals	1	0	1	7	1	8
Row Percent	100.0%	0.0%	0.7%	87.5%	12.5%	8.2%
Column Percent	2.0%	0.0%		16.3%	1.8%	
<u>Felony vs. Person</u>						
No. of Referrals	1	0	1	1	0	1
Row Percent	100.0%	0.0%	0.7%	100.0%	0.0%	1.0%
Column Percent	2.0%	0.0%		2.3%	0.0%	
No. Male & Female Referrals	51	86	137*	43	55	98
Percent Male & Female Referrals	37.2%	62.8%	100.0%	43.9%	56.1%	100.0%

*Data not recorded on seven cases.

TABLE 10

REASON FOR REFERRAL TO PROJECT
BY SEX AND REFERRAL CATEGORY

Project: Yolo Youth Service Bureau

Group or Sub-group: All Law Enforcement and Probation Referrals
to Project

Number of Referrals: 279

<u>Offense Category</u>	<u>Male</u>	<u>Female</u>	<u>Reason for Referral No. & Percent</u>
<u>Delinquent Tendencies</u>			
No. of Referrals	27	37	64
Row Percent	42.2%	57.8%	22.9%
Column Percent	16.8%	31.4%	
<u>Petty Theft</u>			
No. of Referrals	43	52	95
Row Percent	45.3%	54.7%	34.1%
Column Percent	26.7%	44.1%	
<u>Malicious Mischief</u>			
No. of Referrals	36	8	44
Row Percent	81.8%	18.2%	15.8%
Column Percent	22.4%	6.8%	
<u>Other Misdemeanors</u>			
No. of Referrals	11	6	17
Row Percent	64.7%	35.3%	6.1%
Column Percent	6.8%	5.1%	
<u>Alcohol-Marijuana</u>			
No. of Referrals	17	5	22
Row Percent	77.3%	22.7%	7.9%
Column Percent	10.6%	4.2%	
<u>Dangerous Drug Felony</u>			
No. of Referrals	1	3	4
Row Percent	25.0%	75.0%	1.4%
Column Percent	0.6%	2.5%	
<u>Felony vs. Property</u>			
No. of Referrals	20	2	22
Row Percent	90.9%	9.1%	7.9%
Column Percent	12.4%	1.7%	
<u>Felony vs. Person</u>			
No. of Referrals	6	5	11
Row Percent	54.5%	45.5%	3.9%
Column Percent	3.7%	4.2%	
No. Male & Female Referrals	161	118	279
Percent Male & Female Referrals	57.7%	42.3%	100.0%

TABLE 11

REASON FOR REFERRAL TO PROJECT
BY SEX AND REFERRAL CATEGORY

Project: Richmond Probation Intervention Project
Group or Sub-group: All First Year Experimental Referrals
Number of Referrals: 132

<u>Offense Category</u>	<u>Male</u>	<u>Female</u>	<u>Reason for Referral</u>	
			<u>No.</u>	<u>% Percent</u>
<u>Delinquent Tendencies</u>				
No. of Referrals	55	51	106	
Row Percent	51.9%	48.1%	80.3%	
Column Percent	76.4%	85.0%		
<u>Petty Theft</u>				
No. of Referrals	5	4	9	
Row Percent	55.6%	44.4%	6.8%	
Column Percent	6.9%	6.7%		
<u>Malicious Mischief</u>				
No. of Referrals	2	0	2	
Row Percent	100.0%	0.0%	1.5%	
Column Percent	2.8%	0.0%		
<u>Other Misdemeanors</u>				
No. of Referrals	0	1	1	
Row Percent	0.0%	100.0%	0.8%	
Column Percent	0.0%	1.7%		
<u>Alcohol-Marijuana</u>				
No. of Referrals	5	4	9	
Row Percent	55.6%	44.4%	6.8%	
Column Percent	6.9%	6.7%		
<u>Dangerous Drug Felony</u>				
No. of Referrals	0	0	0.0%	
Row Percent	0	0	0.0%	
Column Percent	0.0%	0.0%		
<u>Felony vs. Property</u>				
No. of Referrals	5	0	5	
Row Percent	100.0%	0.0%	3.8%	
Column Percent	6.9%	0.0%		
<u>Felony vs. Person</u>				
No. of Referrals	0	0	0	
Row Percent	0.0%	0.0%	0.0%	
Column Percent	0.0%	0.0%		
No. Male & Female Referrals	72	60	132	
Percent Male & Female Referrals	54.5%	45.5%	100.0%	

TABLE 12

REASON FOR REFERRAL TO PROJECT BY SEX AND REFERRAL CATEGORY

Project: Alameda Delinquency Prevention Program

Group or Sub-group: All Experimental and Control Referrals to Project

Offense Category	<u>E X P E R I M E N T A L</u>			<u>C O N T R O L</u>		
	Male	Female	Reason for Referral No. & Percent	Male	Female	Reason for Referral No. & Percent
<u>Delinquent Tendencies</u>						
No. of Referrals	8	8	16	4	9	13
Row Percent	50.0%	50.0%	48.5%	30.8%	69.2%	56.5%
Column Percent	40.0%	61.5%		36.4%	75.0%	
<u>Petty Theft</u>						
No. of Referrals	1	1	2	2	1	3
Row Percent	50.0%	50.0%	6.1%	66.7%	33.3%	13.0%
Column Percent	5.0%	7.7%		18.2%	8.3%	
<u>Malicious Mischief</u>						
No. of Referrals	2	0	2	1	0	1
Row Percent	100.0%	0.0%	6.1%	100.0%	0.0%	4.3%
Column Percent	10.0%	0.0%		9.1%	0.0%	
<u>Other Misdemeanors</u>						
No. of Referrals	1	0	1	0	0	0
Row Percent	100.0%	0.0%	3.0%	0.0%	0.0%	0.0%
Column Percent	5.0%	0.0%		0.0%	0.0%	
<u>Alcohol-Marijuana</u>						
No. of Referrals	1	2	3	0	0	0
Row Percent	33.3%	66.7%	9.1%	0.0%	0.0%	0.0%
Column Percent	5.0%	15.4%		0.0%	0.0%	
<u>Dangerous Drug Felony</u>						
No. of Referrals	1	1	2	0	2	2
Row Percent	50.0%	50.0%	6.1%	0.0%	100.0%	8.7%
Column Percent	5.0%	7.7%		0.0%	16.7%	
<u>Felony vs. Property</u>						
No. of Referrals	4	1	5	2	0	2
Row Percent	80.0%	20.0%	15.2%	100.0%	0.0%	8.7%
Column Percent	20.0%	7.7%		18.2%	0.0%	
<u>Felony vs. Person</u>						
No. of Referrals	2	0	2	2	0	2
Row Percent	100.0%	0.0%	6.1%	100.0%	0.0%	8.7%
Column Percent	10.0%	0.0%		18.2%	0.0%	
No. Male & Female Referrals	20	13	33	11	12	23
Percent Male & Female Referrals	60.6%	39.4%	100.0%	47.8%	52.2%	100.0%

SET III

SPECIFIC REASON FOR REFERRAL BY SEX AND AGE GROUP

There were a total of 28 specific offenses committed by the youth referred to the four projects. In our methodology we provided for recording all of them. The eight offense categories we presented in the last Set of tables were derived from consolidating these 28 specific offenses into the eight general categories as follows:

- I. Referrals for incorrigibility, curfew violations, truancy, and runaway were included under the general category of delinquent tendencies.
- II. Petty theft was a category by itself.
- III. Disturbing the peace, assault and battery (fighting), and trespassing were included as malicious mischief.
- IV. Weapon offenses and glue or paint sniffing were included as other misdemeanors.
- V. Alcohol and marijuana-related was a category by itself.
- VI. Dangerous drugs was a category by itself.
- VII. Burglary, grand theft, auto, possession of stolen property and arson were included as felony vs. property.
- VIII. Forgery, rape-sex offenses and robbery were included as felony vs. person.

The tables in Set III permit a more detailed examination of the seriousness of the violations with which the projects were concerned. Our thought was

that displaying the specific offenses in this manner adds a dimension and a degree of exactness about the nature of the referrals that was lost in the course of consolidating the specific offenses into the eight general offense categories which we were forced to do in order to manage the amount of data we were analyzing.

TABLE 13

REASON FOR REFERRAL TO PROJECT BY SEX AND AGE GROUP

Project: All Diversion Projects in Cluster
 Group or Sub-group: All Experimental Referrals
 Number of Experimental Referrals: 568*

EXPERIMENTAL

Offense	5 to 9	10 to 11	12 to 13	14 to 15	16-17-18	Total referrals male/female	% of all Exp. referrals (568)*
INCORRIGIBLE							
Male	0	1	15	30	23	69	27.9%
Female	3	2	11	32	42	90	
LOITERING, CURFEW							
Male	0	0	2	1	10	13	2.9%
Female	0	0	0	1	3	4	
TRUANCY, SCHOOL PROBLEMS							
Male	0	0	2	4	2	8	2.5%
Female	0	0	2	1	3	6	
RUNAWAY							
Male	0	2	6	21	12	41	19.7%
Female	0	1	8	36	26	71	
PETTY THEFT							
Male	0	7	14	17	13	51	19.4%
Female	1	3	12	30	13	59	
ASSAULT AND BATTERY							
Male	1	0	0	2	3	6	2.1%
Female	0	1	3	2	0	6	
DISTURBING THE PEACE							
Male	1	1	2	1	0	5	1.2%
Female	0	1	0	1	0	2	
MALICIOUS MISCHIEF							
Male	6	2	11	12	7	38	8.1%
Female	2	0	2	1	3	8	
TRESPASSING							
Male	1	0	3	1	1	6	1.6%
Female	0	0	0	1	2	3	
WEAPON OFFENSE							
Male	0	0	2	0	1	3	0.7%
Female	0	0	0	1	0	1	
ALCOHOL VIOLATION							
Male	0	0	0	2	7	9	1.8%
Female	0	0	0	0	2	2	
GLUE, PAINT SNIFFING							
Male	0	0	0	4	1	5	1.4%
Female	0	1	1	0	1	3	
MARIJUANA RELATED							
Male	0	0	0	2	9	11	3.2%
Female	0	0	1	3	3	7	
DANGEROUS DRUGS							
Male	0	0	0	0	2	2	1.2%
Female	0	0	0	1	4	5	
CHECKS, FORGERY							
Male	0	0	0	0	1	1	0.1%
Female	0	0	0	0	0	0	
BURGLARY							
Male	2	2	5	3	2	14	2.5%
Female	0	0	0	0	0	0	
ROBBERY							
Male	0	1	0	0	0	1	0.3%
Female	0	0	0	1	0	1	
GRAND THEFT & AUTO							
Male	0	0	0	1	3	4	0.8%
Female	0	0	0	0	1	1	
POSSESSION OF STOLEN PROPERTY							
Male	0	0	1	0	1	2	0.7%
Female	0	0	1	1	0	2	
ARSON							
Male	2	0	4	1	0	7	1.2%
Female	0	0	0	0	0	0	
RAPE-SEX OFFENSE							
Male	0	0	0	0	1	1	0.3%
Female	1	0	0	0	0	1	
TOTAL REFERRALS BY AGE GROUP							
Male	13	16	67	102	99	297	100.0%
Female	7	9	41	111	103	271	
						568	

*Age not recorded on 20 of 568 experimental referrals.

TABLE 14

REASON FOR REFERRAL TO PROJECT BY SEX AND AGE UP

Project: All Diversion Projects in Cluster
 Group or Sub-group: All Control Referrals
 Number of Control Referrals: 120

C O N T R O L

Offense	5 to 9	10 to 11	12 to 13	14 to 15	16 to 17	Total referrals male/female	% of all Cont. referrals (120)
INCORRIGIBLE							
Male	0	1	4	8	15	28	51.8%
Female	0	1	0	16	17	34	
LOITERING, CURFEW							
Male	0	0	1	0	0	1	0.8%
Female	0	0	0	0	0	0	
TRUANCY, SCHOOL PROBLEMS							
Male	0	0	0	0	1	1	2.5%
Female	0	0	0	1	1	2	
RUNAWAY							
Male	0	0	2	2	5	9	26.8%
Female	0	1	4	11	7	23	
PETTY THEFT							
Male	0	1	0	1	0	2	4.3%
Female	0	2	0	0	1	3	
ASSAULT AND BATTERY							
Male	0	1	1	0	1	3	2.6%
Female	0	0	0	0	0	0	
MALICIOUS MISCHIEF							
Male	1	0	0	0	0	1	1.8%
Female	0	0	0	0	1	1	
DANGEROUS DRUGS							
Male	0	0	0	0	0	0	2.5%
Female	0	0	0	1	2	3	
BURGLARY							
Male	0	0	1	3	2	6	5.9%
Female	0	0	0	0	1	1	
GRAND THEFT & AUTO							
Male	0	0	0	0	1	1	0.8%
Female	0	0	0	0	0	0	
ARSON							
Male	0	1	0	0	0	1	0.8%
Female	0	0	0	0	0	0	
TOTAL REFERRALS BY AGE GROUP							100.0%
Male	1	4	9	14	25	53	
Female	0	2	6	29	30	67	
						120*	

NOTE: The following offense categories had no referrals in any age group for either males or females:
 Disturbing the Peace; Trespassing; Weapon Offense; Alcohol Violation; Glue, Paint Sniffing;
 Marijuana Related; Checks, Forgery; Possession of Stolen Property and Rape-Sex Offense.

*Age not recorded on 20 of 588 experimental referrals.

TABLE 15

REASON FOR REFERRAL TO PROJECT BY SEX AND AGE GROUP

Project: Sacramento 601 Diversion Project

Group or Sub-group: 20% Random Sample of all Experimental and Control Referrals

Number of Experimental Referrals: 128*

Number of Control Referrals: 97*

Offense	EXPERIMENTAL					Total Refs. M/F	% of Exp. Refs. (128)*	Offense	CONTROL					Total Refs. M/F	% of Control Refs. (97)*
	5-9	10-11	12-13	14-15	16-17				10-11	12-13	14-15	16-17			
INCORRIGIBLE								INCORRIGIBLE							
Male	0	0	5	11	10	26	45.2%	Male	1	4	7	13	25	54.7%	
Female	2	1	2	14	13	32		Female	0	0	13	15	28		
TRUANCY, SCHOOL PROBLEMS								LOITERING, CURFEW							
Male	0	0	0	0	0	0	3.1%	Male	0	1	0	0	1	1.0%	
Female	0	0	2	0	2	4		Female	0	0	0	0	0		
RUNAWAY								TRUANCY, SCHOOL PROBLEMS							
Male	0	1	1	10	4	16	43.0%	Male	0	0	0	1	1	3.1%	
Female	0	1	3	17	18	39		Female	0	0	1	1	2		
PETTY THEFT								RUNAWAY							
Male	0	0	0	1	1	2	3.1%	Male	0	2	2	4	8	28.9%	
Female	0	0	0	1	1	2		Female	1	3	9	7	20		
TRESPASSING								PETTY THEFT							
Male	0	0	1	0	0	1	1.6%	Male	0	0	0	0	0	2.1%	
Female	0	0	0	0	1	1		Female	0	1	0	1	2		
ALCOHOL VIOLATION								ASSAULT AND BATTERY							
Male	0	0	0	0	0	0	0.8%	Male	1	0	0	0	1	1.0%	
Female	0	0	0	0	1	1		Female	0	0	0	0	0		
MARIJUANA RELATED								VEHICLE CODE-JOY RIDING							
Male	0	0	0	0	1	1	0.8%	Male	0	0	0	0	0	1.0%	
Female	0	0	0	0	0	0		Female	0	0	0	1	1		
DANGEROUS DRUGS								DANGEROUS DRUGS							
Male	0	0	0	0	0	0	0.8%	Male	0	0	0	0	0	1.0%	
Female	0	0	0	0	1	1		Female	0	0	0	1	1		
ARSON								BURGLARY							
Male	0	0	0	1	0	1	0.8%	Male	0	0	2	2	4	5.2%	
Female	0	0	0	0	0	0		Female	0	0	0	1	1		
RAPE-SEX OFFENSE								GRAND THEFT							
Male	0	0	0	0	1	1	0.8%	Male	0	0	0	1	1	1.0%	
Female	0	0	0	0	0	0		Female	0	0	0	0	0		
TOTAL REFERRALS*						128	100.0%	ARSON							
Male	48							Male	1	0	0	0	1	1.0%	
Female	80							Female	0	0	0	0	0		
								TOTAL REFERRALS*					97*	100.0%	
								Male	42						
								Female	55						

*Ages not recorded on 16 of the 144 Experimental Referrals in Sample.

*Age not recorded on one of the 98 Control Referrals in Sample.

TABLE 16

REASON FOR REFERRAL TO PROJECT BY SEX AND AGE GROUP

Project: Yolo Youth Service Bureau

Group or Sub-Group: All Law Enforcement and Probation Referrals to Project

Number of Referrals: 279*

EXPERIMENTAL

Offense	5 to 9	10 to 11	12 to 13	14 to 15	16 to 17	Total referrals male/female	% of all Exp. referrals (276)*
INCORRIGIBLE							
Male	0	0	2	5	2	9	
Female	1	1	3	5	8	18	9.9%
LQITERING, CURFEW							
Male	0	0	1	1	8	10	
Female	0	0	0	1	3	4	5.1%
TRUANCY, SCHOOL PROBLEMS							
Male	0	0	1	2	2	5	
Female	0	0	0	1	1	2	2.5%
RUNAWAY							
Male	0	0	1	1	1	3	
Female	0	0	1	10	2	13	5.8%
PETTY THEFT							
Male	0	6	12	11	11	43	
Female	1	2	10	28	11	52	34.5%
ASSAULT AND BATTERY							
Male	1	0	0	1	2	4	
Female	0	1	3	1	0	5	3.3%
DISTURBING THE PEACE							
Male	1	1	2	1	0	5	
Female	0	1	0	1	0	2	2.5%
MALICIOUS MISCHIEF							
Male	6	2	8	12	6	34	
Female	2	0	2	1	3	8	15.3%
TRESPASSING							
Male	1	0	2	1	1	5	
Female	0	0	0	1	1	2	2.5%
WEAPON OFFENSE							
Male	0	0	1	0	1	2	
Female	0	0	0	1	0	1	1.1%
ALCOHOL VIOLATION							
Male	0	0	0	2	7	9	
Female	0	0	0	0	1	1	3.6%
GLUE, PAINT SNIFFING							
Male	0	0	0	1	0	1	
Female	0	0	0	0	1	1	0.7%
MARIJUANA RELATED							
Male	0	0	0	2	6	8	
Female	0	0	1	0	2	3	3.9%
DANGEROUS DRUGS							
Male	0	0	0	0	1	1	
Female	0	0	0	0	3	3	1.4%
CHECKS, FORGERY							
Male	0	0	0	0	1	1	
Female	0	0	0	0	0	0	0.4%
BURGLARY							
Male	2	2	3	3	2	12	
Female	0	0	0	0	0	0	4.3%
GRAND THEFT							
Male	0	0	0	0	2	2	
Female	0	0	0	0	0	0	0.7%
POSSESSION OF STOLEN PROPERTY							
Male	0	0	1	0	1	2	
Female	0	0	1	1	0	2	1.4%
ARSON							
Male	0	0	2	0	0	2	
Female	0	0	0	0	0	0	0.7%
RAPE-SEX OFFENSE							
Male	0	0	0	0	0	0	
Female	1	0	0	0	0	1	0.4%
TOTAL REFERRALS*							100.0%
Male	158						
Female	118					276*	

*Ages not recorded on three referrals.

TABLE 17

REASON FOR REFERRAL TO PROJECT BY SEX AND AGE GROUP

Project: Richmond Probation Intervention Unit
 Group or Sub-group: All Referrals to Project
 Number of Referrals: 131*

EXPERIMENTAL

Offense	5 to 9	10 to 11	12 to 13	14 to 15	16 to 17	18 & Over	Total % of all Exp. referrals referrals male/female (131)	
INCORRIGIBLE								
Male	0	1	7	12	9	0	29	47.2%
Female	0	0	5	11	17	0	33	
LOITERING, CURFEW								
Male	0	0	1	0	2	0	3	2.3%
Female	0	0	0	0	0	0	0	
TRUANCY, SCHOOL PROBLEMS								
Male	0	0	1	1	0	0	2	1.5%
Female	0	0	0	0	0	0	0	
RUNAWAY								
Male	0	1	3	9	7	0	20	29.0%
Female	0	0	4	8	5	1	18	
PETTY THEFT								
Male	0	1	2	2	0	0	5	6.9%
Female	0	1	1	1	1	0	4	
ASSAULT AND BATTERY								
Male	0	0	0	0	0	0	0	0.8%
Female	0	0	0	1	0	0	1	
MALICIOUS MISCHIEF								
Male	0	0	1	0	1	0	2	1.5%
Female	0	0	0	0	0	0	0	
GLUE, PAINT SNIFFING								
Male	0	0	0	3	1	0	4	4.6%
Female	0	1	1	0	0	0	2	
MARIJUANA RELATED								
Male	0	0	0	0	1	0	1	2.3%
FEMALE	0	0	0	1	1	0	2	
BURGLARY								
Male	0	0	1	0	0	0	1	0.8%
Female	0	0	0	0	0	0	0	
ARSON								
Male	2	0	2	0	0	0	4	3.1%
Female	0	0	0	0	0	0	0	
TOTAL REFERRALS*							131	100.0%
Male	71							
Female	60							

*Age not recorded on one referral.

TABLE 18

REASON FOR REFERRAL TO PROJECT BY SEX AND AGE GROUP

Project: Alameda Delinquency Prevention Program
 Group or Sub-group: All Experimental and Control Referrals to Program
 Number of Experimental Referrals: 33
 Number of Control Referrals: 23

Offense	EXPERIMENTAL				Total Refs. M/F	% of Exp. Refs. (33)	Offense	CONTROL					Total Refs. M/F	% of Control Refs. (23)
	10-11	12-13	14-15	16-17				5-9	10-11	12-13	14-15	16-17		
INCORRIGIBLE							INCORRIGIBLE							
Male	0	1	2	2	5		Male	0	0	0	1	2	3	
Female	0	1	2	4	7	36.3%	Female	0	1	0	3	2	6	39.2%
TRUANCY, SCHOOL PROBLEMS							RUNAWAY							
Male	0	0	1	0	1		Male	0	0	0	0	1	1	
Female	0	0	0	0	0	3.0%	Female	0	0	1	2	0	3	17.4%
RUNAWAY							PETTY THEFT							
Male	0	1	1	0	2		Male	0	1	0	1	0	2	
Female	0	0	1	0	1	9.1%	Female	0	0	1	0	0	1	13.0%
PETTY THEFT							ASSAULT AND BATTERY							
Male	0	0	0	1	1		Male	0	0	1	0	1	2	
Female	0	1	0	0	1	6.1%	Female	0	0	0	0	0	0	8.7%
ASSAULT AND BATTERY							MALICIOUS MISCHIEF							
Male	0	0	1	1	2		Male	1	0	0	0	0	1	
Female	0	0	0	0	0	6.1%	Female	0	0	0	0	0	0	4.3%
MALICIOUS MISCHIEF							DANGEROUS DRUGS							
Male	0	2	0	0	2		Male	0	0	0	0	0	0	
Female	0	0	0	0	0	6.1%	Female	0	0	0	1	1	2	8.7%
WEAPON OFFENSE							BURGLARY							
Male	0	1	0	0	1		Male	0	0	1	1	0	2	
Female	0	0	0	0	0	3.0%	Female	0	0	0	0	0	0	8.7%
MARIJUANA RELATED							TOTAL REFERRALS						23	100.0%
Male	0	0	0	1	1		Male	11						
Female	0	0	2	0	2	9.1%	Female	12						
DANGEROUS DRUGS														
Male	0	0	0	1	1									
Female	0	0	1	0	1	6.1%								
BURGLARY														
Male	0	1	0	0	1									
Female	0	0	0	0	0	3.0%								
AUTO THEFT														
Male	0	0	1	0	1									
Female	0	0	0	1	1	6.1%								
GRAND THEFT														
Male	0	0	0	1	1									
Female	0	0	0	0	0	3.0%								
ROBBERY														
Male	1	0	0	0	1									
Female	0	0	0	0	0	3.0%								
TOTAL REFERRALS					33	100.0%								
Male	20													
Female	13													

SET IV

NUMBER OF OFFENSES COMMITTED AND DISTRIBUTION OF THE SINGLE MOST SEVERE OFFENSE COMMITTED SIX MONTHS PRE, SIX MONTHS POST, ONE YEAR POST

Explanation of Tables

The previous three Sets of tables in this section mainly described the basic characteristics of the project referrals. This next Set relates directly to the assessment of the primary goal of all the projects in this cluster. The goal was to reduce the incidence and severity of delinquency.

The tables in this Set analyze changes in the number and severity of offenses committed by the project referrals. One side of each table analyzes pre and post referral arrest data. The second component of each table distributes the single most severe offense committed by each referral into one of five graduated offense categories.

As an example, a youth could have committed one pre-referral offense and two post-referral offenses. For illustration, say that the first offense was for a delinquent tendency violation. The second was for drugs and the third was a felony vs. property offense. The first arrest would be shown in the left-hand part of the table as one pre-referral offense. The other two arrests would be shown as two post-referral offenses.

In the right-hand part of the table the first arrest would be counted as a pre-referral delinquent tendency violation. Of the last two offenses, only the felony vs. property offense would be counted since it was the most severe offense committed. It would appear in the analysis as one post-referral offense in the felony vs. property category.

Pre and Post Arrest Data of Entire Cluster

Table 19 is again a composite picture of the entire cluster. Considering all the experimental and control referrals together, the table shows that there is a significant difference in the number of post-referral violations committed between the experimental and control referrals.

The percentage of pre-referral arrests occurring between the experimental and control group was about the same -- 35% -- with the control group being slightly lower. Six months after referral we find that 41% of the experimental referrals have been rearrested while 56% of the control referrals have been rearrested. The measure that we used to reflect this difference is the percentage difference between the rearrest rates of the two groups. It is the same calculation as the one used in the evaluation of the Sacramento 601 Diversion Project.* The overall rate of improvement in this case is 37% in favor of the experimental referrals.

One year after referral we find that 50% of the project referrals have been rearrested and 65% of the control referrals. The rate of improvement for the experimental group has also dropped to 30%, but it is still higher, and it is being sustained over at least the one year follow-up period covered in this evaluation.

When we further examine the two groups for the number of offenses they commit after referral we find that the differences are much less pronounced. Forty-one percent of the experimental referrals who have been rearrested were arrested at least once six months after referral. Fifty-three percent had been arrested at least once one year later. In contrast, 38% of the control referrals had been rearrested at least once six months later and 54% at least once one year after

*Sacramento 601 Diversion Project, Second Year Evaluation Report, page 16.

referral. The same pattern persisted for all the referrals who commit more than one offense.

In examining the severity of offenses we find a greater percentage of the control group offenses are for delinquent tendencies, the most minor of the five offense categories. Fifty-eight percent of the control violations are for delinquent tendencies as opposed to only 48% of the experimental violations.

In interpreting the table we thought it was better to consider delinquent tendency violations and "602" misdemeanors together. When this is done, we see that about an equal percentage of those being rearrested in both groups are being arrested for delinquent tendencies and "602" offenses.

Correspondingly, the percentage of the referrals committing the more serious drug or felony offenses is almost identical six months and a year later, if one considers the three most serious offense categories together.

As a summary observation on the data presented in the table, it seems that the treatment programs are apparently able to reduce, by a significant margin, the percentage of youth being rearrested. When project youth are rearrested, however, they commit just as many offenses and just as serious offenses as do the control youth.

TABLE 19

NUMBER OF OFFENSES COMMITTED AND DISTRIBUTION
OF THE SINGLE MOST SEVERE OFFENSE COMMITTED
SIX MONTHS PRE, SIX MONTHS POST, ONE YEAR POST

Project: All Diversion Projects in Cluster

Group or Sub-group: All Law Enforcement and Probation Referrals to Experimental and Control

Number of Experimental Referrals: 588

Number of Control Referrals: 121

NUMBER OF OFFENSES COMMITTED SIX MONTHS PRE, SIX MONTHS POST, ONE
YEAR POST

	EXPERIMENTAL			CONTROL		
	6 Mo. Pre	6 Mo. Post	1 Yr. Post	6 Mo. Pre	6 Mo. Post	1 Yr. Post
<u>No Offense</u>						
Number	381	347	294	82	53	42
% Arrested	35.2	41.0	50.0	32.2	56.2	65.3
<u>1 Offense</u>						
Number	137	127	125	27	37	30
Percent	66.2	52.7	40.8	69.2	54.4	38.0
<u>2 Offenses</u>						
Number	40	61	82	6	19	24
Percent	19.3	25.3	26.2	15.4	27.9	30.4
<u>3 Offenses</u>						
Number	18	31	29	1	2	7
Percent	8.7	12.9	13.3	2.6	2.9	8.9
<u>4 Offenses</u>						
Number	6	14	30	3	4	10
Percent	2.9	5.8	10.2	7.7	5.9	12.7
<u>5+ Offenses</u>						
Number	6	8	28	2	6	8
Percent	2.9	3.3	9.5	5.1	8.8	10.1

DISTRIBUTION OF THE MOST SEVERE OFFENSE COMMITTED SIX MONTHS PRE, SIX
MONTHS POST, ONE YEAR POST

	EXPERIMENTAL			CONTROL		
	6 Mo. Pre	6 Mo. Post	1 Yr. Post	6 Mo. Pre	6 Mo. Post	1 Yr. Post
<u>No Offense</u>						
Number	381	347	294	82	53	42
% Arrested	35.2	41.0	50.0	32.2	56.2	65.3
<u>Delinquent Tendency</u>						
Number	101	115	123	21	40	44
Percent	48.6	47.7	42.4	53.8	58.8	55.7
<u>502 Misdemeanor</u>						
Number	66	55	67	11	7	7
Percent	31.7	22.8	23.6	28.2	10.3	9.9
<u>Drugs</u>						
Number	12	18	28	3	9	12
Percent	5.8	7.5	9.4	7.7	13.2	15.2
<u>Felony vs Property</u>						
Number	22	31	41	4	9	9
Percent	10.6	12.9	13.8	10.3	13.2	11.4
<u>Felony vs Person</u>						
Number	7	22	32	0	3	7
Percent	3.4	9.1	10.8	0.0	4.4	8.9

Sacramento 601 Delinquency Diversion Project - Table 20

Our outcome data in table 20, based on a 20% sample of the project's first year referrals, corroborated the results of this project's own evaluation to a degree that was almost surprising. The service program was able to achieve a rate of improvement in the project referrals that was 13% better than the control group one year after referral to the project. This compares to a 14% rate of improvement in the project's own evaluation.

Fifty-three percent of the project referrals were rearrested six months after referral, while 60% of the control group referrals had been rearrested. Twenty-seven percent of the project youth who were rearrested committed more than two offenses six months post, while only 13% of the control group committed more than two offenses.

With respect to severity, 65% of the project youth who were rearrested six months after referral committed delinquent tendency violations, as compared to 61% for control. When the two most minor offense categories are considered together we find that 78% of the experimental group who were rearrested were arrested for either delinquent tendencies or "602" misdemeanors, while only 66% of those rearrested in the control group were arrested for these two offenses.

Expressed another way, 22% of the experimental referrals rearrested committed drug and other felony offenses while 34% of the control group were rearrested for these more serious offenses.

TABLE 20

NUMBER OF OFFENSES COMMITTED AND DISTRIBUTION
OF THE MOST SEVERE OFFENSE COMMITTED BY EACH REFERRAL
SIX MONTHS PRE, SIX MONTHS POST, ONE YEAR POST

Project: Sacramento 601 Diversion Project
Group or Sub-group: 20% Sample of Experimental and Control Referrals
Number of Experimental Referrals: 144
Number of Control Referrals: 98

NUMBER OF OFFENSES COMMITTED SIX MONTHS PRE, SIX MONTHS POST, ONE
YEAR POST

DISTRIBUTION OF THE MOST SEVERE OFFENSE COMMITTED SIX MONTHS PRE, SIX
MONTHS POST, ONE YEAR POST

	EXPERIMENTAL			CONTROL		
	6 Mo. Pre	6 Mo. Post	1 Yr. Post	6 Mo. Pre	6 Mo. Post	1 Yr. Post
<u>No Offense</u>						
Number	93	68	54	72	39	30
% Arrested	35.4	52.8	62.5	25.5	60.2	69.4
<u>1 Offense</u>						
Number	34	39	31	20	34	26
Percent	66.7	51.3	34.4	80.0	56.9	38.2
<u>2 Offenses</u>						
Number	11	17	27	1	15	19
Percent	21.6	22.4	30.0	4.0	25.9	27.9
<u>3 Offenses</u>						
Number	4	10	10	1	1	5
Percent	7.8	13.2	11.1	4.0	1.7	7.4
<u>4 Offenses</u>						
Number	2	5	10	3	4	10
Percent	3.9	6.6	11.1	12.0	6.9	14.7
<u>5+ Offenses</u>						
Number	0	5	12	0	5	8
Percent	0.0	6.6	13.3	0.0	8.16	11.8

	EXPERIMENTAL			CONTROL		
	6 Mo. Pre	6 Mo. Post	1 Yr. Post	6 Mo. Pre	6 Mo. Post	1 Yr. Post
<u>No Offense</u>						
Number	93	68	54	72	39	30
% Arrested	35.4	52.5	62.5	25.5	60.2	69.4
<u>Delinquent Tendency</u>						
Number	44	49	57	16	36	39
Percent	84.6	64.5	63.3	61.5	61.0	57.4
<u>602 Misdemeanor</u>						
Number	5	10	10	6	3	3
Percent	9.6	13.2	11.1	23.1	5.1	4
<u>Drugs</u>						
Number	1	4	5	2	9	11
Percent	1.9	5.3	5.6	7.7	15.3	16.2
<u>Felony vs Property</u>						
Number	2	10	13	2	8	8
Percent	3.8	13.2	14.4	7.7	13.6	11.8
<u>Felony vs Person</u>						
Number	2	10	13	2	8	8
Percent	0.0	3.9	5.6	0.0	5.1	10.3

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Yolo Youth Services Bureau - Table 21

Without a control group it is not possible to express results in terms of a rate of improvement. Results have to be expressed as pre and post changes between the project youth and the treatment groups in other projects.

The pre and post change in the percentage of arrests was 2%; this was about 71% lower than any other experimental group in the cluster. This result is even more significant considering the data from table 16 which showed that the project was generally receiving youth who had committed offenses which were slightly more serious than any of the other projects. Fifty percent of the referrals were for 602 misdemeanors.

The rearrest rate had increased to 32% one year after referral, but this was typical throughout the cluster. The rate was still lower than any other of the projects. Furthermore, the youth being arrested were committing over 20% fewer offenses six months and one year after referral than all of the experimental groups combined (table 19).

The violations the project youth were committing, however, were becoming more serious. A year after referral, 40% of those rearrested were being arrested for drugs and other felonies whereas only 26% of the pre-project arrests were for drug and other felonies.

TABLE 21

NUMBER OF OFFENSES COMMITTED AND DISTRIBUTION
OF THE SINGLE MOST SEVERE OFFENSE COMMITTED
SIX MONTHS PRE, SIX MONTHS POST, ONE YEAR POST

Project: Yolo Youth Service Bureau
Group or Sub-group: All Law Enforcement and Probation Referrals
Number of Referrals: 279

	NUMBER OF OFFENSES COMMITTED SIX MONTHS PRE, SIX MONTHS POST, ONE YEAR POST				DISTRIBUTION OF THE MOST SEVERE OFFENSE COMMITTED SIX MONTHS PRE, SIX MONTHS POST, ONE YEAR POST		
	EXPERIMENTAL				EXPERIMENTAL		
	6 Mo. Pre	6 Mo. Post	1 Yr. Post		6 Mo. Pre	6 Mo. Post	1 Yr. Post
<u>No Offenses</u>				<u>No Offenses</u>			
Number	207	212	189	Number	207	212	189
% Arrested	25.8	24.0	32.3	% Arrested	25.8	24.0	32.3
<u>1 Offense</u>				<u>Delinquent Tendency</u>			
Number	57	42	44	Number	23	24	28
Percent	79.2	62.7	48.9	Percent	31.9	35.8	30.8
<u>2 Offenses</u>				<u>602 Misdemeanor</u>			
Number	12	14	25	Number	31	22	27
Percent	16.7	20.9	27.8	Percent	43.1	32.8	29.7
<u>3 Offenses</u>				<u>Drugs</u>			
Number	1	9	10	Number	6	10	18
Percent	1.4	13.4	11.1	Percent	8.3	14.9	19.8
<u>4 Offenses</u>				<u>Felony vs Property</u>			
Number	1	2	7	Number	10	8	14
Percent	1.4	3.0	7.7	Percent	13.9	11.9	15.4
<u>5+ Offenses</u>				<u>Felony vs Person</u>			
Number	1	0	4	Number	2	3	4
Percent	1.4	0.0	4.4	Percent	2.8	4.5	4.4

Richmond Probation Intervention Unit - Table 22

In drawing comparative implications from table 22 it is important to point out that this project was also established without the evaluation advantage of a control group. The comparative group we show in the table as the youth "Rejected by Project" was a group we constructed solely as a comparative reference group for this evaluation. Knowing what it consists of, some readers may choose to ignore the comparison group and interpret the results much as we did for the Yolo project.

The "Rejected by Project" is a group of referrals accepted by the project who met the acceptance criteria (see page 37) which were established for the experiment. Admittance to the project as an alternative to regular probation processing was predicated on the youth agreeing to work with and cooperate with the project staff. The group rejected from the project represents the few cases which, in the course of the intake work-up, the project either decided the youth was unacceptable or the youth voluntarily refused to cooperate. In each case a petition was filed on the youth.

The group rejected amounted to 18% of the first year referrals. Eighty-eight percent of the group were 12 to 17 years of age, 54% were white and 46% were black. Eighty-three percent were referred for delinquent tendency violations. The remaining 17% were for felony property violations and were all committed by males. The characteristics of the group was not different from the experimental group. The percentage of arrests before referral for the rejected group was higher than the regular project youth, but the type of offenses they committed were almost exactly the same.

Table 22 shows that 54% of the project youth had been rearrested six months after referral and 64% one year later. In contrast, 83% of the reference group had been rearrested six months later and 92% one year later. For the first six month post period there was a 54% rate of improvement in the youth handled by the project. For the first year after referral there was a 44% rate of improvement in the youth handled by the project.

Fifty percent of the project youth who had been rearrested six months later were arrested only once, whereas 65% of the reference group had been arrested more than once. A year after referral 17% of the project group had been arrested four or more times in comparison to 45% for the reference group.

With respect to severity, the difference in the two groups was much less. There was only an 8% difference in the severity of offenses committed by the two groups six months later as well as one year later. This is true for both the two minor categories as well as for the three felony categories.

Both this project and the Sacramento project were very much alike with respect to the referral offenses the project groups committed, (see tables 15 and 17). Both projects operated under very similar treatment philosophies and it appears from our data that both achieved similar results in the percentage of youth re-arrested and the pattern of subsequent offenses.

TABLE 22

NUMBER OF OFFENSES COMMITTED AND DISTRIBUTION
OF THE SINGLE MOST SEVERE OFFENSE COMMITTED
SIX MONTHS PRE, SIX MONTHS POST, ONE YEAR POST

Project: Richmond Probation Intervention Unit

Group or Sub-group: All First Year Referrals and All Referrals Rejected by Project

Number of Experimental Referrals: 108

Number of Referrals Rejected by Project: 24

NUMBER OF OFFENSES COMMITTED SIX MONTHS PRE, SIX MONTHS POST, ONE
YEAR POST

	EXPERIMENTAL			REJECTED BY PROJECT		
	6 Mo. Pre	6 Mo. Post	1 Yr. Post	6 Mo. Pre	6 Mo. Post	1 Yr. Post

No Offenses

Number	52	50	39	8	4	2
% Arrested	51.9	53.7	63.9	66.7	83.3	91.7

1 Offense

Number	33	29	30	7	7	7
Percent	58.9	50.0	43.5	43.8	35.0	31.8

2 Offenses

Number	12	19	16	3	5	3
Percent	21.4	32.8	23.2	18.8	25.0	13.6

3 Offenses

Number	7	4	11	2	5	3
Percent	12.5	6.9	15.9	12.5	25.0	13.6

4 Offenses

Number	0	4	7	3	2	4
Percent	0.0	6.9	10.1	18.8	10.0	18.2

5+ Offenses

Number	4	2	5	1	1	6
Percent	7.1	3.4	7.2	6.3	5.0	27.3

DISTRIBUTION OF THE MOST SEVERE OFFENSE COMMITTED SIX MONTHS PRE, SIX
MONTHS POST, ONE YEAR POST

	EXPERIMENTAL			REJECTED BY PROJECT		
	6 Mo. Pre	6 Mo. Post	1 Yr. Post	6 Mo. Pre	6 Mo. Post	1 Yr. Post

No Offenses

Number	52	50	39	8	4	2
% Arrested	51.9	53.7	63.9	66.7	83.3	91.7

Delinquent Tendency

Number	21	26	26	9	9	7
Percent	37.5	44.8	37.9	56.3	45.0	31.8

602 Misdemeanor

Number	24	16	21	4	4	7
Percent	42.9	27.6	30.4	25.0	20.0	31.8

Drug Offense

Number	3	0	1	0	0	0
Percent	5.4	0.0	1.4	0.0	0.0	0.0

Felony vs Property

Number	4	5	5	3	3	4
Percent	7.1	8.6	7.2	18.8	15.0	18.2

Felony vs Person

Number	4	11	16	0	4	4
Percent	7.1	19.0	23.2	0.0	20.0	18.2

Alameda Delinquency Prevention Program - Table 23

It should be pointed out that the evaluation of the project's experimental and sibling cases was made while the referrals were still active cases. All control cases and their sibling counterparts were closed. This difference was due to the fact that the term of treatment for the experimental cases ran for an indeterminate period. In almost every case the term of treatment was over one year, and in some cases ran as high as twenty-two months. The term of treatment for the control cases, handled through the normal probation process, varied but generally was much shorter.

With the knowledge that the results on the experimental cases presented in table 23 reflects only outcomes during the first twelve months of treatment, following the date of referral, the readers' estimate as to how these results could be changed by the time the case is closed is as good as ours.

As measured by the number of pre-project arrests, the control group in this project appeared to be more delinquent than the experimental group. In spite of this, more experimental youth were rearrested six months after treatment started than the control group. Furthermore, better results were still being achieved with the control group one year after referral.

After receiving one year of service, 70% of the experimental group had been rearrested at least once in comparison to 48% for control. The rate of improvement of the control group over the experimental referrals was 56% six months post and 46% one year post. In comparison to other experimental groups in the cluster, the rearrest rates for the project youth were higher than in any other project. The negative aspect of this finding seems even more pronounced recognizing that the project youth in this experiment were subjected to a far more intensive type of treatment over a much longer period than any other group in the cluster.

The data on number of offenses committed also shows that 20% of the project youth who were rearrested six months after referral had been arrested three or more times, while only 11% of the control group had been arrested three or more times. After a year of service 33% of the project youth had been arrested three or more times in comparison to 18% for control.

The offenses committed by the project youth were also more severe than those committed by control. Six months after treatment began, 50% of the project youth who were rearrested had committed drug or other felony offenses as compared to 11% for control. One year later, 48% of the project youth were arrested for drugs and other felonies. For the same period, 18% of the control referrals were arrested for drug and other serious felonies. The severity of the offenses committed by the project youth after referral were more serious than any other experimental or control group in the cluster.

TABLE 23

NUMBER OF OFFENSES COMMITTED AND DISTRIBUTION
OF THE SINGLE MOST SEVERE OFFENSE COMMITTED
SIX MONTHS PRE, SIX MONTHS POST, ONE YEAR POST

Project: Alameda Delinquency Prevention Project
Group or Sub-group: All Experimental and Control Referrals
Number of Experimental Referrals: 33
Number of Control Referrals: 23

NUMBER OF OFFENSES COMMITTED SIX MONTHS PRE, SIX MONTHS POST, ONE
YEAR POST

	EXPERIMENTAL			CONTROL		
	6 Mo. Pre	6 Mo. Post	1 Yr. Post	6 Mo. Pre	6 Mo. Post	1 Yr. Post

No Offenses

Number	21	13	10	10	14	12
% Arrested	36.4	60.6	69.7	56.5	39.1	47.8

1 Offense

Number	6	10	8	7	4	4
Percent	50.0	50.0	34.8	53.8	44.4	36.4

2 Offenses

Number	2	6	7	4	4	5
Percent	16.7	30.0	30.4	30.8	44.4	45.5

3 Offenses

Number	4	3	5	0	1	2
Percent	33.3	15.0	21.7	0.0	11.1	18.2

4 Offenses

Number	0	1	2	0	0	0
Percent	0.0	5.0	8.7	0.0	0.0	0.0

5+ Offenses

Number	0	0	1	2	0	0
Percent	0.0	0.0	4.3	15.4	0.0	0.0

DISTRIBUTION OF THE MOST SEVERE OFFENSE COMMITTED SIX MONTHS PRE, SIX
MONTHS POST, ONE YEAR POST

	EXPERIMENTAL			CONTROL		
	6 Mo. Pre	6 Mo. Post	1 Yr. Post	6 Mo. Pre	6 Mo. Post	1 Yr. Post

No Offenses

Number	21	13	10	10	14	12
% Arrested	36.4	60.6	69.7	56.5	39.1	47.8

Delinquent Tendency

Number	4	7	7	5	4	5
Percent	33.3	35.0	30.4	38.5	44.4	45.5

602 Misdemeanor

Number	2	3	5	5	4	4
Percent	3.7	15.0	21.7	38.5	44.4	36.4

Drugs

Number	2	3	4	1	0	1
Percent	16.7	15.0	17.4	7.7	0.0	9.1

Felony vs Property

Number	3	5	5	2	1	1
Percent	25.4	25.0	21.7	15.4	11.1	9.1

Felony vs Person

Number	1	2	2	0	0	0
Percent	8.3	10.0	8.7	0.0	0.0	0.0

Sibling Referrals to the Alameda Delinquency Prevention Program - Table 24

Table 24 reflects the results the project obtained in working with the sibling members of the family from which the primary referral came. Generally speaking, the project had no more success in reducing the number of arrests or the severity of the offenses committed by sibling members of the family than they had with the primary referrals.

Using the same outcome indicators that we have used in the other tables in this section, we find that 18% of the project siblings were rearrested six months after referral while only 5.4% of the control siblings were rearrested. After one year, 21% of the project siblings were rearrested while only 11% of the control siblings had been rearrested.

Neither group of siblings committed as many offenses as the primary referrals, but of those rearrested, we see that the control siblings did slightly better than the experimental referrals during the first six months and slightly worse a year later. Considering the size of the two groups we felt there was very little significance in the severity data for siblings.

TABLE 24

NUMBER OF OFFENSES COMMITTED AND DISTRIBUTION OF THE MOST SEVERE OFFENSE COMMITTED BY EACH REFERRAL SIX MONTHS PRE, SIX MONTHS POST, ONE YEAR POST

Project: Alameda Delinquency Prevention Program
 Group or Sub-group: All Control and Experimental Siblings
 Number of Experimental Siblings: 61
 Number of Control Siblings: 56

NUMBER OF OFFENSES COMMITTED SIX MONTHS PRE, SIX MONTHS POST, ONE YEAR POST

DISTRIBUTION OF THE MOST SEVERE OFFENSE COMMITTED SIX MONTHS PRE, SIX MONTHS POST, ONE YEAR POST

	EXPERIMENTAL Siblings			CONTROL Siblings		
	6 Mo. Pre	6 Mo. Post	1 Yr. Post	6 Mo. Pre	6 Mo. Post	1 Yr. Post
<u>No Offenses</u>						
Number	52	50	48	48	53	50
% Arrested	14.8	18.0	21.3	14.3	5.4	10.7
<u>1 Offense</u>						
Number	7	6	7	5	2	3
Percent	77.8	54.5	53.8	62.5	66.3	50.0
<u>2+ Offenses</u>						
Number	2	5	6	3	1	3
Percent	22.2	45.5	46.2	37.5	33.7	50.0

	EXPERIMENTAL Siblings			CONTROL Siblings		
	6 Mo. Pre	6 Mo. Post	1 Yr. Post	6 Mo. Pre	6 Mo. Post	1 Yr. Post
<u>No Offenses</u>						
Number	52	50	48	48	53	50
% Arrested	14.8	18.0	21.3	14.3	5.4	10.7
<u>Delinquent Tendency</u>						
Number	2	5	6	2	0	1
Percent	22.2	45.5	46.2	25.0	0.0	16.7
<u>602 Misdemeanor</u>						
Number	4	2	2	2	3	3
Percent	44.4	18.2	13.4	25.0	100.0	50.0
<u>Drugs</u>						
Number	0	1	2	4	0	1
Percent	0.0	9.1	13.4	50.0	0.0	16.7
<u>Felony vs Property</u>						
Number	2	2	2	0	0	1
Percent	22.2	18.2	13.4	0.0	0.0	16.7
<u>Felony vs Person</u>						
Number	1	1	1	0	0	0
Percent	11.1	9.1	6.7	0.0	0.0	0.0

Note: Only five experimental siblings committed more than two offenses.

SET V

ARRESTS RESULTING IN REFERRAL TO PROBATION

With some minor exceptions, the internal evaluations of all four of these projects measured their success largely in terms of reducing the number of probation department rebookings, petition filings, and minimizing further court involvement with the juvenile. We discuss elsewhere the methodological problems we find in using probation bookings, petitions and wardships as criteria in assessing the effectiveness of diversion projects. One of the problems with these particular outcome criteria is that they are applied and controlled within the framework of research designs that deal with the juvenile exclusively in the context of his involvement with the probation department. This probation-based research simply doesn't account for a very significant amount of delinquent activity that is handled at the police level. In all these projects the extent of this activity was unknown to the probation department.

It is well understood that the police serve as the primary source of referrals to these projects, or for that matter, to probation. The data in this Set of tables furnishes some concrete information on the number of youth in these experiments that are handled by the police outside of probation.

The data suggests to us that if the number of rereferrals to probation is going to be used as one of the primary criteria for assessing outcome of projects like this, then it should be recognized that many discretionary dispositions take place at the police level that could have a profound influence on the number of rereferrals that get counted in strictly probation-based research.

Table 25, which summarizes the number of arrests which result in rereferral to probation for all the experimental and control referrals, shows that slightly more

than 30% of all the youth who are rearrested are cases which are closed by the police without involving probation.

There were approximately 25% fewer experimental referrals arrested and referred to probation than there were control referrals. This difference is somewhat surprising when we know from the data in table 19 that there is very little difference in the pre and post arrest and severity characteristics of the experimental and control referrals. One might think that there would be a tendency for the police to rerefer more of the multiple arrest cases to probation than the first and second time arrest cases, but the data in table 25 does not support this.

Our data didn't reveal much more about the nature or the extent of the police diversion activity. But to know that 30% of the youth under study in these probation experiments are also being handled by the police in ways that are entirely unknown to the probation or the project obviously has some programatic as well as research implications. For one thing, the methodology in research tracking studies like this should start building study designs that can account for the juvenile at every place where he is involved with the juvenile justice system rather than just in probation.

It was apparent to us in working with the police that the attitude of the police departments is changing from one of strictly enforcement to one of thinking that the counseling opportunity in a police setting can be just as effective, appropriate and more timely than counseling done in a probation department or anywhere else.

There were police juvenile diversion units in all four counties where the projects were located. We worked closely with them in the course of collecting our data. These units were staffed with specially selected and trained juvenile officers.

We can't comment about their treatment or service philosophy except to observe that the police feel that the counseling they do in the semi-authoritarian atmosphere of a police department where there is complete and immediate knowledge of the incident and, in most cases, of the family situation as well, is just as likely to influence behavior as the counseling done later in any other setting.

TABLE 25

NUMBER AND PERCENT OF ARRESTS RESULTING
IN REFERRAL TO PROBATION DEPARTMENT

Project: All Diversion Projects in Cluster

Group or Sub-group: All Law Enforcement and Probation Referrals to Experimental and Control Groups

EXPERIMENTAL					CONTROL				
SIX MONTHS PRE			No. & % of arrests resulting in referral to probation		SIX MONTHS POST			No. & % of arrests resulting in referral to probation	
No. of juveniles	No. times arrested	No. of arrests	No.	%	No. of juveniles	No. times arrested	No. of arrests	No.	%
137	1	137	73	53.3%	127	1	127	83	65.4%
40	2	80	43	53.8	61	2	122	76	62.3
18	3	54	27	50.0	31	3	93	56	60.2
6	4	24	7	29.2	14	4	56	31	55.4
3	5	15	4	26.7	4	5	20	15	75.0
0	6	0	0	0.0	2	6	12	6	50.0
2	7	14	2	14.3	1	7	7	3	42.9
0	8	0	0	0.0	1	8	8	2	25.0
1	20	20	1	5.0					
<u>207</u>		<u>344</u>	<u>157</u>	<u>45.6%</u>	<u>241</u>		<u>445</u>	<u>272</u>	<u>61.1%</u>
EXPERIMENTAL					CONTROL				
SIX MONTHS PRE			No. & % of arrests resulting in referral to probation		SIX MONTHS POST			No. & % of arrests resulting in referral to probation	
No. of juveniles	No. times arrested	No. of arrests	No.	%	No. of juveniles	No. times arrested	No. of arrests	No.	%
27	1	27	16	59.3%	37	1	37	35	94.6
6	2	12	6	50.0	19	2	38	31	81.6
1	3	3	3	100.0	2	3	6	5	83.3
3	4	12	3	25.0	4	4	16	14	87.5
2	5	10	5	50.0	4	5	20	4	20.0
0	6	0	0	0.0	1	6	6	4	66.7
<u>39</u>		<u>64</u>	<u>33</u>	<u>51.6%</u>	<u>67</u>		<u>123</u>	<u>93</u>	<u>75.6%</u>

TABLE 26

NUMBER AND PERCENT OF ARRESTS RESULTING
IN REFERRAL TO PROBATION DEPARTMENT

Project: Sacramento 601 Delinquency Prevention Project

Group or Sub-group: 20% Sample of all Experimental and Control Referrals

Number of Experimental Referrals: 144

Number of Control Referrals: 98

EXPERIMENTAL					CONTROL				
SIX MONTHS PRE			No. & % of arrests resulting in referral to probation		SIX MONTHS POST			No. & % of arrests resulting in referral to probation	
No. of juveniles	No. times arrested	No. of arrests	No.	%	No. of juveniles	No. times arrested	No. of arrests	No.	%
34	1	34	13	38.2%	39	1	39	24	64.1%
11	2	22	10	45.5	17	2	34	21	61.7
4	3	12	5	41.6	10	3	30	16	53.3
2	4	8	1	12.5	5	4	20	13	53.3
0	5	0	0	0.0	2	5	10	7	70.0
0	6	0	0	0.0	2	6	12	6	50.0
0	7	0	0	0.0	1	7	7	3	42.8
<u>51</u>		<u>76</u>	<u>29</u>	<u>38.2%</u>	<u>76</u>		<u>152</u>	<u>90</u>	<u>59.8%</u>
EXPERIMENTAL					CONTROL				
SIX MONTHS PRE			No. & % of arrests resulting in referral to probation		SIX MONTHS POST			No. & % of arrests resulting in referral to probation	
No. of juveniles	No. times arrested	No. of arrests	No.	%	No. of juveniles	No. times arrested	No. of arrests	No.	%
20	1	20	12	60.0%	34	1	34	31	91.2%
1	2	2	1	100.0	15	2	30	24	80.0
1	3	3	3	100.0	1	3	3	2	66.6
3	4	12	3	25.0	4	4	16	14	87.5
0	5	0	0	0.0	4	5	20	4	20.2
0	6	0	0	0.0	1	6	6	4	66.7
<u>25</u>		<u>37</u>	<u>19</u>	<u>52.7%</u>	<u>59</u>		<u>109</u>	<u>79</u>	<u>72.5%</u>

TABLE 27

NUMBER AND PERCENT OF ARRESTS RESULTING
IN REFERRAL TO PROBATION DEPARTMENT

Project: Yolo Youth Service Bureau

Group or Sub-group: All Law Enforcement and Probation Referrals to Project

Number of Referrals: 72

SIX MONTHS PRE					SIX MONTHS POST				
No. of juveniles	No. times arrested	No. of arrests	No. & % of arrests resulting in referral to probation		No. of juveniles	No. times arrested	No. of arrests	No. & % of arrests resulting in referral to probation	
			No.	%				No.	%
57	1	57	46	80.7%	42	1	42	30	71.4%
12	2	24	21	87.5	14	2	28	17	60.7
1	3	3	2	66.7	9	3	27	18	66.7
1	4	4	3	75.0	2	4	8	7	87.5
<u>1</u>	20	<u>20</u>	<u>1</u>	<u>5.0</u>	<u>0</u>	5	<u>0</u>	<u>0</u>	<u>0.0</u>
72		108	73	67.6%	67		105	72	68.6%

TABLE 28
NUMBER AND PERCENT OF ARRESTS RESULTING
IN REFERRAL TO PROBATION DEPARTMENT

Project: Richmond Probation Intervention Unit
Group or Sub-group: All First Year Referrals and All Referrals Rejected by Project
Number of Experimental Referrals: 108
Number of Referrals Rejected by Project: 24

EXPERIMENTAL

SIX MONTHS PRE					SIX MONTHS POST				
No. of juveniles	No. times arrested	No. of arrests	No. & % of arrests resulting in referral to probation		No. of juveniles	No. times arrested	No. of arrests	No. & % of arrests resulting in referral to probation	
			No.	%				No.	%
33	1	33	9	27.3	29	1	29	16	55.2
12	2	24	6	25.0	19	2	38	20	52.6
7	3	21	10	47.6	4	3	12	9	75.0
0	4	0	0	0.0	4	4	16	7	43.8
2	5	10	2	20.0	1	5	5	5	100.0
0	6	0	0	0.0	0	6	0	0	0.0
2	7	14	2	14.3	0	7	0	0	0.0
<u>56</u>		<u>102</u>	<u>29</u>	<u>28.4%</u>	<u>1</u>	<u>8</u>	<u>8</u>	<u>2</u>	<u>25.0</u>
					<u>58</u>		<u>108</u>	<u>59</u>	<u>54.6%</u>

REJECTED BY PROJECT

SIX MONTHS PRE					SIX MONTHS POST				
No. of juveniles	No. times arrested	No. of arrests	No. & % of arrests resulting in referral to probation		No. of juveniles	No. times arrested	No. of arrests	No. & % of arrests resulting in referral to probation	
			No.	%				No.	%
7	1	7	1	14.3	7	1	7	5	71.4
3	2	6	3	50.0	5	2	10	7	70.0
2	3	6	2	33.3	5	3	15	8	55.3
3	4	12	3	25.0	2	4	8	2	25.0
1	5	5	2	40.0	1	5	5	3	60.0
<u>16</u>		<u>36</u>	<u>11</u>	<u>30.6%</u>	<u>20</u>		<u>45</u>	<u>25</u>	<u>55.6%</u>

TABLE 29

NUMBER AND PERCENT OF ARRESTS RESULTING
IN REFERRAL TO PROBATION DEPARTMENT

Project: Alameda Delinquency Prevention Program
 Group or Sub-group: All Experimental, Control and Sibling Referrals
 Number of Experimental Referrals: 33
 Number of Control Referrals: 23
 Number of Experimental Siblings: 61
 Number of Control Siblings: 56

EXPERIMENTAL					EXPERIMENTAL				
SIX MONTHS PRE			No. & % of arrests resulting in referral to probation		SIX MONTHS POST			No. & % of arrests resulting in referral to probation	
No. of juveniles	No. times arrested	No. of arrests	No.	%	No. of juveniles	No. times arrested	No. of arrests	No.	%
6	1	6	5	83.3%	10	1	10	8	80.0%
2	2	4	3	75.0	6	2	12	9	75.0
4	3	12	8	66.7	3	3	9	5	55.6
0	4	0	0	0.0	1	4	4	2	50.0
<u>12</u>		<u>22</u>	<u>16</u>	<u>72.7%</u>	<u>20</u>		<u>35</u>	<u>24</u>	<u>68.6%</u>

CONTROL					CONTROL				
SIX MONTHS PRE			No. & % of arrests resulting in referral to probation		SIX MONTHS POST			No. & % of arrests resulting in referral to probation	
No. of juveniles	No. times arrested	No. of arrests	No.	%	No. of juveniles	No. times arrested	No. of arrests	No.	%
7	1	7	4	57.1%	4	1	4	4	100.0%
4	2	8	5	62.5	4	2	8	7	87.5
0	3	0	0	0.0	1	3	3	3	100.0
0	4	0	0	0.0	0	4	0	0	0.0
<u>2</u>	<u>5</u>	<u>10</u>	<u>5</u>	<u>50.0</u>	<u>0</u>	<u>5</u>	<u>0</u>	<u>0</u>	<u>0.0</u>
<u>13</u>		<u>25</u>	<u>14</u>	<u>56.0%</u>	<u>9</u>		<u>15</u>	<u>14</u>	<u>93.3%</u>

SIBLINGS EXPERIMENTAL					SIBLINGS EXPERIMENTAL				
SIX MONTHS PRE			No. & % of arrests resulting in referral to probation		SIX MONTHS POST			No. & % of arrests resulting in referral to probation	
No. of juveniles	No. times arrested	No. of arrests	No.	%	No. of juveniles	No. times arrested	No. of arrests	No.	%
7	1	7	6	85.7%	6	1	6	2	33.3%
2	2	4	4	100.0	5	2	10	7	70.0
<u>9</u>		<u>11</u>	<u>10</u>	<u>90.9%</u>	<u>11</u>		<u>16</u>	<u>9</u>	<u>37.5%</u>

SIBLING CONTROL					SIBLING CONTROL				
SIX MONTHS PRE			No. & % of arrests resulting in referral to probation		SIX MONTHS POST			No. & % of arrests resulting in referral to probation	
No. of juveniles	No. times arrested	No. of arrests	No.	%	No. of juveniles	No. times arrested	No. of arrests	No.	%
5	1	5	4	80.0%	2	1	2	1	50.0%
3	2	6	4	66.6	1	2	2	0	0.0
<u>8</u>		<u>11</u>	<u>8</u>	<u>72.7%</u>	<u>3</u>		<u>4</u>	<u>1</u>	<u>25.0%</u>

SET VI

PROBATION AND COURT DISPOSITIONS OF ALL REREFERRALS
TO PROBATION DEPARTMENT

Much of the theoretical rationale for diversion focuses on the prospects of being able to minimize or avoid the need for court adjudication in many juvenile cases. There is a growing professional concern that the limited sentencing alternatives available to the courts are neither necessary nor appropriate for handling many juvenile cases. It is not surprising, therefore, to see so much of the research on the diversion concept relying heavily upon departmental and court decisions as impact criteria.

This Set of tables contains our analysis of all the probation and court dispositions on the experimental and control rereferrals. Looking at the cluster as a whole in table 30, it is readily apparent that the projects were able to effect a considerable reduction in the number of petition filings in comparison to the control groups. Petition filings on the experimental group are 50% lower in the first six months after referral and 56% lower than control a year later.

When petitions were filed, the courts declared 20% fewer wardships for project youth than they did for the control group. Overall, the courts dismissed from 50 to 200% more of the petitions on the project referrals than they did on the control referrals. Formal probation, as a sentence, however, is used much more frequently with project cases.

As one would expect, departmental decisions resulted in 48% more of the project cases either being dismissed, counseled and released or returned to project than control. About 44% more of the control cases are placed on informal probation. The same pattern holds true both six months and a year after referral.

The percentage comparisons we have made from table 30 vary slightly between projects, but the general outcomes are the same throughout the cluster. The project which had the lowest percentage of petitions filed was Yolo at 21% and Richmond had the highest at 41%. The number of wardships sustained on project cases varied from a low of 17% in Alameda to a high of 83% in Sacramento. One of the primary reasons that we feel accounts for the exceptionally low number of wardships in Alameda is discussed in Section VI of the report. Formal probation was used more by the courts on project cases and informal probation was used more frequently on control cases.

In every project, more than 50% of the experimental cases coming back to probation on subsequent offenses were either dismissed, counseled and released or returned to the project. In the Sacramento and Alameda projects these dispositions ran as high as 75%.

TABLE 30

DEPARTMENTAL AND COURT DISPOSITION OF ALL REFERRALS
TO PROBATION DEPARTMENT
SIX MONTHS POST, ONE YEAR POST

Project: All Diversion Projects in Cluster

Group or Sub-group: All Law Enforcement and Probation Referrals to Experimental and Control Groups

	<u>SIX MONTHS POST</u>		<u>ONE YEAR POST</u>	
	<u>Experimental</u>	<u>Control</u>	<u>Experimental</u>	<u>Control</u>
<u>Total Arrests Resulting in Referral to Probation</u>	<u>272</u>	<u>93</u>	<u>406</u>	<u>129</u>
<u>Dismissed</u>				
Number	57	18	76	26
Percent	21.0	19.4	18.7	20.5
<u>Counselled and Released</u>				
Number	88	18	123	26
Percent	32.4	19.4	30.3	20.5
<u>Returned to Project</u>				
Number	17	0	20	0
Percent	6.3	0.0	4.9	0.0
<u>Informal Probation</u>				
Number	24	12	38	15
Percent	8.8	12.8	9.4	11.0
<u>Petition Filed</u>				
Number	86	45	149	62
Percent	31.5	48.4	36.7	48.0
	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>
<u>Court Disposition of Petitions Filed</u>				
<u>Petition Dismissed</u>				
Number	7	2	15	2
Percent	8.1	4.4	10.1	3.2
<u>Formal Probation</u>				
Number	14	2	19	2
Percent	16.3	4.4	12.8	3.2
<u>Made Ward</u>				
Number	65	41	115	58
Percent	75.6	91.2	77.2	93.6
	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>

TABLE 31

DEPARTMENTAL AND COURT DISPOSITION OF ALL REFERRALS
TO PROBATION DEPARTMENT
SIX MONTHS POST, ONE YEAR POST

Project: Sacramento 601 Diversion Project

Group or Sub-group: 20% Sample of all Experimental and Control Referrals

	<u>SIX MONTHS POST</u>		<u>ONE YEAR POST</u>	
	<u>Experimental</u>	<u>Control</u>	<u>Experimental</u>	<u>Control</u>
<u>Total Arrests Resulting in Referral to Probation</u>	<u>90</u>	<u>79</u>	<u>135</u>	<u>114</u>
<u>Dismissed</u>				
Number	31	16	43	23
Percent	34.4	20.3	31.9	20.2
<u>Counselled and Released</u>				
Number	31	13	39	21
Percent	34.4	16.5	28.9	18.4
<u>Informal Probation</u>				
Number	4	10	7	13
Percent	4.4	12.7	5.2	11.4
<u>Petition Filed</u>				
Number	24	40	46	57
Percent	<u>26.7</u>	<u>50.6</u>	<u>34.1</u>	<u>50.0</u>
	100.0%	100.0%	100.0%	100.0%
<u>Court Disposition of Petitions Filed</u>				
<u>Petition Dismissed</u>				
Number	1	1	2	1
Percent	4.2	2.5	4.3	1.8
<u>Formal Probation</u>				
Number	3	1	4	1
Percent	12.5	2.5	8.7	1.8
<u>Made Ward</u>				
Number	20	38	40	55
Percent	<u>83.3</u>	<u>95.0</u>	<u>87.0</u>	<u>96.5</u>
	100.0%	100.0%	100.0%	100.0%

TABLE 32

DISPOSITION OF ALL REFERRALS TO PROBATION DEPARTMENT,
SIX MONTHS POST, ONE YEAR POST

Project: Yolo Youth Service Bureau
Group or Sub-group: All Police and Law Enforcement Referrals to
 Probation Department

	<u>SIX MONTHS POST</u>	<u>ONE YEAR POST</u>
<u>Total Arrests Resulting in Referral to Probation</u>	<u>72</u>	<u>113</u>
<u>Dismissed</u>		
Number	5	5
Percent	6.9	4.4
<u>Counselled and Released</u>		
Number	31	48
Percent	43.1	42.5
<u>Returned to Project</u>		
Number	9	11
Percent	12.5	9.7
<u>Informal Probation</u>		
Number	12	19
Percent	16.7	16.9
<u>Petition Filed</u>		
Number	15	30
Percent	20.8	26.5
	<u>100.0%</u>	<u>100.0%</u>
<u>Court Disposition of Petitions Filed</u>		
<u>Petition Dismissed</u>		
Number	1	5
Percent	6.7	16.7
<u>Formal Probation</u>		
Number	2	2
Percent	13.3	6.7
<u>Made Ward</u>		
Number	12	23
Percent	80.0	76.6
	<u>100.0%</u>	<u>100.0%</u>

TABLE 33

DEPARTMENTAL AND COURT DISPOSITION OF ALL REFERRALS
TO PROBATION DEPARTMENT
SIX MONTHS POST, ONE YEAR POST

Project: Richmond Intervention Unit

Group or Sub-group: All First Year Referrals and all Referrals Rejected by Project

Number of Experimental Referrals: 108

Number of Referrals Rejected by Project: 24

<u>Total Arrests Resulting in Referral to Probation</u>	<u>SIX MONTHS POST</u>		<u>ONE YEAR POST</u>	
	<u>Experimental</u>	<u>Rejected by Project</u>	<u>Experimental</u>	<u>Rejected by Project</u>
TOTAL	<u>59</u>	<u>25</u>	<u>86</u>	<u>35</u>
<u>Dismissed</u>				
Number	10	3	14	4
Percent	16.9	12.0	16.3	11.4
<u>Counseled and Released</u>				
Number	14	1	18	1
Percent	23.7	4.0	20.9	2.9
<u>Returned to Project</u>				
Number	5	2	6	2
Percent	8.5	8.0	7.0	5.7
<u>Informal Probation</u>				
Number	6	2	10	2
Percent	10.2	8.0	11.6	5.7
<u>Petition Filed</u>				
Number	24	17	38	26
Percent	<u>40.7</u>	<u>68.0</u>	<u>44.2</u>	<u>74.3</u>
	100.0%	100.0%	100.0%	100.0%
<u>Court Disposition of Petition Filed</u>				
<u>Petition Dismissed</u>				
Number	2	0	4	0
Percent	8.3	0.0	10.5	0.0
<u>Formal Probation</u>				
Number	5	2	7	4
Percent	20.8	11.8	18.4	15.4
<u>Made Ward</u>				
Number	17	15	27	22
Percent	<u>70.8</u>	<u>88.2</u>	<u>71.1</u>	<u>84.6</u>
	100.0%	100.0%	100.0%	100.0%

TABLE 34

DEPARTMENTAL AND COURT DISPOSITIONS OF ALL REFERRALS TO PROBATION DEPARTMENT
SIX MONTHS POST, ONE YEAR POST

Project: Alameda Delinquency Prevention Program

Group or Sub-group: All Experimental, Control and Sibling Referrals to Project

	SIX MONTHS POST		ONE YEAR POST		SIX MONTHS POST		ONE YEAR POST	
	<u>Experimental</u>	<u>Control</u>	<u>Experimental</u>	<u>Control</u>	<u>Sibling Experimental</u>	<u>Sibling Control</u>	<u>Sibling Experimental</u>	<u>Sibling Control</u>
<u>Total Arrests Resulting in Referral to Probation</u>	<u>24</u>	<u>14</u>	<u>37</u>	<u>15</u>	<u>9</u>	<u>1</u>	<u>16</u>	<u>4</u>
<u>Dismissed</u>								
Number	6	2	10	3	1	0	4	0
Percent	25.0	14.3	27.0	20.0	11.1	0.0	25.0	0.0
<u>Counselled and Released</u>								
Number	11	5	17	5	1	1	4	2
Percent	45.8	35.7	45.9	33.3	11.1	100.0	25.0	50.0
<u>Returned to Project</u>								
Number	1	0	1	0	3	0	3	0
Percent	4.2	0.0	2.7	0.0	33.3	0.0	18.7	0.0
<u>Informal Probation</u>								
Number	0	2	0	2	0	0	0	1
Percent	0.0	14.3	0.0	13.4	0.0	0.0	0.0	25.0
<u>Petition Filed</u>								
Number	6	5	9	5	4	0	5	1
Percent	<u>25.0</u>	<u>35.7</u>	<u>24.4</u>	<u>33.3</u>	<u>44.5</u>	<u>0.0</u>	<u>31.3</u>	<u>25.0</u>
	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
<u>Court Disposition of Petitions Filed</u>								
<u>Petition Dismissed</u>								
Number	3	1	4	1	0	0	0	0
Percent	50.0	20.0	44.4	20.0	0.0	0.0	0.0	0.0
<u>Formal Probation</u>								
Number	2	1	2	1	2	0	2	1
Percent	33.3	20.0	22.2	20.0	50.0	0.0	40.0	100.0
<u>Made Ward</u>								
Number	1	3	3	3	2	0	3	0
Percent	<u>16.7</u>	<u>60.0</u>	<u>33.4</u>	<u>60.0</u>	<u>50.0</u>	<u>0.0</u>	<u>60.0</u>	<u>0.0</u>
	100.0%	100.0%	100.0%	100.0%	100.0%	0.0%	100.0%	100.0%

SET VII

CHANGES IN THE NUMBER AND AVERAGE NUMBER OF OFFENSES
COMMITTED BY OFFENSE CATEGORY

The tables in Set IV analyzed total arrests for incidence and severity of the offenses committed. We concluded from those tables that the project group had 37% fewer arrests than the control group six months after referral and 30% fewer arrests a year after referral.

This Set of tables is a refinement of the data in Set IV. It examines changes in the offenses committed from the standpoint of particular offense categories. Our purpose in constructing this Set of tables was to determine whether or not the projects were more successful in dealing with one type of offense than another.

The general conclusion we reached from table 35 was that six months after referral both project and control had considerable success with petty theft and malicious mischief referrals. The projects had considerably more success than control in reducing the average number of offenses both six months and a year after referral.

Sacramento 601 Delinquency Diversion Project - Table 36

Considering the fact that 80 to 90% of the referrals for both project and control involved delinquent tendencies, the results obtained for this particular category are probably the most significant in the table.

As can be seen from table 36, there is no difference in the results between project and control in the treatment outcome of delinquent tendency cases. For those categories where the differences in the average number of arrests are greater, the small number of referrals would make comparisons very suspect.

In every offense category, the average number of offenses increased above pre-project levels for both experimental and control.

The average number of offenses committed over the eighteen-month period the groups were tracked doubles for the project referrals and triples, approximately, for the control referrals.

For the largest referral category, delinquent tendency, there is absolutely no difference in the results obtained between project and control either six months or a year after referral. Both project and control did better with petty theft and malicious mischief cases than any other. Both reduced the average number of offenses temporarily, but a year after referral the average number of offenses had increased again to pre-referral levels.

The average number of pre-project felony vs. property offenses were about the same for both groups, but the project had far greater success with these cases than did control. Long-term success with dangerous drug offenses was about the same for both groups.

Yolo Youth Services Bureau - Table 37

The average number of post-referral offenses committed by the youths in the Yolo project was 75% lower than any other project. Among the eight referral categories, petty theft and malicious mischief cases show the most significant improvement six months after referral.

Part of the explanation for these exceptional results, in our opinion, is related to the fact that Yolo had a very disproportionate percentage of referrals for petty theft and malicious mischief offenses. While it is true that these are more serious offenses than delinquent tendencies, they are also the two offense

categories with which all the projects seem to have success. Yolo had 50% of their referrals in these categories compared to 5 - 15% in the other projects.

A year after referral both categories had increased to their pre-project levels. For the remaining categories, the average number of offenses committed over the pre-project levels doubled and in some cases tripled.

For the project as a whole, the data in table 37 shows that while Yolo was able to substantially reduce the number of referrals being rearrested, those that are rearrested seem to commit just as many or more offenses than they did six months before referral.

Richmond Probation Intervention Unit - Table 38

Both the Richmond and Sacramento projects were very much alike. Both projects operated under similar treatment philosophies, and over 80% of the referrals to each project committed delinquent tendency offenses. By comparing the data in table 36 it can be seen that there is very little difference in the outcome on delinquent tendency cases. It appears from our data that both projects achieved similar overall post-project results.

There was a significant difference, however, in the results that the project obtained with their delinquent tendency cases as compared to the reference group which was composed of those referrals rejected by the project. There was a 90% difference in the average number of delinquent tendency offenses six months after referral and a 100% difference a year later. The project was successful in treating its 13 petty theft and malicious mischief cases. None of the malicious mischief referrals committed offenses six months after referral and in only one case was there an arrest a year later.

Alameda Delinquency Prevention Program - Table 39

On the whole, the referrals to this project committed about the same average number of offenses as Sacramento and Richmond. In comparing these results to the other projects, one has to recognize again that the Alameda referrals were subjected to a much longer and more intensive level of treatment than in the other two projects. The project didn't do as well with the delinquent tendency and petty theft cases, where about 69% of the offenses occurred, as Sacramento and Richmond.

The project had some initial success with alcohol and marijuana and felony vs. property cases but the average number of offenses increased a year later.

What is more significant is the comparison between the project and its own control group. It is evident from the table that the control group did considerably better with every referral category they handled than the project.

The bulk of the referrals handled by control were also for delinquent tendencies and petty theft. Control's results with these two categories was even more favorable in comparison to the project's than any of the other offense categories. Overall, the average number of offenses committed by the control referrals was 43% better six months after referral and 60% better a year after referral.

TABLE 35

NUMBER OF OFFENSES COMMITTED SIX MONTHS PRE, SIX MONTHS POST AND ONE YEAR POST
BY THE ORIGINAL REASON FOR REFERRAL TO PROJECT

Project: All Diversion Projects in Cluster

Group or Sub-group: All Law Enforcement and Probation Referrals to Experimental and Control

<u>SIX MONTHS PRE</u>		<u>Original Reason for Referral</u>	<u>SIX MONTHS POST</u>		<u>ONE YEAR POST</u>	
<u>No. of Offenses</u>	<u>Average No. Offenses</u>		<u>No. of Offenses</u>	<u>Average No. Offenses</u>	<u>No. of Offenses</u>	<u>Average No. Offenses</u>
344	0.6	<u>Experimental</u>	445	0.8	713	1.2
208	0.7	Delinquent Tendency	314	1.0	476	1.5
60	0.5	Petty Theft	45	0.4	72	0.7
28	0.6	Malicious Mischief	17	0.3	34	0.7
8	0.4	Other Misdemeanors	10	0.5	45	2.4
13	0.4	Alcohol-Marijuana	22	0.6	35	1.0
1	0.1	Dangerous Drug Felony	8	1.1	9	1.3
23	0.7	Felony vs Property	21	0.6	33	1.0
3	0.2	Felony vs Person	8	0.6	9	0.6
62	0.5	<u>Control</u>	124	1.0	189	1.6
42	0.4	Delinquent Tendency	101	1.0	146	1.5
7	1.4	Petty Theft	3	0.6	7	1.4
6	3.0	Malicious Mischief	2	1.0	7	3.5
0	0.0	Other Misdemeanors	0	0.0	0	0.0
0	0.0	Alcohol-Marijuana	0	0.0	0	0.0
0	0.0	Dangerous Drug Felony	1	0.3	4	1.3
6	0.6	Felony vs Property	16	1.6	22	2.2
1	0.3	Felony vs Person	1	0.3	3	1.0

TABLE 36

NUMBER OF OFFENSES COMMITTED SIX MONTHS PRE, SIX MONTHS POST AND ONE YEAR POST
BY THE ORIGINAL REASON FOR REFERRAL TO PROJECT

Project: Sacramento 601 Delinquency Diversion Project
Group or Sub-group: 20% Sample of all Control and Experimental Referrals
Total Number of Referrals: 225

<u>SIX MONTHS PRE</u>		<u>Original Reason for Referral</u>	<u>SIX MONTHS POST</u>		<u>ONE YEAR POST</u>	
<u>No. of Offenses</u>	<u>Average No. Offenses</u>		<u>No. of Offenses</u>	<u>Average No. Offenses</u>	<u>No. of Offenses</u>	<u>Average No. Offenses</u>
76	0.5	<u>Experimental</u>	152	1.1	232	1.6
70	0.5	Delinquent Tendency	139	1.0	213	1.6
1	0.2	Petty Theft	5	1.0	11	2.2
3	1.5	Malicious Mischief	5	2.5	5	2.5
1	0.5	Alcohol-Marijuana	1	0.5	1	0.5
1	1.0	Dangerous Drug Felony	1	1.0	1	1.0
0	0.0	Felony vs. Property	0	0.0	0	0.0
0	0.0	Felony vs. Person	1	1.0	1	1.0
37	0.4	<u>Control</u>	109	1.1	169	1.7
32	0.4	Delinquent Tendency	89	1.0	132	1.5
1	0.5	Petty Theft	2	1.0	5	2.5
1	1.0	Malicious Mischief	1	1.0	4	4.0
0	0.0	Dangerous Drug Felony	1	1.0	4	4.0
3	0.4	Felony vs. Property	16	2.0	22	2.7
0	0.0	Felony vs. Person	0	0.0	2	2.0

TABLE 37

NUMBER OF OFFENSES COMMITTED SIX MONTHS PRE, SIX MONTHS POST AND ONE YEAR POST
BY THE ORIGINAL REASON FOR REFERRAL TO PROJECT

Project: Yolo Youth Service Bureau

Group or Sub-group: All Law Enforcement and Probation Referrals to Project

Total Number of Referrals to Project: 279

<u>SIX MONTHS PRE</u>			<u>SIX MONTHS POST</u>		<u>ONE YEAR POST</u>	
<u>No. of Offenses</u>	<u>Average No. Offenses</u>	<u>Original Reason for Referral</u>	<u>No. of Offenses</u>	<u>Average No. Offenses</u>	<u>No. of Offenses</u>	<u>Average No. Offenses</u>
108	0.4	<u>Experimental</u>	105	0.4	202	0.7
19	0.3	Delinquent Tendency	30	0.5	48	0.7
46	0.5	Petty Theft	29	0.3	44	0.5
25	0.6	Malicious Mischief	12	0.3	28	0.6
7	0.4	Other Misdemeanors	9	0.5	43	2.5
4	0.2	Alcohol-Marijuana	9	0.4	16	0.7
0	0.0	Dangerous Drug Felony	2	0.5	3	0.7
4	0.2	Felony vs. Property	8	0.4	13	0.6
3	0.3	Felony vs. Person	6	0.5	7	0.6

TABLE 38

NUMBER OF OFFENSES COMMITTED SIX MONTHS PRE, SIX MONTHS POST AND ONE YEAR POST
BY THE ORIGINAL REASON FOR REFERRAL TO PROJECT

Project: Richmond Probation Intervention Unit

Group or Sub-group: All First Year Referrals and all Referrals Rejected by Project

Number of Experimental Referrals: 108

Number of Referrals Rejected by Project: 24

<u>SIX MONTHS PRE</u>			<u>SIX MONTHS POST</u>		<u>ONE YEAR POST</u>	
<u>No. of Offenses</u>	<u>Average No. Offenses</u>	<u>Original Reason for Referral</u>	<u>No. of Offenses</u>	<u>Average No. Offenses</u>	<u>No. of Offenses</u>	<u>Average No. Offenses</u>
102	0.9	<u>Experimental</u>	108	1.0	158	1.5
84	0.9	Delinquent Tendency	87	1.0	127	1.5
10	1.1	Petty Theft	7	0.8	10	1.1
0	0.0	Malicious Mischief*	0	0.0	1	0.3
5	0.6	Alcohol-Marijuana	10	1.1	14	1.6
0	0.0	Felony Dangerous Drug	0	0.0	0	0.0
3	3.0	Felony vs. Property	4	4.0	6	6.0
36	1.5	<u>Rejected by Project</u>	45	1.9	71	3.0
22	1.1	Delinquent Tendency	38	1.9	62	3.1
0	0.0	Petty Theft	0	0.0	0	0.0
0	0.0	Malicious Mischief	0	0.0	0	0.0
0	0.0	Alcohol-Marijuana	0	0.0	0	0.0
0	0.0	Felony Dangerous Drug	0	0.0	0	0.0
14	3.5	Felony vs. Property	7	1.8	9	2.3

*The 3 referrals who were referred for Malicious Mischief committed no offenses six months pre or six months post.

TABLE 39

NUMBER OF OFFENSES COMMITTED SIX MONTHS PRE, SIX MONTHS POST AND ONE YEAR POST
BY THE ORIGINAL REASON FOR REFERRAL TO PROJECT

Project: Alameda Delinquency Prevention Project
Group or Sub-group: All Control and Experimental Referrals
Total Number of Referrals: 56

<u>SIX MONTHS PRE</u>			<u>SIX MONTHS POST</u>		<u>ONE YEAR POST</u>	
<u>No. of Offenses</u>	<u>Average No. Offenses</u>	<u>Original Reason for Referral</u>	<u>No. of Offenses</u>	<u>Average No. Offenses</u>	<u>No. of Offenses</u>	<u>Average No. Offenses</u>
22	0.7	<u>Experimental</u>	35	1.1	50	1.5
13	0.8	Delinquent Tendency	20	1.2	26	1.6
3	1.5	Petty Theft	4	2.0	7	3.5
0	0.0	Malicious Mischief	0	0.0	0	0.0
1	1.0	Other Misdemeanors	1	1.0	2	2.0
3	1.0	Alcohol-Marijuana	2	0.7	4	1.3
0	0.0	Dangerous Drug Felony	5	2.5	5	2.5
2	0.4	Felony vs. Property	2	0.4	5	1.0
0	0.0	Felony vs. Person	1	0.5	1	0.5
25	1.1	<u>Control</u>	15	0.6	20	0.9
10	0.8	Delinquent Tendency	12	0.9	14	1.1
6	2.0	Petty Theft	1	0.3	2	0.7
5	5.0	Malicious Mischief	1	1.0	3	3.0
0	0.0	Dangerous Drug Felony	0	0.0	0	0.0
3	1.5	Felony vs. Property	0	0.0	0	0.0
1	0.5	Felony vs. Person	1	0.5	1	0.5

SET VIII

PRE AND POST CHANGES IN THE SEVERITY OF OFFENSES COMMITTED BY OFFENSE CATEGORY

The tables in Set VII analyzed pre and post changes in the average number of offenses. The tables in Set VIII look at the same offenses considered in Set VII but examines the referrals for changes in severity. Change in severity in these tables is determined by distributing the single most severe offense the referrals committed throughout the various offense categories. The tables were constructed primarily as a way of showing the relative success the projects had in dealing with the various offense categories.

In studying the tables it may be helpful to the reader to mention one or two points about the way the tables were constructed. The vertical axis shows the number and percent of the referrals which were made for each referral category. The single most serious offense the referral's committed is then distributed along the horizontal axis into one of the eight major offense categories. The number and percentage of the referrals who commit no offenses are also shown in order to account for all of the referrals. We also consider this as an indication of a project's success with a particular offense category.

To illustrate, table 40 shows that 48% of the experimental group and 43% of the control delinquent tendency cases had no arrests at all six months after referral. Of the cases that were rearrested 44% were rearrested for more serious violations while only 33% of the control cases committed more serious offenses. Almost the same pattern continues one year later. Of the petty theft referrals, the table shows that considerably fewer of the experimental cases were rearrested six months after referral, but 30% of both the experimental and control cases that

were rearrested committed more serious offenses.

In the other offense categories the project did better than control with the felony vs. property referrals both six months and a year after referral. The projects didn't do as well as the control group with dangerous drug and felony vs. person referrals.

Sacramento 601 Delinquency Diversion - Table 41

Since over 90% of the referrals to this project were delinquent tendency and petty theft cases we limited our comments on this table to just these two categories.

The project had about 15% fewer of its delinquent tendency referrals re-arrested six months and a year after referral than control. Thirty-five percent of those that were rearrested in both project and control committed more serious offenses. This percentage remained about the same six months and a year later.

The project had considerably more success than control in reducing the number of petty theft arrests up to six months after referral, but by a year later every petty theft referral had been rearrested at least once in both groups. The severity of the project offenses, however, didn't change while control's offenses became more serious.

Yolo Youth Services Bureau - Table 42

For every referral category the Yolo project had a higher percentage of its referrals committing no offenses than any other in the cluster. Only 24% were re-arrested six months after referral and 32% a year later. These are the results on severity:

- Fifty percent of the delinquent tendency cases committed a more serious offense.
- Thirty percent of the petty theft cases committed more serious violations.
- Forty-three percent of the malicious mischief cases committed more serious offenses six months after referral and 76% a year later.
- Fifty percent of the other misdemeanor cases committed more serious offenses six months and a year after referral.
- Fifty percent of the alcohol-marijuana cases committed a more serious offense six months and a year after referral.
- For the three categories of dangerous drugs, felony vs. property and felony vs. person, the rearrests were not for more serious offenses.

Richmond Probation Intervention Unit - Table 43

Over 80% of the referrals to this project were also for delinquent tendencies. About 50% of the youth who were rearrested for delinquent tendencies in both the project and the reference group committed more serious violations six months later. The percentage of cases committing more severe offenses increased to about 60% a year later, but was still about the same for both groups.

The percentage of project youth who were rearrested was considerably lower than the reference group for the whole twelve-month follow-up period. The

project did extremely well with the few malicious mischief cases it handled, but about 50% of its petty theft cases committed more serious offenses.

Alameda Delinquency Prevention Program - Table 44

Because this project had so few referrals in every category except delinquent tendency and felony vs. property we will limit our comment on table 44 to just those two categories.

In both categories, this project had considerably less success than control with reducing either the number of arrests or the severity of offenses committed over the entire twelve-month follow-up period.

The project had more rearrests for its delinquent tendency referrals, where the majority of its cases occurred, than any project in the cluster. Fifty-four percent of the original delinquent tendency referrals that were rearrested committed a more serious offense. Severity outcomes on Alameda's delinquent tendency referrals were the worst in the cluster, but none of the five felony vs. property cases committed more serious offenses six months or a year after referral.

Project: All Diversion Projects In Cluster
 Group or Sub-group: All Law Enforcement and Probation Referrals to Experimental and Control Groups
 Number of Experimental Referrals: 588
 Number of Control Referrals: 121

TABLE 40
 CHANGES IN SEVERITY OF OFFENSES COMMITTED SIX MONTHS PRE,
 SIX MONTHS POST AND ONE YEAR POST BY OFFENSE CATEGORY

SEVERITY OF OFFENSE SIX MONTHS PRE							SEVERITY OF OFFENSE SIX MONTHS POST							SEVERITY OF OFFENSE ONE YEAR POST																					
No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person		No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person	No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person																	
No. %	No. %	No. %	No. %	No. %	No. %		No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %																	
(Percent is percentage of referrals rearrested)																																			
Original Reason for Referral																																			
Delinquent Tendency																																			
Number of Referrals																																			
192	60.4%	85	67.5%	28	22.2%	2	1.6%	7	5.5%	4	3.2%	154	48.4%	91	55.5%	33	20.1%	4	2.4%	19	11.6%	17	10.4%	127	39.9%	97	50.8%	40	20.9%	8	4.2%	24	12.6%	22	11.5%
69	70.4%	18	62.1%	8	27.6%	2	6.9%	1	3.4%	0	0.0%	43	43.9%	37	67.3%	3	5.6%	5	9.1%	8	14.5%	2	3.6%	33	33.7%	41	63.1%	4	6.2%	6	9.2%	9	13.8%	5	7.7%
Petty Theft																																			
Number of Referrals																																			
81	73.0%	6	20.0%	18	60.0%	2	6.7%	3	10.0%	1	3.3%	82	73.9%	10	34.5%	10	34.5%	3	10.3%	5	17.2%	1	3.4%	72	64.9%	16	41.0%	12	30.8%	3	7.7%	7	17.9%	1	2.6%
2	40.0%	1	33.3%	1	33.3%	1	33.3%	0	0.0%	0	0.0%	2	40.0%	1	33.3%	1	33.3%	1	33.3%	0	0.0%	0	0.0%	2	40.0%	1	33.3%	0	0.0%	2	66.7%	0	0.0%	0	0.0%
Malicious Mischief																																			
Number of Referrals																																			
30	60.0%	2	10.0%	12	60.0%	1	5.0%	5	25.0%	0	0.0%	41	82.0%	3	33.3%	3	33.3%	1	11.1%	2	22.2%	0	0.0%	34	68.0%	3	38.8%	3	18.8%	6	37.5%	3	18.8%	1	6.3%
0	0.0%	1	50.0%	0	0.0%	0	0.0%	1	50.0%	0	0.0%	0	0.0%	0	0.0%	2	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	50.0%	1	50.0%	0	0.0%	0	0.0%
Other Misdemeanors																																			
Number of Referrals																																			
12	63.2%	1	14.3%	3	42.9%	1	14.3%	2	28.6%	0	0.0%	14	73.7%	1	20.0%	1	20.0%	1	20.0%	2	40.0%	0	0.0%	13	68.4%	1	16.7%	2	33.3%	1	16.7%	2	33.3%	0	0.0%
0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Alcohol-Marijuana																																			
Number of Referrals																																			
26	72.2%	3	30.0%	2	20.0%	5	50.0%	0	0.0%	0	0.0%	20	55.6%	6	37.5%	2	12.5%	2	12.5%	1	6.3%	5	31.3%	17	47.2%	3	15.8%	5	26.3%	4	21.1%	1	5.3%	6	31.6%
0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Dangerous Drugs																																			
Number of Referrals																																			
6	85.7%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	3	42.9%	0	0.0%	0	0.0%	4	100.0%	0	0.0%	0	0.0%	3	42.9%	0	0.0%	0	0.0%	4	100.0%	0	0.0%	0	0.0%
3	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	2	66.7%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	2	66.7%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%
Felony vs. Property																																			
Number of Referrals																																			
22	66.7%	2	20.0%	3	30.0%	0	0.0%	5	50.0%	1	10.0%	22	66.7%	2	18.2%	5	45.5%	1	9.1%	3	27.3%	0	0.0%	18	54.5%	2	13.3%	7	46.7%	2	13.3%	4	26.7%	0	0.0%
6	60.0%	1	25.0%	1	25.0%	0	0.0%	2	50.0%	0	0.0%	4	40.0%	2	33.3%	0	0.0%	2	33.3%	1	16.7%	1	16.7%	4	40.0%	2	33.3%	0	0.0%	2	33.3%	0	0.0%	2	33.3%
Felony vs. Person																																			
Number of Referrals																																			
12	85.7%	1	50.0%	0	0.0%	0	0.0%	0	0.0%	1	50.0%	8	57.1%	4	66.7%	1	16.7%	1	16.7%	0	0.0%	0	0.0%	7	50.0%	4	57.1%	1	14.3%	1	14.3%	1	14.3%	0	0.0%
2	66.7%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	2	66.7%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	1	33.3%	0	0.0%	2	100.0%	0	0.0%	0	0.0%	0	0.0%

Project: Sacramento 601 Diversion Project
 Group or Sub-group: All Experimental and Control Referrals in Sample
 Number of Experimental Referrals: 144
 Number of Control Referrals: 98

TABLE 41
 CHANGES IN THE SEVERITY OF OFFENSES COMMITTED SIX MONTHS PRE,
 SIX MONTHS POST AND ONE YEAR AFTER REFERRAL TO PROJECT

MOST SEVERE OFFENSE COMMITTED SIX MONTHS PRE								MOST SEVERE OFFENSE COMMITTED SIX MONTHS POST								MOST SEVERE OFFENSE COMMITTED ONE YEAR POST																			
No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person	No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person	No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person																		
No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %																		
(Percent is percentage of referrals, rearrested)																																			
Reason for Referral to Project																																			
Delinquent Tendency																																			
No. of Referrals																																			
85	64.4%	41	87.2%	4	8.5%	0	0.0%	2	4.3%	0	0.0%	63	47.7%	45	65.2%	8	11.6%	3	4.3%	10	14.5%	3	4.3%	51	38.6%	51	62.9%	8	9.9%	4	4.9%	13	16.0%	5	6.2%
63	74.1%	13	59.1%	6	27.3%	2	9.1%	1	4.5%	0	0.0%	36	42.4%	33	67.3%	2	4.1%	5	10.2%	7	14.3%	2	4.1%	28	32.9%	36	63.2%	2	3.5%	6	10.5%	8	14.0%	5	8.8%
Experimental 132																																			
Control 85																																			
Petty Theft																																			
No. of Referrals																																			
4	80.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	2	40.0%	1	33.3%	2	66.7%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	3	60.0%	2	40.0%	0	0.0%	0	0.0%	0	0.0%
1	50.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	50.0%	0	0.0%	1	50.0%	0	0.0%	0	0.0%	0	0.0%	1	50.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Experimental 5																																			
Control 2																																			
Malicious Mischief																																			
No. of Referrals																																			
0	0.0%	1	50.0%	1	50.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	2	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	2	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%
Experimental 2																																			
Control 1																																			
Alcohol-Marijuana																																			
No. of Referrals																																			
1	50.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	50.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	50.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Experimental 2																																			
Control 0																																			
Dangerous Drugs																																			
No. of Referrals																																			
0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%
1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%
Experimental 1																																			
Control 1																																			
Felony vs. Property																																			
No. of Referrals																																			
1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
6	75.0%	1	50.0%	0	0.0%	0	0.0%	1	50.0%	0	0.0%	2	25.0%	2	33.3%	0	0.0%	2	33.3%	1	16.7%	1	16.7%	2	25.0%	2	33.3%	0	0.0%	2	33.3%	0	0.0%	2	33.3%
Experimental 1																																			
Control 8																																			
Felony vs. Person																																			
No. of Referrals																																			
1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%
Experimental 1																																			
Control 1																																			

TABLE 42

CHANGES IN THE SEVERITY OF OFFENSES COMMITTED SIX MONTHS PRE, SIX MONTHS POST AND ONE YEAR AFTER REFERRAL TO PROJECT

Project: Yolo Youth Service Bureau
 Group or Sub-group: All Law Enforcement and Probation Referrals to Project
 Number of Referrals: 279

SEVERITY OF OFFENSE SIX MONTHS PRE							SEVERITY OF OFFENSE SIX MONTHS POST							SEVERITY OF OFFENSE ONE YEAR POST						
No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person		No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person	No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person		
No. %	No. %	No. %	No. %	No. %	No. %		No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %		
							<u>Reason for Referral to Project</u>													
							<u>Delinquent Tendency</u>													
50	78.1%	13 92.9%	1 7.1%	0 0.0%	0 0.0%	0 0.0%	No. of Referrals	64	44 68.8%	10 50.0%	6 30.0%	1 5.0%	3 15.0%	0 0.0%	38 59.4%	12 46.2%	7 26.9%	3 11.5%	4 15.4%	0 0.0%
							<u>Petty Theft</u>													
72	75.8%	4 17.4%	15 65.2%	2 8.7%	1 4.3%	1 4.3%	No. of Referrals	95	75 78.9%	8 40.0%	6 30.0%	3 15.0%	2 10.0%	1 5.0%	69 72.6%	11 42.3%	7 26.9%	3 11.5%	4 15.4%	1 3.8%
							<u>Malicious Mischief</u>													
26	59.1%	1 5.6%	11 61.1%	1 5.6%	5 27.8%	0 0.0%	No. of Referrals	44	37 84.1%	1 14.3%	3 42.9%	1 14.3%	2 28.6%	0 0.0%	31 70.5%	3 23.1%	0 0.0%	6 46.2%	3 23.1%	1 7.7%
							<u>Other Misdemeanors</u>													
11	64.7%	1 16.7%	2 33.3%	1 16.7%	2 33.3%	0 0.0%	No. of Referrals	17	13 76.5%	1 25.0%	1 25.0%	1 25.0%	0 0.0%	12 70.6%	1 20.0%	2 40.0%	1 20.0%	1 20.0%	0 0.0%	
							<u>Alcohol-Marijuana</u>													
18	81.8%	1 25.0%	1 25.0%	2 50.0%	0 0.0%	0 0.0%	No. of Referrals	22	14 63.6%	2 25.0%	2 25.0%	2 25.0%	0 0.0%	2 25.0%	13 59.1%	0 0.0%	4 44.4%	3 33.3%	0 0.0%	2 22.2%
							<u>Dangerous Drugs</u>													
4	100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	No. of Referrals	4	3 75.0%	0 0.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%	3 75.0%	0 0.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%
							<u>Felony vs. Property</u>													
18	81.8%	1 25.0%	1 25.0%	0 0.0%	2 50.0%	0 0.0%	No. of Referrals	22	17 77.3%	2 40.0%	3 60.0%	0 0.0%	0 0.0%	0 0.0%	16 72.7%	2 33.3%	3 50.0%	0 0.0%	1 16.7%	0 0.0%
							<u>Felony vs. Person</u>													
9	81.8%	1 50.0%	0 0.0%	0 0.0%	0 0.0%	1 50.0%	No. of Referrals	11	7 63.6%	2 50.0%	1 25.0%	1 25.0%	0 0.0%	0 0.0%	6 54.5%	2 40.0%	1 20.0%	1 20.0%	1 20.0%	0 0.0%

TABLE 43

CHANGES IN SEVERITY OF OFFENSES COMMITTED SIX MONTHS PRE,
SIX MONTHS POST AND ONE YEAR AFTER REFERRAL TO PROJECT BY OFFENSE CATEGORY

Project: Richmond Probation Intervention Unit
Group or Sub-group: All First Year Referrals and all Referrals Rejected by Project
Number of Experimental Referrals: 108
Number of Referrals Rejected by Project: 24

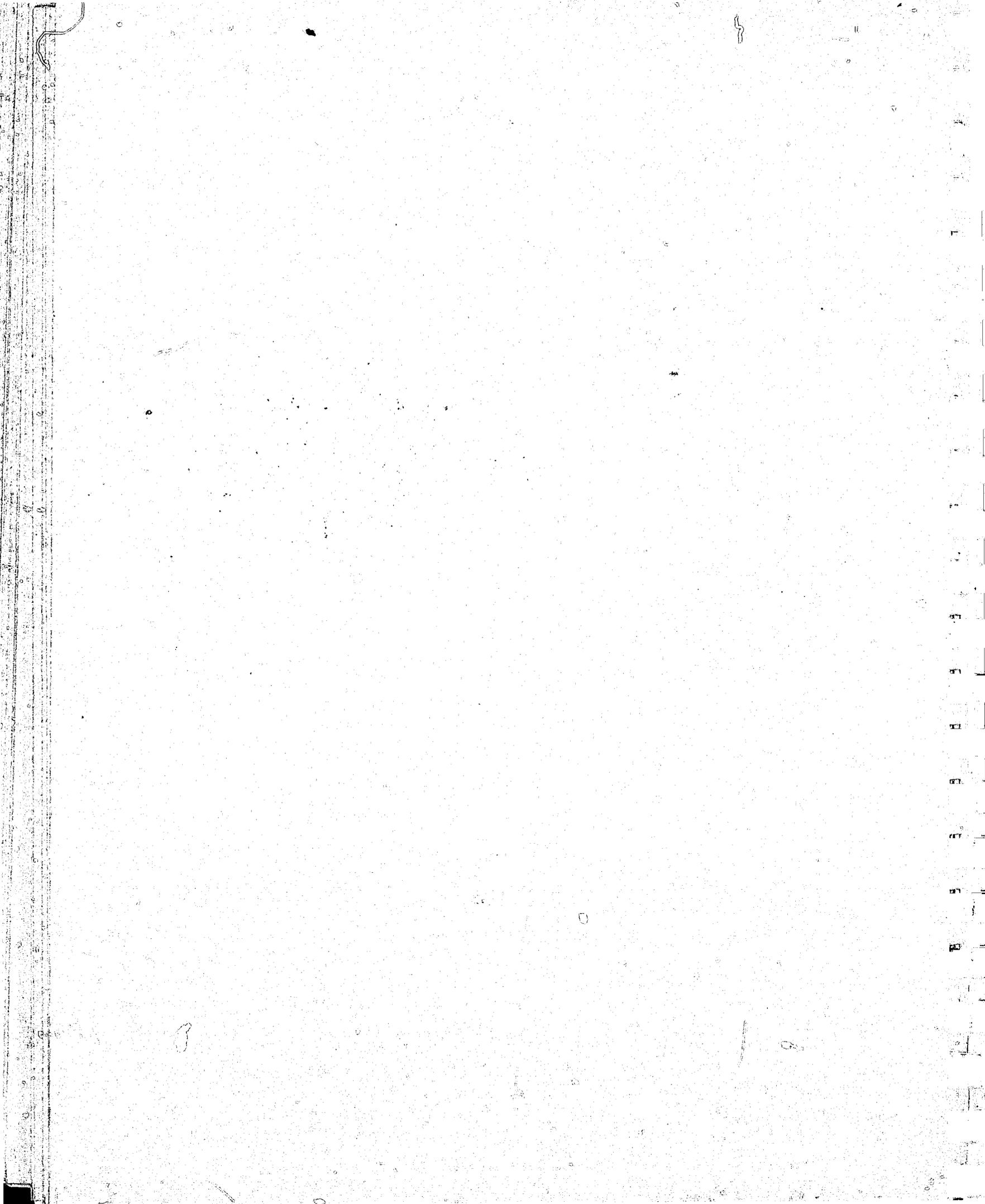
SEVERITY OF OFFENSE SIX MONTHS PRE							SEVERITY OF OFFENSE SIX MONTHS POST							SEVERITY OF OFFENSE ONE YEAR POST						
No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person		No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person	No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person		
No. %	No. %	No. %	No. %	No. %	No. %		No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %		
Reason for Referral to Project																				
Delinquent Tendency																				
Number of Referrals																				
39 45.3%	20 42.6%	21 44.7%	1 2.1%	2 4.3%	3 6.4%	Experimental	86 39 45.3%	23 48.9%	14 29.8%	0 0.0%	2 4.3%	8 17.0%	31 36.0%	22 40.0%	18 32.7%	1 1.8%	2 3.6%	12 21.8%		
8 40.0%	10 83.3%	0 0.0%	0 0.0%	2 16.7%	0 0.0%	Rejected by Project	20 3 15.0%	9 52.9%	2 11.8%	0 0.0%	2 11.8%	4 23.5%	2 10.0%	7 38.9%	4 22.2%	0 0.0%	3 16.7%	4 22.2%		
Petty Theft																				
Number of Referrals																				
4 44.4%	1 20.0%	2 40.0%	0 0.0%	2 40.0%	0 0.0%	Experimental	9 5 55.6%	0 0.0%	2 50.0%	0 0.0%	2 50.0%	0 0.0%	3 33.3%	1 16.7%	3 50.0%	0 0.0%	2 33.3%	0 0.0%		
0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	Rejected by Project	0 0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%		
Malicious Mischief																				
Number of Referrals																				
3 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	Experimental	3 3 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	2 75.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%		
0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	Rejected by Project	0 0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%		
Alcohol-Marijuana																				
Number of Referrals																				
6 66.7%	0 0.0%	1 33.3%	2 66.7%	0 0.0%	0 0.0%	Experimental	9 3 33.3%	3 50.0%	0 0.0%	0 0.0%	1 16.7%	2 33.3%	3 33.3%	2 33.3%	0 0.0%	0 0.0%	1 16.7%	3 50.0%		
0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	Rejected by Project	0 0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%		
Felony vs. Property																				
Number of Referrals																				
0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 100.0%	Experimental	1 0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 100.0%		
0 0.0%	0 0.0%	2 50.0%	0 0.0%	2 50.0%	0 0.0%	Rejected by Project	4 1 25.0%	0 0.0%	2 66.7%	0 0.0%	1 33.3%	0 0.0%	0 0.0%	0 0.0%	3 75.0%	0 0.0%	1 25.0%	0 0.0%		

TABLE 44

CHANGES IN THE SEVERITY OF OFFENSES COMMITTED SIX MONTHS PRE, SIX MONTHS POST AND ONE YEAR AFTER REFERRAL TO PROJECT

Project: Alameda Delinquency Prevention Program
 Group or Sub-group: All Experimental and Control Referrals
 Number of Experimental Referrals: 33
 Number of Control Referrals: 23

MOST SEVERE OFFENSE COMMITTED SIX MONTHS PRE						MOST SEVERE OFFENSE COMMITTED SIX MONTHS POST						MOST SEVERE OFFENSE COMMITTED ONE YEAR POST					
No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person	No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person	No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person
No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %
Reason for Referral to Project																	
Delinquent Tendency																	
No. of Referrals																	
10 62.5%	2 33.3%	0 0.0%	1 16.7%	2 33.3%	1 16.7%	5 31.3%	5 45.5%	3 27.3%	0 0.0%	2 18.2%	1 9.1%	5 31.3%	5 45.5%	3 27.3%	0 0.0%	2 18.2%	1 9.1%
6 46.2%	5 71.4%	2 28.6%	0 0.0%	0 0.0%	0 0.0%	7 53.8%	4 66.7%	1 15.7%	0 0.0%	1 16.7%	0 0.0%	5 38.5%	5 62.5%	2 25.0%	0 0.0%	1 12.5%	0 0.0%
Petty Theft																	
No. of Referrals																	
1 50.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 50.0%	0 0.0%	0 0.0%	1 50.0%	0 0.0%	0 0.0%	1 50.0%	0 0.0%	0 0.0%	1 50.0%	0 0.0%
1 33.3%	0 0.0%	1 50.0%	1 50.0%	0 0.0%	0 0.0%	2 66.7%	0 0.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	2 66.7%	0 0.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%
Malicious Mischief																	
No. of Referrals																	
2 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	2 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	2 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%
0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%
Other Misdemeanors																	
No. of Referrals																	
0 0.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 100.0%	0 0.0%
0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%
Alcohol-Marijuana																	
No. of Referrals																	
1 33.3%	1 50.0%	0 0.0%	1 50.0%	0 0.0%	0 0.0%	2 66.7%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%	1 33.3%	1 33.3%	0 0.0%	1 33.3%
0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%
Dangerous Drugs																	
No. of Referrals																	
2 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	2 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	2 100.0%	0 0.0%	0 0.0%
2 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	2 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	2 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%
Felony vs. Property																	
No. of Referrals																	
3 60.0%	1 50.0%	0 0.0%	0 0.0%	1 50.0%	0 0.0%	3 60.0%	0 0.0%	0 0.0%	1 50.0%	1 50.0%	0 0.0%	2 40.0%	0 0.0%	1 33.3%	1 33.3%	1 33.3%	0 0.0%
0 0.0%	0 0.0%	1 50.0%	0 0.0%	1 50.0%	0 0.0%	2 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	2 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%
Felony vs. Person																	
No. of Referrals																	
2 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 50.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 50.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%
1 50.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	1 50.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	1 50.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%



SET IX

PRE AND POST CHANGES IN THE AVERAGE NUMBER OF ARRESTS BY AGE GROUPS

We think of the tables in Sets IX and X as further extensions of the analysis started in Set VII. The previous tables examined changes in the average number of arrests and the severity of offenses to determine the relative success the projects had in dealing with particular offense categories.

The tables in Sets IX and X, again, look at average number of arrests and changes in severity, but this time by age groups. The purpose of the tables in this case is to examine the relative success the project had in dealing with particular age groups. The format and arrangement of the tables is exactly the same as in Sets VII and VIII.

Considering the cluster as a whole, table 45 shows that the projects had the most success in reducing the average number of arrests for the age group 5-9 and 10-11 years. Only 8% of the referrals, however, were in those age groups, (table 1). Control showed a marked degree of success with the 5-9 age group but these only represented 1% of the referrals. The projects still had the most success with this age group.

The majority of the referrals in all the projects occurred in the 14-15 age category. Over 70% of all the referrals were in either the age group of 14-15 or 16-17. Expressed as a percentage difference the average number of arrests was 44% lower for the experimental group in the 14-15 age group six months and a year after referral. The average number of project arrests was 29% lower for the 16-17 year old category. The average number of arrests was the same for the 12-13 age category for both project and control.

Sacramento 601 Delinquency Diversion Project - Table 46

Eighty-five percent of the referrals in both project and control were in the two age groups of 14-15 and 16-17. The average number of arrests for these two age groups was exactly the same six months after referral for both project and control. Project did slightly better than control with the 16-17 age group a year after referral.

The only age group in which the project showed a noticeable measure of improvement over control was with the 12-13 year old referrals.

Yolo Youth Services Bureau - Table 47

The average number of offenses committed by the referrals to the Yolo project was lower in every age category than any project in the cluster. The relative success with the younger age categories from 5-11 was greater than with the older groups, but the average number of offenses was still low for every age group. Offenses doubled approximately in the ages from 12-17 a year after referral.

Richmond Probation Intervention Unit - Table 48

Over 80% of these referrals were also made in the ages from 14-17. This was the only project that had any substantial success in controlling the average number of arrests for 16-17 year olds over the entire twelve-month period. The project did better than the reference group in reducing the average number of offenses for every age category. The project results a year after referral were as good as Yolo's for the 16-17 category.

Alameda Delinquency Diversion Project - Table 49

Without exception, control had more success than the project in controlling the average number of offenses. This was true for every age category, both six months and a year after referral. Except for the 12-13 category, the same was true for the control siblings.

Like the other projects, 14-17 year olds made up the majority of the referrals. The average number of arrests for the 16-17 year olds in the project was the highest in the cluster both six months and a year after referral.

TABLE 45

NUMBER OF OFFENSES SIX MONTHS PRE, SIX MONTHS POST AND ONE YEAR POST
BY AGE GROUP AND SEX

Project: All Diversion Projects in Cluster

Group or Sub-group: All Law Enforcement and Probation Referrals to Experimental and Control

Total Number of Referrals: 702

Average Age of Experimental Population: 14.5 years

Average Age of Control Population: 14.9 years

<u>SIX MONTHS PRE</u>			<u>SIX MONTHS POST</u>		<u>ONE YEAR POST</u>	
<u>No. of</u> <u>Offenses</u>	<u>Average No.</u> <u>Offenses</u>	<u>Age Groups</u>	<u>No. of</u> <u>Offenses</u>	<u>Average No.</u> <u>Offenses</u>	<u>No. of</u> <u>Offenses</u>	<u>Average No.</u> <u>Offenses</u>
336	0.6	<u>Experimental</u>	435	0.8	697	1.2
10	0.5	5 to 9	5	0.2	9	0.4
25	1.0	10 to 11	8	0.3	13	0.5
68	0.6	12 to 13	93	0.9	149	1.4
134	0.6	14 to 15	188	0.9	300	1.40
99	0.5	16 to 17	140	0.7	225	1.1
0	0.0	18 - over	1	1.0	1	1.0
201	0.7	Male	256	0.8	415	1.4
140	0.5	Female	185	0.7	290	1.0
62	0.5	<u>Control</u>	124	1.0	188	1.6
5	5.0	5 to 9	1	1.0	3	3.0
2	0.3	10 to 11	4	0.7	6	1.0
6	0.4	12 to 13	14	0.9	21	1.4
22	0.5	14 to 15	56	1.3	81	1.9
27	0.5	16 to 17	49	0.9	77	1.4
34	0.6	Male	59	1.1	87	1.6
28	0.4	Female	65	1.0	102	1.5

CONTINUED

2 OF 4

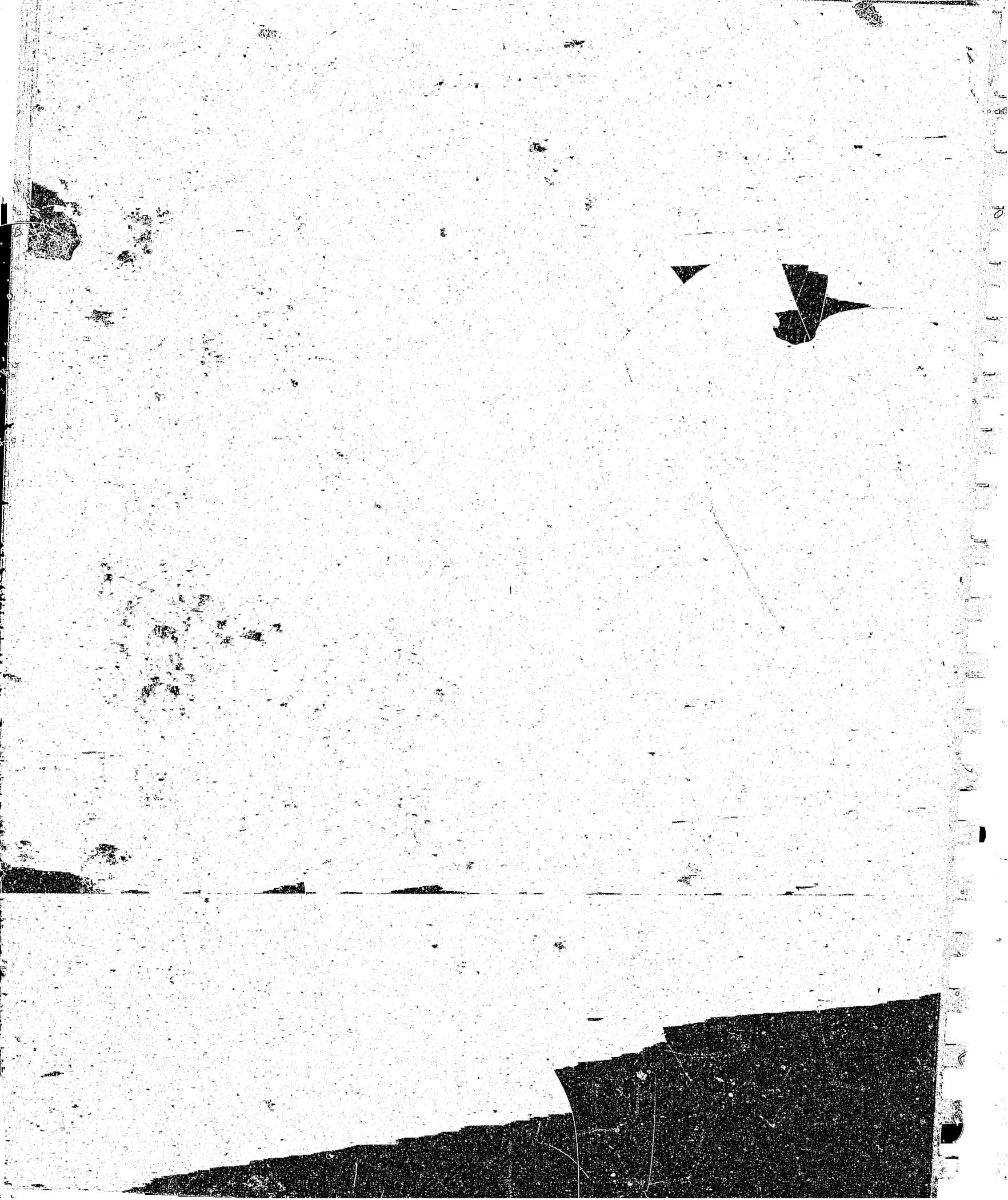


TABLE 46

NUMBER OF OFFENSES SIX MONTHS PRE, SIX MONTHS POST AND ONE YEAR POST
BY AGE GROUP AND SEX

Project: Sacramento 601 Delinquency Diversion Project
Group or Sub-group: 20% Random Sample of Experimental and Control Referrals
Total Number of Referrals in Sample: 225
Average Age of Control Population: 15.13 years
Average Age of Experimental Population: 15.13 years

<u>SIX MONTHS PRE</u>			<u>SIX MONTHS POST</u>		<u>ONE YEAR POST</u>	
<u>No. of Offenses</u>	<u>Average No. Offenses</u>	<u>Age Groups</u>	<u>No. of Offenses</u>	<u>Average No. Offenses</u>	<u>No. of Offenses</u>	<u>Average No. Offenses</u>
72	0.5	<u>Experimental</u>	145	1.1	222	1.6
0	0.0	5 to 9	0	0.0	1	0.5
1	0.3	10 to 11	1	0.3	2	0.7
7	0.5	12 to 13	9	0.6	21	1.5
36	0.6	14 to 15	81	1.4	124	2.2
28	0.5	16 to 17	54	0.9	74	1.2
30	0.6	Male	59	1.2	90	1.8
42	0.5	Female	86	1.0	132	1.5
37	0.4	<u>Control</u>	109	1.1	168	1.7
0	0.0	10 to 11	2	0.5	4	1.0
4	0.4	12 to 13	14	1.3	21	1.9
11	0.3	14 to 15	52	1.5	75	2.2
22	0.5	16 to 17	41	0.8	68	1.4
17	0.4	Male	59	1.2	77	1.8
20	0.4	Female	56	1.0	91	1.7

SIX MONTHS PRE		SIX MONTHS POST		ONE YEAR POST	
No. of Offenses	Average No. Offenses	No. of Offenses	Average No. Offenses	No. of Offenses	Average No. Offenses
106	0.4	105	0.4	200	0.7
5	0.3	3	0.2	4	0.2
21	1.3	2	0.1	4	0.2
14	0.2	23	0.4	42	0.7
37	0.4	40	0.4	66	0.7
29	0.3	37	0.4	84	0.9
56	0.3	69	0.4	127	0.8
50	0.4	36	0.3	73	0.6

TABLE 47
 NUMBER OF OFFENSES SIX MONTHS PRE, SIX MONTHS POST AND ONE YEAR POST
 BY AGE GROUP AND SEX
 Project: Yolo Youth Service Bureau
 Group or Sub-group: All Law Enforcement and Probation Referrals to Project
 Average Age of Referrals: 14.1 years
 Number of Referrals to Project: 279

TABLE 48
 NUMBER OF OFFENSES SIX MONTHS PRE, SIX MONTHS POST AND ONE YEAR POST
 BY AGE GROUP AND SEX

Project: Richmond Probation Intervention Unit
 Group or Sub-group: All First Year Referrals and All Referrals Rejected by Project
 Number of Experimental Referrals: 108
 Number of Referrals Rejected by Project: 24

SIX MONTHS PRE		Age Groups	SIX MONTHS POST		ONE YEAR POST	
No. of Offenses	Average No. Offenses		No. of Offenses	Average No. Offenses	No. of Offenses	Average No. Offenses
102	0.9	Experimental	108	1.0	158	1.5
2	0.5	10 to 11	3	0.8	4	1.0
31	1.5	12 to 13	33	1.6	52	2.5
43	1.0	14 to 15	41	1.0	65	1.5
26	0.7	16 to 17	29	0.9	36	0.9
0	0.0	18 - Over	1	1.0	1	1.0
72	1.3	Male	72	1.3	109	1.9
30	0.6	Female	36	0.7	49	0.9
36	1.5	Rejected by Project	45	1.9	71	3.0
5	2.5	5 to 9	2	1.0	4	2.0
1	1.0	10 to 11	2	2.0	3	3.0
11	1.4	12 to 13	17	2.1	22	2.8
14	1.8	14 to 15	17	2.1	30	3.4
5	1.0	16 to 17	7	1.4	12	2.4
26	1.6	Male	34	2.1	55	3.4
10	1.3	Female	11	1.4	16	2.0

TABLE 49

NUMBER OF OFFENSES SIX MONTHS PRE,
SIX MONTHS POST AND ONE YEAR POST
BY AGE GROUP AND SEX

Project: Alameda Delinquency Prevention Project
Group or Sub-group: All Experimental, Control and Sibling Referrals
Total Number of Referrals: 160
Average Age of Control Population: 14.2 years
Average Age of Experimental Population: 14.7 years
Average Age of Sibling Experimental Population: 11.9 years
Average Age of Sibling Control Population: 10.6 years

SIX MONTHS PRE			SIX MONTHS POST		ONE YEAR POST	
No. of Offenses	Average No. Offenses	Age Groups	No. of Offenses	Average No. Offenses	No. of Offenses	Average No. Offenses
22	0.7	<u>Experimental</u>	35	1.1	50	1.5
0	0.0	10 to 11	0	0.0	0	0.0
5	0.6	12 to 13	11	1.4	12	1.5
6	0.5	14 to 15	11	0.9	19	1.6
11	0.9	16 to 17	13	1.1	19	1.6
16	0.8	Male	21	1.0	32	1.6
6	0.5	Female	14	1.1	18	1.4
25	1.1	<u>Control</u>	15	0.6	20	0.9
5	5.0	5 to 9	1	1.0	3	3.0
2	1.0	10 to 11	2	1.0	2	1.0
2	0.5	12 to 13	0	0.0	0	0.0
11	1.2	14 to 15	4	0.4	6	0.7
5	0.7	16 to 17	8	1.1	9	1.3
17	1.5	Male	6	0.5	10	0.9
8	0.7	Female	9	0.7	10	0.8
11	0.2	<u>Sibling Experimental</u>	16	0.3	28	0.5
0	0.0	Under 5	0	0.0	0	0.0
1	0.1	5 to 9	3	0.3	6	0.5
0	0.0	10 to 11	2	0.2	2	0.2
2	0.2	12 to 13	1	0.1	2	0.2
5	0.6	14 to 15	7	0.9	14	1.7
3	0.2	16 to 17	3	0.2	4	0.3
7	0.3	Male	8	0.3	15	0.6
4	0.1	Female	8	0.2	13	0.4
11	0.2	<u>Sibling Control</u>	3	0.1	9	0.2
0	0.0	Under 5	0	0.0	0	0.0
2	0.1	5 to 9	0	0.0	0	0.0
2	0.3	10 to 11	0	0.0	0	0.0
1	0.1	12 to 13	3	0.3	3	0.3
6	1.0	14 to 15	0	0.0	6	1.0
0	0.0	16 to 17	0	0.0	0	0.0
4	0.2	Male	1	0.0	1	0.0
7	0.2	Female	2	0.1	8	0.2

SET X

PRE AND POST CHANGES IN THE SEVERITY OF OFFENSES BY AGE GROUP

The tables in Set IX analyzed pre and post changes in the average number of offenses committed in each age category. The tables in this Set examine changes in the severity of the offenses committed by each age group over the eighteen-month follow-up period.

Table 50 is a composite look at the entire cluster. As a categorical observation about the cluster, it can be said that the projects had a greater percentage of their referrals committing no offenses in every age category. This is true both six months and one year after referral with the exception of the 12-13 year old age group.

The following are the most prominent comparisons we made from table 50:

- There was no significant difference in the severity of offenses committed after referral by the 10-12 or the 12-13 year olds in either the project or control.
- Seventy-six percent of the 14-15 year old project youth rearrested committed either delinquent tendency or 602 misdemeanors in contrast to 64% for control.
- There was no difference in the severity of offenses committed between project and control for the 16-17 year old category.

Sacramento 601 Delinquency Diversion Project - Table 51

In the 12-13 and 16-17 age groups the project had a higher percentage of referrals committing no offenses six months and a year after referral than control.

The 12-13 year old project youth tended to commit slightly more serious offenses. The opposite was true for the 16-17 year olds.

In the 14-15 year old age group, project and control had almost exactly the same percentage of referrals committing no offenses and the severity of offenses was also about the same.

Yolo Youth Services Bureau - Table 52

Within the cluster, the Yolo project had the highest percentage of referrals in each age group committing no offenses six months and a year after referral.

Twenty-seven percent of the 12-13 year olds committed offenses more serious than 602 misdemeanors. Sixteen percent of the 14-15 year olds that were rearrested committed offenses more serious than 602 misdemeanors. The project had the least success with the older youth where 51% of the 16-17 year olds rearrested were either rearrested for drugs or one of the two felony offenses.

Richmond Probation Intervention Unit - Table 53

Forty-six percent of the 108 referrals in the project group committed no offenses six months after referral. In contrast, only 17% of the reference group committed no offenses. A year later the percentage committing no offenses had dropped to 36% for the project and 8% for the reference group.

From the standpoint of reducing the number of rearrests, the project had more success than the reference group with every age category. With the exception of the 16-17 year olds the offenses committed by the reference group was uniformly more serious than those committed by the project youth both six months and a year after referral.

Alameda Delinquency Prevention Program - Table 54

Control had a higher percentage of its referrals committing no offenses than the project group in every age category except 16-17 for the entire twelve-month follow-up period. The offenses committed by the 16-17 year old project youth were, however, considerably more serious. Eighty-six percent of the project rearrests in the 16-17 age group were either for drugs or one of the two felony offenses. Only 20% of the control group were rearrested for drugs or felonies. The offenses committed by the project youth were also more serious than control in all the other age groups.

None of the siblings under five committed any offenses after referral in either project or control. Likewise, in the two age groups of 5-9 and 10-11, none of the control referrals committed any offenses after referral. Eighteen percent of the experimental siblings in these age groups did commit further offenses.

In the older age categories of 14-15 and 16-17 none of the control siblings committed any offenses six months after referral. In contrast, 50% of the 14-15 year old project siblings were rearrested six months after referral and 14% of the 16-17 year olds. Generally the same pattern persisted throughout the second six months of the follow-up period.

TABLE 50

CHANGES IN THE SEVERITY OF OFFENSES COMMITTED BY AGE GROUPS SIX MONTHS PRE, SIX MONTHS POST AND ONE YEAR AFTER REFERRAL TO PROJECT

Project: All Diversion Projects in Cluster
 Group or Sub-group: All Law Enforcement and Probation Referrals to Experimental and Control Groups
 Number of Experimental Referrals: 575
 Number of Control Referrals: 120

SEVERITY OF OFFENSE SIX MONTHS PRE										SEVERITY OF OFFENSE SIX MONTHS POST										SEVERITY OF OFFENSE ONE YEAR POST															
No. Offense	Del. Tend.		602 Misd.		Drugs		Felony vs. Property		Felony vs. Person		No. Offense	Del. Tend.		602 Misd.		Drugs		Felony vs. Property		Felony vs. Person		No. Offense	Del. Tend.		602 Misd.		Drugs		Felony vs. Property		Felony vs. Person				
No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%				
<u>Age Groups</u>																																			
<u>5 to 9</u>																																			
Number of Referrals																																			
16	80.0%	0	0.0%	2	50.0%	0	0.0%	2	50.0%	0	0.0%	17	85.0%	0	0.0%	2	75.0%	0	0.0%	1	25.0%	0	0.0%	15	75.0%	1	20.0%	3	60.0%	0	0.0%	1	20.0%	0	0.0%
0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%
<u>10 to 11</u>																																			
Number of Referrals																																			
20	80.0%	3	60.0%	1	20.0%	0	0.0%	1	20.0%	0	0.0%	19	76.0%	3	50.0%	3	50.0%	0	0.0%	0	0.0%	0	0.0%	17	68.0%	3	37.5%	3	37.5%	0	0.0%	2	25.0%	0	0.0%
5	83.3%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	4	66.7%	2	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	3	50.0%	2	75.0%	1	25.0%	0	0.0%	0	0.0%	0	0.0%
<u>12 to 13</u>																																			
Number of Referrals																																			
71	65.7%	11	29.7%	11	29.7%	3	8.1%	8	21.6%	4	10.8%	63	58.3%	17	37.8%	10	22.2%	1	2.2%	11	24.4%	6	13.3%	49	45.4%	24	40.7%	13	22.0%	3	5.1%	11	18.6%	8	13.6%
9	60.0%	2	33.3%	2	33.3%	1	16.7%	1	16.7%	0	0.0%	7	46.7%	5	62.5%	0	0.0%	0	0.0%	2	25.0%	1	12.7%	7	46.7%	5	62.5%	0	0.0%	0	0.0%	2	25.0%	1	12.7%
<u>14 to 15</u>																																			
Number of Referrals																																			
129	60.3%	44	51.8%	31	36.5%	2	2.4%	6	7.1%	2	2.4%	114	53.3%	49	49.0%	27	27.0%	3	3.0%	13	13.0%	8	8.0%	97	45.3%	45	38.5%	34	29.1%	8	6.8%	17	14.5%	13	11.1%
30	69.8%	7	53.8%	3	23.7%	2	15.4%	1	7.7%	0	0.0%	19	44.2%	14	58.3%	2	8.3%	4	16.7%	4	16.7%	0	0.0%	16	37.2%	16	59.3%	2	7.4%	5	18.5%	2	7.4%	2	7.4%
<u>16 to 17</u>																																			
Number of Referrals																																			
137	66.2%	38	54.3%	21	30.0%	7	10.0%	4	5.7%	0	0.0%	122	58.9%	45	52.9%	13	15.3%	13	15.3%	6	7.1%	8	9.4%	106	51.2%	50	49.5%	17	16.8%	16	15.8%	9	8.9%	9	8.9%
37	67.3%	11	61.1%	6	33.3%	0	0.0%	1	5.6%	0	0.0%	22	40.0%	19	57.6%	4	12.1%	5	15.2%	3	9.1%	2	6.1%	16	29.1%	20	51.3%	3	7.7%	7	17.9%	5	12.8%	4	10.3%
<u>18 - Over</u>																																			
Number of Referrals																																			
1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%
0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%

TABLE 51
 CHANGES IN THE SEVERITY OF OFFENSES COMMITTED BY AGE GROUP SIX MONTHS PRE,
 SIX MONTHS POST AND ONE YEAR AFTER REFERRAL TO PROJECT

Project: Sacramento 601 Delinquency Diversion Project
 Group or Sub-group: All Experimental and Control Referrals in Sample
 Number of Experimental Referrals: 128
 Number of Control Referrals: 97

SEVERITY OF OFFENSE SIX MONTHS PRE						SEVERITY OF OFFENSE SIX MONTHS POST						SEVERITY OF OFFENSE ONE YEAR POST					
No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person	No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person	No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person
No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
<u>Age Groups</u>																	
<u>5 - 9</u>																	
Number of Referrals																	
2	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
<u>10 - 11</u>																	
Number of Referrals																	
2	66.7%	1	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	2	66.7%	1	100.0%	0	0.0%
4	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	3	75.0%	1	50.0%	0	0.0%
<u>12 - 13</u>																	
Number of Referrals																	
9	64.3%	3	60.0%	2	40.0%	0	0.0%	0	0.0%	0	0.0%	8	57.1%	2	33.3%	1	16.7%
7	63.6%	2	50.0%	1	25.0%	1	25.0%	0	0.0%	0	0.0%	3	27.3%	5	62.5%	0	0.0%
<u>14 - 15</u>																	
Number of Referrals																	
35	62.5%	18	85.7%	2	9.5%	0	0.0%	1	4.8%	0	0.0%	19	33.9%	21	56.8%	6	16.2%
26	76.5%	6	75.0%	0	0.0%	1	12.5%	1	12.5%	0	0.0%	12	35.3%	13	59.1%	1	4.5%
<u>16 - 17</u>																	
Number of Referrals																	
39	65.0%	18	85.7%	1	4.8%	1	4.8%	1	4.8%	0	0.0%	30	50.0%	23	76.6%	3	10.0%
34	70.8%	8	57.1%	5	35.7%	0	0.0%	1	7.1%	0	0.0%	20	41.7%	17	60.7%	2	7.1%

TABLE 52

CHANGES IN THE SEVERITY OF OFFENSES COMMITTED BY AGE GROUPS SIX MONTHS PRE, SIX MONTHS POST AND ONE YEAR AFTER REFERRAL TO PROJECT

Project: Yolo Youth Service Bureau
 Group or Sub-group: All Law Enforcement and Probation Referrals to Project
 Number of Referrals: 279

SEVERITY OF OFFENSE SIX MONTHS PRE										SEVERITY OF OFFENSE SIX MONTHS POST										SEVERITY OF OFFENSE ONE YEAR POST																		
No. Offense		Del. Tend.		602 Misd.		Drugs		Felony vs. Property		Felony vs. Person		No. Offense		Del. Tend.		602 Misd.		Drugs		Felony vs. Property		Felony vs. Person		No. Offense		Del. Tend.		602 Misd.		Drugs		Felony vs. Property		Felony vs. Person				
No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%					
<u>Age Group</u>																																						
<u>5 - 9</u>																																						
14	87.5%	0	0.0%	0	0.0%	0	0.0%	2	100.0%	0	0.0%	No. of Referrals		16	14	87.5%	0	0.0%	1	50.0%	0	0.0%	1	50.0%	0	0.0%	14	87.5%	0	0.0%	1	50.0%	0	0.0%	1	50.0%	0	0.0%
<u>10 - 11</u>																																						
15	93.8%	0	0.0%	0	0.0%	0	0.0%	1	100.0%	0	0.0%	No. of Referrals		16	14	87.5%	0	0.0%	2	100.0%	0	0.0%	0	0.0%	0	0.0%	12	75.0%	0	0.0%	2	50.0%	0	0.0%	2	50.0%	0	0.0%
<u>12 - 13</u>																																						
44	77.2%	1	7.7%	5	38.5%	2	15.4%	4	30.8%	1	7.7%	No. of Referrals		57	42	73.7%	6	40.0%	5	33.3%	1	6.7%	2	13.3%	1	6.7%	37	64.9%	8	41.0%	5	25.0%	3	15.0%	3	15.0%	1	5.0%
<u>14 - 15</u>																																						
67	69.1%	10	33.3%	17	56.7%	0	0.0%	2	6.7%	1	3.3%	No. of Referrals		97	71	73.2%	13	50.0%	9	34.6%	0	0.0%	3	11.5%	1	3.8%	64	66.0%	13	39.4%	12	36.4%	3	9.1%	4	12.1%	1	3.0%
<u>16 - 17</u>																																						
66	73.3%	11	45.8%	9	37.5%	4	16.7%	0	0.0%	0	0.0%	No. of Referrals		90	66	73.3%	7	29.2%	5	20.8%	9	37.5%	2	8.3%	1	4.2%	59	65.6%	7	22.6%	7	22.6%	11	35.5%	4	12.9%	2	6.5%

TABLE 53

CHANGE IN THE SEVERITY OF OFFENSES COMMITTED BY AGE GROUPS SIX MONTHS PRE, SIX MONTHS POST AND ONE YEAR AFTER REFERRAL TO PROJECT

Project: Richmond Probation Intervention Unit
 Group or Sub-group: All First Year Referrals and All Referrals Rejected by Project
 Number of Experimental Referrals: 108
 Number of Referrals Rejected by Project: 24

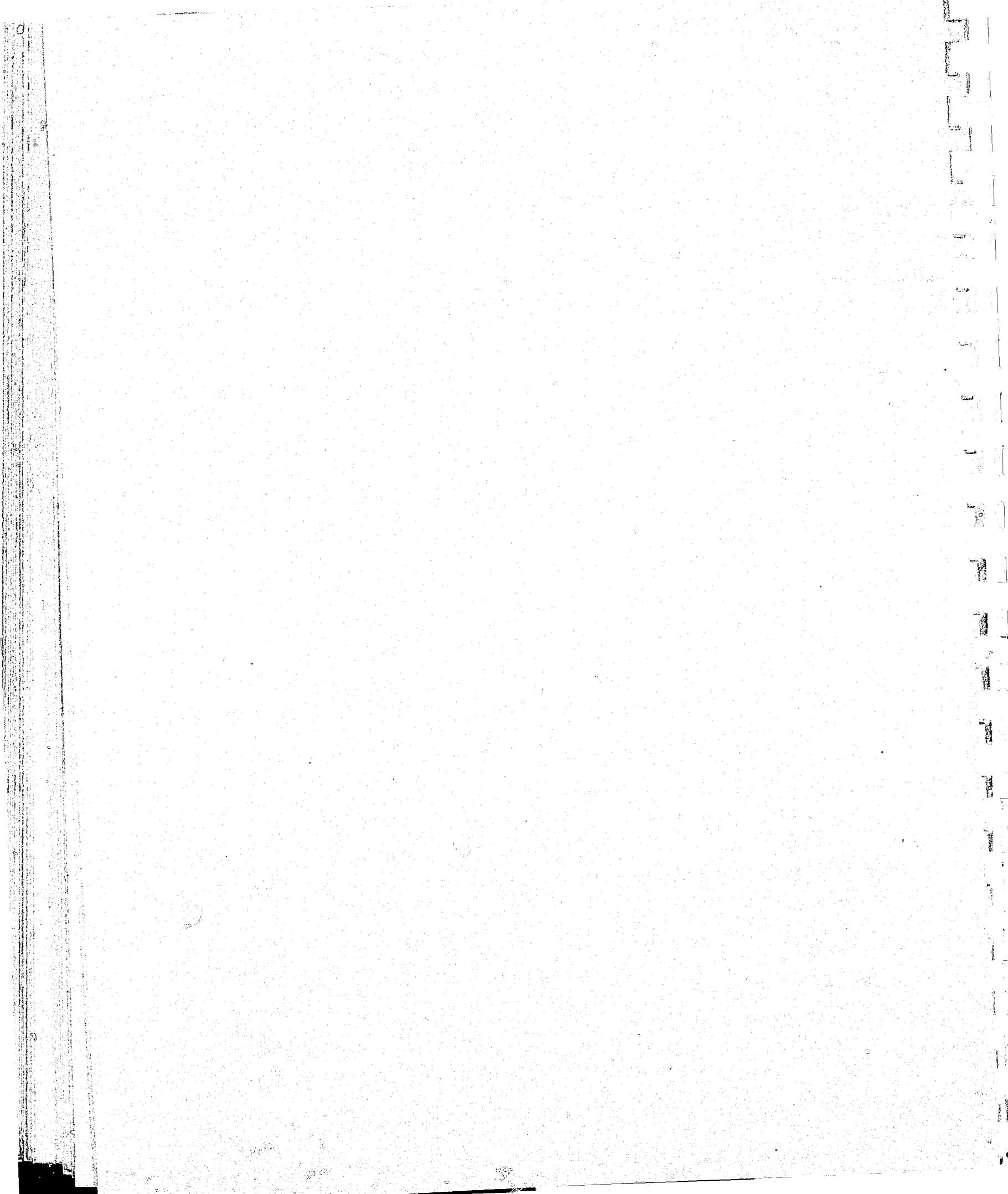
SEVERITY OF OFFENSE SIX MONTHS PRE						SEVERITY OF OFFENSE SIX MONTHS POST						SEVERITY OF OFFENSE ONE YEAR POST					
No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person	No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person	No. Offense	Del. Tend.	602 Misd.	Drugs	Felony vs. Property	Felony vs. Person
No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %
Age Groups																	
5 to 9																	
Number of Referrals																	
0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%
0 0.0%	0 0.0%	2 100.0%	0 0.0%	0 0.0%	0 0.0%	2 50.0%	1 50.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	2 100.0%	0 0.0%	0 0.0%	0 0.0%
10 to 11																	
Number of Referrals																	
2 50.0%	1 50.0%	1 50.0%	0 0.0%	0 0.0%	0 0.0%	4 2 50.0%	1 50.0%	1 50.0%	0 0.0%	0 0.0%	0 0.0%	2 50.0%	1 50.0%	1 50.0%	0 0.0%	0 0.0%	0 0.0%
0 0.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 0 0.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%
12 to 13																	
Number of Referrals																	
9 42.9%	4 33.3%	3 25.0%	0 0.0%	2 16.7%	3 25.0%	21 9 42.9%	5 41.7%	2 16.7%	0 0.0%	3 25.0%	2 16.7%	4 19.0%	7 41.2%	4 23.5%	0 0.0%	2 11.8%	4 23.5%
4 50.0%	2 50.0%	0 0.0%	0 0.0%	2 50.0%	0 0.0%	8 1 12.5%	2 28.6%	1 14.3%	0 0.0%	3 42.9%	1 14.3%	1 12.5%	2 28.6%	1 14.3%	0 0.0%	3 42.8%	1 14.3%
14 to 15																	
Number of Referrals																	
17 40.4%	9 36.0%	12 48.0%	2 8.0%	2 8.0%	0 0.0%	42 18 42.9%	10 41.7%	8 33.3%	0 0.0%	4 16.7%	2 8.3%	15 35.7%	7 25.9%	10 37.0%	0 0.0%	5 18.5%	5 18.5%
2 25.0%	4 66.7%	1 12.5%	0 0.0%	1 33.3%	0 0.0%	8 2 25.0%	1 16.7%	2 33.3%	0 0.0%	0 0.0%	3 50.0%	1 12.5%	1 14.3%	3 42.8%	0 0.0%	0 0.0%	3 42.8%
16 to 17																	
Number of Referrals																	
23 57.5%	7 41.2%	9 52.9%	1 5.9%	0 0.0%	0 0.0%	40 21 52.5%	10 52.6%	5 26.3%	0 0.0%	0 0.0%	4 21.1%	18 45.0%	11 50.0%	6 27.3%	1 4.5%	0 0.0%	4 18.2%
2 40.0%	2 66.7%	1 33.3%	0 0.0%	0 0.0%	0 0.0%	5 0 0.0%	5 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	3 66.6%	1 16.7%	0 0.0%	1 16.7%	0 0.0%
18 - Over																	
Number of Referrals																	
1 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 100.0%
0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%

TABLE 54

CHANGES IN THE SEVERITY OF OFFENSES COMMITTED BY AGE GROUP SIX MONTHS PRE, SIX MONTHS POST AND ONE YEAR AFTER REFERRAL TO PROJECT

Project: Alameda Delinquency Prevention Program
 Group or Sub-group: All Experimental, Control and Sibling Referrals to Project
 Number of Referrals: Experimental, 33; Control, 23; Siblings, 104

SEVERITY OF OFFENSE SIX MONTHS PRE							SEVERITY OF OFFENSE SIX MONTHS POST							SEVERITY OF OFFENSE ONE YEAR POST								
No. Offense No.	Del. Tend. %	602 Misd. No.	Drugs %	Felony vs. Property %	Felony vs. Person %		No. Offense No.	Del. Tend. %	602 Misd. No.	Drugs %	Felony vs. Property %	Felony vs. Person %		No. Offense No.	Del. Tend. %	602 Misd. No.	Drugs %	Felony vs. Property %	Felony vs. Person %			
<u>Age Groups</u>																						
<u>Under 5</u>																						
Number of Referrals																						
0	0.0%	0	0.0%	0	0.0%	0	0	0.0%	0	0.0%	0	0.0%	0	0	0.0%	0	0.0%	0	0.0%	0	0.0%	
0	0.0%	0	0.0%	0	0.0%	0	0	0.0%	0	0.0%	0	0.0%	0	0	0.0%	0	0.0%	0	0.0%	0	0.0%	
Siblings																						
3	100.0%	0	0.0%	0	0.0%	0	3	100.0%	0	0.0%	0	0.0%	0	3	100.0%	0	0.0%	0	0.0%	0	0.0%	
5	100.0%	0	0.0%	0	0.0%	0	5	100.0%	0	0.0%	0	0.0%	0	5	100.0%	0	0.0%	0	0.0%	0	0.0%	
<u>5 - 9</u>																						
Number of Referrals																						
0	0.0%	0	0.0%	0	0.0%	0	0	0.0%	0	0.0%	0	0.0%	0	0	0.0%	0	0.0%	0	0.0%	0	0.0%	
0	0.0%	0	0.0%	0	0.0%	1	0	0.0%	0	0.0%	1	100.0%	0	0	0.0%	0	0.0%	1	100.0%	0	0.0%	
Siblings																						
10	90.9%	0	0.0%	1	100.0%	0	9	81.8%	0	0.0%	2	100.0%	0	9	81.8%	0	0.0%	2	100.0%	0	0.0%	
12	92.3%	0	0.0%	0	0.0%	1	13	100.0%	0	0.0%	0	0.0%	0	13	100.0%	0	0.0%	0	0.0%	0	0.0%	
<u>10 - 11</u>																						
Number of Referrals																						
1	100.0%	0	0.0%	0	0.0%	0	1	100.0%	0	0.0%	0	0.0%	0	1	100.0%	0	0.0%	0	0.0%	0	0.0%	
1	50.0%	1	100.0%	0	0.0%	0	1	50.0%	1	100.0%	0	0.0%	0	1	50.0%	1	100.0%	0	0.0%	0	0.0%	
Siblings																						
11	100.0%	0	0.0%	0	0.0%	0	9	81.8%	1	50.0%	0	0.0%	0	9	81.8%	1	50.0%	0	0.0%	1	50.0%	
5	71.4%	0	0.0%	1	50.0%	0	7	100.0%	0	0.0%	0	0.0%	0	7	100.0%	0	0.0%	0	0.0%	0	0.0%	
<u>12 - 13</u>																						
Number of Referrals																						
5	62.5%	1	33.3%	1	33.3%	1	3	37.5%	2	40.0%	1	20.0%	0	3	37.5%	2	40.0%	1	20.0%	2	40.0%	
2	50.0%	0	0.0%	1	50.0%	0	4	100.0%	0	0.0%	0	0.0%	0	4	100.0%	0	0.0%	0	0.0%	0	0.0%	
Siblings																						
10	90.1%	0	0.0%	1	100.0%	0	10	90.9%	1	100.0%	0	0.0%	0	9	81.8%	2	100.0%	0	0.0%	0	0.0%	
8	88.9%	0	0.0%	0	0.0%	1	7	77.8%	0	0.0%	2	100.0%	0	7	77.8%	0	0.0%	2	100.0%	0	0.0%	
<u>14 - 15</u>																						
Number of Referrals																						
8	66.7%	3	75.0%	0	0.0%	0	4	33.3%	4	50.0%	2	25.0%	1	12.5%	1	8.3%	4	36.4%	4	36.4%	2	18.2%
4	44.4%	1	20.0%	3	60.0%	1	7	77.8%	1	50.0%	1	50.0%	0	6	66.7%	1	33.3%	1	33.3%	1	33.3%	
Siblings																						
4	50.0%	1	25.0%	1	25.0%	0	4	50.0%	2	50.0%	0	0.0%	1	4	50.0%	1	25.0%	0	0.0%	1	25.0%	
2	33.3%	2	50.0%	1	25.0%	0	6	100.0%	0	0.0%	0	0.0%	0	3	50.0%	1	33.3%	0	0.0%	1	33.3%	
<u>16 - 17</u>																						
Number of Referrals																						
7	58.3%	0	0.0%	1	20.0%	1	5	41.7%	1	14.3%	0	0.0%	3	42.9%	1	14.3%	0	0.0%	2	28.6%	3	42.9%
3	42.9%	3	75.0%	1	25.0%	0	2	28.6%	2	40.0%	2	40.0%	0	1	14.3%	3	50.0%	2	33.3%	1	16.7%	
Siblings																						
11	78.6%	1	33.3%	1	33.3%	0	12	85.7%	1	50.0%	0	0.0%	1	11	78.6%	2	66.7%	0	0.0%	1	33.3%	
8	100.0%	0	0.0%	0	0.0%	0	8	100.0%	0	0.0%	0	0.0%	0	8	100.0%	0	0.0%	0	0.0%	0	0.0%	



SET XI

CHANGES IN THE NUMBER OF OFFENSES COMMITTED
SIX MONTHS AND ONE YEAR AFTER REFERRAL FOR
ALL REFERRALS WHO HAD NO PRIOR OFFENSES OR
HAD COMMITTED EITHER ONE OR TWO PRE-PROJECT
OFFENSES

We have already analyzed the success of the projects in relation to changes in the average number and severity of offenses by type of offense and age group. Set XI analyzes the relative success the projects had in treating referrals with respect to the number of offenses they had committed prior to referral. Many of the referrals had committed more than two pre-project offenses, but our analysis was limited to assessing outcomes on only those referrals who had no prior offenses or had committed either one offense or two pre-project offenses.

The three tables in this Set show outcome, controlling for the number of prior offenses in each project. At the bottom of each table we combined all of the experimental and control referrals to show the overall results of the cluster.

The two main conclusions we reached from these tables were:

1. The projects did considerably better than control with referrals who had either no prior arrests or who had committed only one offense prior to referral.
2. Neither the projects nor control were very successful with referrals who had committed more than two offenses prior to referral, but control's results were slightly better than the projects.

Sacramento 601 Delinquency Diversion Project

In the Sacramento project only 12% of the referrals having no prior offense

committed more than one offense six months after referral in comparison to 24% for control. A year later, the difference between the two groups had narrowed considerably. Thirty percent of the experimental group had committed more than one offense and 33% for control.

Fifty-nine percent of the project referrals who had committed one prior offense had been rearrested at least once six months after referral and 62% of the control group had been rearrested at least once. A year later the difference between the two groups had increased to 10%.

For those who had committed two pre-project offenses, control did considerably better than project both six months and a year after referral. Twelve months after referral, 79% of the project youth had been rearrested and 50% of the control group.

Yolo Youth Services Bureau

Regardless of the number of pre-project offenses they committed, the Yolo project had the lowest percentage of their referrals being rearrested of any project in the cluster. This is true both six months and a year after referral. Like the other projects, Yolo had more success with the referrals who had no prior offenses.

Richmond Probation Intervention Unit

Because there were so few referrals in the reference group that we used in some of the other tables, we omitted them from this Set. Outcome results for the Richmond referrals that had no prior offenses were very similar to Sacramento. This is also true for the group of referrals who had committed only one prior offense.

For those referrals that committed two pre-project offenses, the Richmond project had somewhat more success than Sacramento. Thirty-nine percent of the Richmond referrals committed no offenses six months after referral in comparison to 32% for Sacramento. Twelve months after referral 32% of the Richmond referrals still committed no offenses, whereas only 21% of the Sacramento referrals had not been rearrested.

Alameda Delinquency Prevention Program

Without exception, control referrals in each group did considerably better than the project. Twenty-five percent of the control referrals who had no prior arrests had been rearrested six months after referral in comparison to 43% in the project. Thirty-three percent of the control referrals who had committed one pre-project offense had been arrested at least once six months after referral, while 50% of the project youth had been arrested at least once.

Six months after referral, 50% of both the control and project referrals who had committed two prior offenses had been rearrested. A year later, 50% of the control referrals had been rearrested, while every one of the project youth had been rearrested at least once.

TABLE 55

CHANGES IN THE NUMBER OF OFFENSES COMMITTED SIX MONTHS POST AND ONE YEAR POST
FOR ALL REFERRALS WITH NO PRIOR ARRESTS BY PROJECT

Project	NUMBER OF OFFENSES SIX MONTHS POST					NUMBER OF OFFENSES ONE YEAR POST				
	0	1	2	3	4+	0	1	2	3	4+
SACRAMENTO										
Experimental	69									
Number	42	18	4	3	2	35	15	9	3	7
Percent	60.9	26.1	5.8	4.3	2.8	47.7	23.1	13.8	4.6	10.7
Control	51									
Number	24	15	10	1	1	20	14	11	1	5
Percent	47.1	29.4	19.6	2.0	2.0	39.2	27.5	21.6	2.0	9.8
YOLO										
Experimental	150									
Number	124	15	8	2	1	114	16	11	5	2
Percent	82.7	10.0	5.3	1.3	0.7	77.0	10.8	7.4	3.4	1.4
RICHMOND										
Experimental	26									
Number	16	4	5	1	0	13	7	2	2	2
Percent	61.5	15.4	19.2	3.8	0.0	50.0	26.9	7.7	7.7	7.7
ALAMEDA										
Experimental	15									
Number	8	2	3	2	0	7	2	3	3	0
Percent	53.3	13.3	20.0	13.3	0.0	46.7	13.3	20.0	20.0	0.0
Control	4									
Number	3	1	0	0	0	3	0	1	0	0
Percent	75.0	25.0	0.0	0.0	0.0	75.0	0.0	25.0	0.0	0.0
ALL PROJECTS										
Experimental	260									
Number	190	39	20	8	3	169	40	25	13	11
Percent	73.1	15.0	7.7	3.1	1.1	65.0	15.4	9.6	5.0	4.2
Control	55									
Number	27	16	10	1	1	23	14	12	1	5
Percent	49.1	29.1	18.2	1.8	1.8	41.8	25.6	4.6	1.8	9.0

TABLE 56

CHANGES IN THE NUMBER OF OFFENSES COMMITTED SIX MONTHS POST AND ONE YEAR POST
FOR ALL REFERRALS WHO COMMITTED ONE PRE-PROJECT OFFENSE BY PROJECT

Project	NUMBER OF OFFENSES SIX MONTHS POST					NUMBER OF OFFENSES ONE YEAR POST				
	0	1	2	3	4+	0	1	2	3	4+
SACRAMENTO										
Experimental	39									
Number	16	12	6	1	4	12	8	9	1	5
Percent	41.0	30.8	15.4	2.6	10.3	34.3	22.9	25.7	2.9	14.3
Control	24									
Number	9	9	3	1	2	6	6	4	3	5
Percent	37.5	37.5	12.5	4.2	8.4	25.0	25.0	16.7	12.5	20.8
YOLO										
Experimental	77									
Number	58	13	4	2	0	53	13	3	3	5
Percent	75.3	16.9	5.2	2.6	0.0	68.8	16.9	3.9	3.9	6.5
RICHMOND										
Experimental	30									
Number	12	11	3	2	2	12	9	4	2	3
Percent	40.0	36.7	10.0	6.7	6.7	40.0	30.0	13.3	6.7	9.9
ALAMEDA										
Experimental	6									
Number	3	3	0	0	0	1	3	2	0	0
Percent	50.0	50.0	0.0	0.0	0.0	16.7	50.0	33.3	0.0	0.0
Control	6									
Number	4	0	1	1	0	3	1	1	1	0
Percent	66.7	0.0	16.7	16.7	0.0	50.0	16.7	16.7	16.7	0.0
ALL PROJECTS										
Experimental	152									
Number	89	39	13	0	6	78	33	18	6	13
Percent	58.6	25.7	8.6	0.0	3.9	51.3	21.7	11.8	3.9	8.6
Control	30									
Number	13	9	4	2	2	9	7	5	4	5
Percent	43.3	30.0	13.3	6.7	6.7	30.0	23.3	16.7	13.3	16.7

TABLE 57

CHANGES IN THE NUMBER OF OFFENSES COMMITTED SIX MONTHS POST AND ONE YEAR POST
FOR ALL REFERRALS WHO COMMITTED TWO PRE-PROJECT OFFENSES BY PROJECT

Project	NUMBER OF OFFENSES SIX MONTHS POST					NUMBER OF OFFENSES ONE YEAR POST				
	0	1	2	3	4+	0	1	2	3	4+
SACRAMENTO										
Experimental	19									
Number	6	4	4	2	3	4	4	4	2	5
Percent	31.6	21.1	21.1	10.5	15.8	21.1	21.1	21.1	10.5	26.4
Control	8									
Number	5	2	0	0	1	4	2	1	0	1
Percent	62.5	25.0	0.0	0.0	12.5	50.0	25.0	12.5	0.0	12.5
YOLO										
Experimental	32									
Number	21	10	1	0	0	15	10	6	0	1
Percent	65.6	31.3	3.1	0.0	0.0	46.9	31.3	18.8	0.0	3.1
RICHMOND										
Experimental	26									
Number	10	9	3	3	1	8	8	1	5	4
Percent	38.5	34.6	11.5	11.5	3.8	30.8	30.8	3.8	19.2	15.3
ALAMEDA										
Experimental	2									
Number	1	0	1	0	0	0	1	1	0	0
Percent	50.0	0.0	50.0	0.0	0.0	0.0	50.0	50.0	0.0	0.0
Control	4									
Number	2	0	2	0	0	2	0	2	0	0
Percent	50.0	0.0	50.0	0.0	0.0	50.0	0.0	50.0	0.0	0.0
ALL PROJECTS										
Experimental	79									
Number	38	23	9	5	4	27	25	12	7	10
Percent	48.1	29.1	11.4	6.3	5.1	34.2	31.6	15.2	8.9	12.7
Control	12									
Number	7	2	2	0	1	6	2	3	0	1
Percent	58.3	16.7	16.7	0.0	8.3	50.0	16.7	25.0	0.0	8.3

SET XII

DURATION OF SERVICE BY REFERRAL CATEGORY

Up to this point, the evaluation has dealt entirely with the characteristics of the referral population and their treatment outcomes. The two Sets of tables which concluded this section of the report focuses on two aspects of the service side of the projects; i.e., the duration of service and the number of treatment contacts.

We found a fairly substantial amount of data on both aspects of the service program, although more data existed on the duration of service than on the number of treatment contacts. In Alameda the data on number of treatment contacts was supplied by the project staff and in Sacramento from a sample of the case records.

In the cluster there are some wide variations in the service concepts as they relate to duration, frequency of contact and continuity of service.

At one extreme we would include Sacramento and Richmond, where the practice was to deal with the case immediately, in the context of the situation that precipitated the referral incident and then withhold further service until another specific incident made recontact with the case necessary. The average number of treatment contacts in Sacramento was only 2.1; in Richmond it was 2.3. In over 70% of the cases in both projects the treatment was concluded and the case terminated in the first 60-days following referral.

At the other extreme was Alameda where the policy was to provide a much more intensive type of treatment over an extended period. The referrals were seen about once a week over the entire year we followed the treatment group. The number of contacts in the sample varied from a maximum of 82 contacts per year to a minimum of 35. Service continued for over a year in 67% of the project's cases. Data wasn't available on the control group.

Yolo was the only project that didn't have a clearly defined service policy. The service concepts in this project were discussed largely in terms of counselor-client rapport rather than family involvement; peer interaction as opposed to authority recognition; and the counseling was done in settings familiar and convenient to the referral rather than in a home environment.

Another important difference was that there was very little continuity between the caseworker and the referrals in the Yolo project. Organizational problems, management turnover, and constant uncertainty about the supply of the case aide volunteers practically precluded having the kind of scheduled, follow-up involvement with the cases that was possible with professional, full-time staff in the other projects.

This type of an administrative situation necessitated a much different type of casework practice. One very evident difference was that while Yolo saw the cases about as many times as Richmond or Sacramento the service period was much shorter. This was true even with the youth who had been referred for serious offenses. Fifty-one percent of the cases were closed within seven days after referral and 60% within 21-days. We attributed this more to the problems related to the availability of staff rather than to a deliberate service policy.

TABLE 58

DURATION OF SERVICE BY REFERRAL CATEGORY*

Project: Sacramento 601 Diversion Project
Group or Sub-group: All Experimental Referrals on which Duration Data
 was Available
Number of Referrals having Data Recorded: 92

	<u>Del. Tend.</u>	<u>Petty Theft</u>	<u>Alcohol/ Marijuana</u>	<u>Row Total No. & %</u>
1 to 7 Days Percent	17 19.6%	0 0.0%	1 50.0%	18 19.6%
8 to 21 Days Percent	12 13.8%	0 0.0%	0 0.0%	12 13.0%
22 to 60 Days Percent	33 37.9%	2 66.7%	1 50.0%	36 39.0%
2 to 3 Months Percent	3 3.4%	0 0.0%	0 0.0%	3 3.4%
3 to 6 Months Percent	16 18.5%	0 0.0%	0 0.0%	16 17.3%
6 Months to 1 Year Percent	3 3.4%	1 33.3%	0 0.0%	4 4.3%
Over 1 Year Percent	3 <u>3.4%</u>	0 <u>0.0%</u>	0 <u>0.0%</u>	3 <u>3.4%</u>
Total Referrals in each Offense Category	87	3	2	92

*Duration of service is time between date of first contact and termination of case.

TABLE 59

DURATION OF SERVICE BY REFERRAL CATEGORY*

Project: Yolo Youth Service Bureau

Group or Sub-group: All Law Enforcement and Probation Referrals on which Duration Data was Available

Number of Referrals having Data Recorded: 143

	<u>Del. Tend.</u>	<u>Petty Theft</u>	<u>Mal. Mischief</u>	<u>Other Misd.</u>	<u>Alcohol/ Marijuana</u>	<u>Dang. Drug Felony</u>	<u>Felony vs Property</u>	<u>Felony vs Person</u>	<u>Row Total No. & %</u>
1 to 7 Days Percent	13 44.8%	26 52.0%	13 59.1%	6 60.0%	9 64.3%	1 33.3%	3 25.0%	2 66.3%	73 51.0%
8 to 21 Days Percent	1 3.4%	5 10.0%	3 13.6%	1 10.0%	0 0.0%	1 33.3%	1 8.3%	0 0.0%	12 8.4%
22 to 60 days Percent	10 34.5%	6 12.0%	1 4.5%	2 20.0%	1 7.1%	1 33.3%	4 33.3%	1 33.7%	26 18.2%
2 to 3 Months Percent	1 3.4%	4 8.0%	1 4.5%	0 0.0%	0 0.0%	0 0.0%	1 8.3%	0 0.0%	7 4.9%
3 to 6 Months Percent	4 13.8%	2 4.0%	3 13.6%	0 0.0%	2 14.3%	0 0.0%	1 8.3%	0 0.0%	12 8.4%
6 Months to 1 Year Percent	0 0.0%	7 14.0%	1 4.5%	0 0.0%	2 14.3%	0 0.0%	2 16.7%	0 0.0%	12 8.4%
Over 1 Year Percent	0 0.0%	0 0.0%	0 0.0%	1 10.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 0.7%
Total Referrals in each Offense Category	29	50	22	10	14	3	12	3	143

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*Duration of service is time between date of first contact and termination of case.

TABLE 60

DURATION OF SERVICE BY REFERRAL CATEGORY*

Project: Richmond Probation Intervention Unit

Group or Sub-group: All First Year Referrals to Project on which Duration Data was Recorded

Number of Referrals having Data Recorded: 106

	<u>Del. Tend.</u>	<u>Petty Theft</u>	<u>Mal. Mischief</u>	<u>Other Misd.</u>	<u>Alcohol/ Marijuana</u>	<u>Dang. Drug Felony</u>	<u>Felony vs. Property</u>	<u>Felony vs. Person</u>	<u>Row Total No. & %</u>
1 to 7 Days Percent	20 24.1%	2 20.0%	1 50.0%	1 100.0%	4 44.4%	0 0.0%	0 0.0%	0 0.0%	28 26.4%
8 to 21 Days Percent	8 9.6%	4 40.0%	0 0.0%	0 0.0%	1 11.1%	0 0.0%	0 0.0%	0 0.0%	13 12.3%
22 to 60 Days Percent	29 34.9%	4 40.0%	1 50.0%	0 0.0%	1 11.1%	0 0.0%	1 100.0%	0 0.0%	36 34.0%
2 to 3 Months Percent	6 7.2%	0 0.0%	0 0.0%	0 0.0%	1 11.1%	0 0.0%	0 0.0%	0 0.0%	7 6.6%
3 to 6 Months Percent	13 15.7%	0 0.0%	0 0.0%	0 0.0%	2 22.2%	0 0.0%	0 0.0%	0 0.0%	15 14.2%
6 Months to 1 Year Percent	7 8.4%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	7 6.6%
Total Referrals in each Offense Category	83	10	2	1	9	0	1	0	106

*Duration of service is time between date of first contact and termination of case.

TABLE 61

DURATION OF SERVICE BY REFERRAL CATEGORY*

Project: Alameda Delinquency Prevention Project

Group or Sub-group: All Experimental Referrals to Project on which Duration Data was Recorded

Number of Referrals having Data Recorded: 33

	<u>Del. Tand.</u>	<u>Petty Theft</u>	<u>Mal. Mischief</u>	<u>Other Misd.</u>	<u>Alcohol/ Marijuana</u>	<u>Dang. Drug Felony</u>	<u>Felony vs Property</u>	<u>Felony vs Person</u>	<u>Row Total No. & %</u>
6 Months to 1 Year Percent	5 31.3%	0 0.0%	1 50.0%	1 100.0%	0 0.0%	1 50.0%	3 60.0%	0 0.0%	11 33.3%
Over 1 Year Percent	11 68.7%	2 100.0%	1 50.1%	0 0.0%	3 100.0%	1 50.1%	2 40.0%	2 100.0%	22 66.7%
Total Referrals in each Offense Category	16	2	2	1	3	2	5	2	33

*Duration of service is time between date of first contact and termination of case.

TABLE 62

NUMBER OF TREATMENT CONTACTS BY REFERRAL CATEGORY

Project: Yoio Youth Service Bureau

Group or Sub-group: All Law Enforcement and Probation Referrals to Project

Number of Referrals: 279

Referral Category	NUMBER OF TREATMENT CONTACTS				Total No. & %	Ave. No. of contacts by referral category
	1	2	3	4+		
<u>Delinquent Tendency</u>						
Number	16	9	4	6	35	2.1
Percent	45.7	25.7	11.4	17.2	21.2	
<u>Petty Theft</u>						
Number	31	13	8	8	60	2.1
Percent	51.7	21.7	13.3	13.4	36.1	
<u>Malicious Mischief</u>						
Number	14	10	0	1	25	1.6
Percent	56.0	40.0	0.0	4.0	15.1	
<u>Other Misdemeanors</u>						
Number	7	4	1	0	12	1.5
Percent	58.3	33.3	8.3	0.0	7.2	
<u>Alcohol-Marijuana</u>						
Number	7	1	3	0	11	1.6
Percent	63.6	9.1	27.3	0.0	6.6	
<u>Dangerous Drugs Felony</u>						
Number	2	0	0	1	3	2.0
Percent	66.7	0.0	0.0	33.3	1.8	
<u>Felony vs. Property</u>						
Number	6	3	2	3	14	2.1
Percent	42.9	21.4	14.9	21.4	8.4	
<u>Felony vs. Person</u>						
Number	3	2	0	1	6	1.8
Percent	50.0	33.3	0.0	16.7	3.6	
Total Having Data Recorded					166	
No Data Recorded					113	
					279	
Average Number of Treatment Contacts for Total Population: 1.9						
<u>Percent Committing other Offenses Six Months Post</u>	26.7	29.3	16.9	20.0		

TABLE 63

NUMBER OF TREATMENT CONTACTS BY REFERRAL CATEGORY

Project: Richmond Intervention Unit
 Group or Sub-group: All First Year Referrals
 Number of Referrals: 132

Referral Category	NUMBER OF TREATMENT CONTACTS					Total No. & %	Ave. No. of contacts by referral category
	1	2	3	4	5+		
<u>Delinquent Tendency</u>							
Number	30	12	20	7	11	80	
Percent	37.5	15.0	25.0	8.8	13.9	79.2	2.5
<u>Petty Theft</u>							
Number	5	1	1	0	0	7	
Percent	71.4	14.3	14.3	0.0	0.0	6.9	1.4
<u>Malicious Mischief</u>							
Number	0	2	0	0	0	2	
Percent	0.0	100.0	0.0	0.0	0.0	1.9	1.0
<u>Alcohol-Marijuana</u>							
Number	3	4	0	0	0	7	
Percent	42.9	57.1	0.0	0.0	0.0	6.9	1.6
<u>Felony vs. Property</u>							
Number	1	0	4	0	0	5	
Percent	20.0	0.0	80.0	0.0	0.0	4.9	2.6
Total Having Data Recorded						101	
No Data Recorded						31	
						132	
Average Number of Treatment Contacts for Total Population: 2.3							
<hr/>							
Percent Committing Other Offenses Six Months Post	59.0	53.6	64.0	72.4	72.0		

SECTION IV
EVALUATION OF SCHOOL AND TUTORING REFERRALS



YOLO YOUTH SERVICES BUREAU

The evaluation data in Section III of the report was concerned exclusively with outcomes and results as they related to the law enforcement and probation referrals to this cluster of projects. The predominate focus of our analysis was on this group of referrals because all of the projects were originally funded and organized for the purpose of treating and otherwise reducing the incidence of delinquency in the target areas. In spite of the fact that there were different treatment approaches represented in the cluster, the one objective of reducing delinquency was common to all of them.

As it happened, the service program in the Yolo project was abruptly shifted to an entirely different treatment population in the last six months of the third grant year. Up to this point the project had been primarily concerned with youth who had actually been arrested by the police for some specific violation or another.

As we have already explained (see page 27) the police and probation departments had practically stopped making referrals to the project by July of 1973. When this primary source of their referrals ended, the project turned its efforts toward the schools in developing another replacement source of referrals. The project was apparently successful because 72% of the project's referrals came from the schools in the last grant year and this figure increased to nearly 100% after the county assumed fiscal responsibility for the program in fiscal year 1973-74.

Although they had relatively little experience with this phase of the Bureau's program, there was a strong feeling among the project staff that the evaluation should include, to the extent possible, some assessment of what the Bureau now regarded as its most successful program to date.

We recognized the project's interest in having the last phase of their program included in the evaluation, but from our standpoint, we think of this additional data about the Yolo project as almost an incidental gratuitous part of the overall study. Some of the reasons for this is because there was very little experience with the program; data about the service side of the program was very limited; none of the case aides could be contacted that worked during the 1973 school year and at the time this evaluation started, the greater part of the school program had been shifted to school districts completely outside the target area.

Our solution in trying to provide something for the evaluation of this phase of the Yolo project was to select a sample representing 15% of the 1973 school referrals and survey principals, counselors and teachers for their impressions and reactions to the case aide program. The questionnaire we developed is shown in the appendix.

The questionnaire was delivered to the schools by our staff. The purpose of the questionnaire was explained to a principal, counselor or someone who took responsibility for locating the teacher or the person who either referred the student or who had worked most closely with the case aide and the student involved.

The sample consisted of 51 referrals from all three school districts in which the Bureau operated. All the questionnaires were returned except for the 15 referrals in the sample from the Esparto Elementary School District.

Seven of the 36 referrals on which questionnaires were returned had dropped out of school. Two others could not be located and no other comment about these 9 referrals was made. Responses about the remaining 27 referrals in the sample are presented in the following table.

TABLE 64

TABULATION OF RESPONSES TO QUESTIONNAIRE

<u>Question</u>	<u>Response</u>	<u>Number</u>	<u>Question</u>	<u>Response</u>	<u>Number</u>		
1. Who referred the student to the YSB?	Teacher	16	8. How would you rate the improvement you feel was made with the student's problems which you could attribute to the YSB case aides?	No improvement	5		
	Counselor	1		Slight improvement	18		
	Principal or Dean	4		Considerable	1		
	Unknown	6		Outstanding	0		
2. Reason for referral:	Attendance	6	9. How did you first hear about the services which the YSB offer schools?	No reply	3		
	Behavior Problem	12		YSB Personnel	11		
	Learning Problem	15		Principal	9		
	Need for group involvement	3	No response	7			
	Other	4	10. Rate the YSB case aide program that was carried out in your school from the standpoint of the following characteristics:				
Individual tutoring	9	<u>Positive</u>		<u>Negative</u>	<u>No Response</u>		
Group tutoring	5	A. Regularity and frequency of contact between the student and the case aide.		22	4	1	
Crafts	1	B. Turnover and permanency of the aide assignments to your school.		16	8	4	
Individual counseling, personal problems	9	C. Certainty about the continuing relationship between case aide and the student.		10	12	4	
Individual counseling, behavior problems	3	D. Preparation of case aide.		18	8	1	
No response	6	E. Supervision over case aides by school or YSB.		10	11	6	
4. Term of service:	No response	14		F. Availability of necessary supplies and other resources needed by case aide.	7	16	4
	4-6 Months	13		G. Teacher's impression of how the student regarded the YSB case aide's assistance.	26	1	0
5. Estimated number of weekly contacts:	One	16		11. Did you, as a referring teacher have the opportunity to measure and direct the tutoring or counseling conducted by the YSB?	Yes	13	
	Two	5	No		6		
	Three or more	1	No reply		8		
	Unknown	5	12. As a teacher would you refer students to the YSB program again?		Yes	24	
6. Why was student referred to YSB?	No school counselor available	3			No	2	
	No teacher aides	4	No reply		1		
	Directed by Principal	9	7. Did you as a teacher feel that the abilities, experience and the professional training of the YSB case aides were adequate considering the nature and difficulty of the referral problem?		Yes	11	
No reply	11	No			11		
Yes	11	No reply			5		

Several of the teachers made some collateral notations on the questionnaires or comments to our staff about the program which we also thought was indicative of how it was regarded. Generally, the teachers seemed to be very supportive of the case aide program. Several mentioned that the case aides served as a substitute for regular teacher aides that the district was not able to provide. Case aides were able to give special attention to a few students that otherwise wouldn't have received it. Several made observations on the improvement in the program over the previous year.

On the negative side, much of the comment went to the point that teachers did not know much about the purpose of the program, its availability, or how it was coordinated between the individual schools and the district. Some of the teachers were not even aware that their students had been seen by the case aides until they received the questionnaire. This apparent contradiction might be partially explained by the fact that in many cases the students were seen very informally, such as at lunch, on the playground, or after school.

Some of the teachers were critical of the follow-through of the case aides after they started to work with a student. Teachers seemed to be unsure whether part-time case aides could maintain enough regularity and continuity in their visits to be effective. This is a kind of problem that is probably just inherent to any program relying primarily on part-time volunteers. This comment might also be related to the problem of having a very limited staff covering three geographically separated school districts with many individual schools.

It was very evident from all our discussions with principals and school counselors that these school referrals which are being made to the Bureau now are not regarded as being delinquent in any sense. Clearly, the project has shifted its

service orientation away from delinquency and delinquency prevention to one of providing a supplemental service to the schools of the county.

RICHMOND OUTREACH

Outreach's records will support receiving approximately 600 referrals between October 1971 and January 1973. We verified this to our satisfaction from a close review of the intake log which had been maintained in the program since its inception. Their own records made the following breakdown of the referrals:

<u>Sex of Youth Served</u>		<u>Percent</u>	<u>Race of Youth Served</u>		<u>Percent</u>
Male	382	64	Black	555	92
Female	218	36	White	25	4
Total	600	100%	Chicano	20	3
			Total	600	100%

<u>Age of Youth Served</u>	<u>Percent</u>	
5-9	62	10
10-13	104	18
14-15	174	29
16-17	157	26
18+	103	17
Total	600	100%

It was apparent that the referrals could be segregated into three basic service categories--tutoring, recreational activities and employment counseling.

By this classification the referrals fell into about three equally-sized groups of about 200 each. The records that were maintained in the project told us very little about the extent, duration or nature of the service that was provided to the referrals in any of the three groups.

The following description of the project about the objectives and character of the individual counseling phase of their program was as adequate as any we could devise:

"The counseling program is not designed to help youth with psychological difficulties, but only to help them learn to deal with situational difficulties, such as difficulties between the youth and his school or his family. Each of the counselors (activity leaders) is assigned to a Model Neighborhood target area school to help counsel youth attending those schools in a nonauthoritarian manner. Youth with serious psychological problems are referred to outside agencies for help.

"The activities run by the Outreach Center include sponsoring youth clubs, sponsoring athletic teams, running karate classes, sewing classes, bowling teams, and running youth encounter sessions and youth conferences. These activities are utilized in a therapeutic manner. They are carried out in an attempt to help the youngster develop a positive self-image and greater interest in relating to others. The Outreach Center also serves as a drop-in center for youth wishing to play pool, quiet games, or just talk. The building is also used for club meetings."

Outreach did receive a small percentage (perhaps 20%) of their referrals from law enforcement agencies. They appeared to be a distinctly different type of referral than was made to the Intervention Unit. It was our impression that if a delinquent act was involved at all that the violation was so minor that the incident was handled as an informal, voluntary referral by the police. Consequently, the few law enforcement referrals were considered by the project staff as simply another self-referral. Little or no documentation was made on these informal law enforcement referrals and they appeared in the records as just another counseling, tutoring or recreational referral.

From the project's records we were not able to do much more than identify the recreation referrals. Project staff knew in some cases how long or active the referral had been in the program but with the exception of some of the tutoring and

employment referrals there was no indication of outcome as we have thought of it in doing the evaluation of the regular law enforcement referrals to the Intervention component. The only specific information we could find on the employment referrals is that 77 of the 200 were given jobs as tutoring aides.

These limitations of the project records are partially understandable, however, when one recognizes that attendance and participation in all of Outreach's programs was entirely voluntary. Considering this problem, and the fact that many of the activities were carried out in several different locations, it would have been practically impossible and probably pointless to attempt maintaining precise information on such things as attendance in some of the programs. In addition, it was the deliberate policy of the project not to keep the type of records on the referrals that might have been kept if the referrals had not been voluntary. The effect of this, however, effectively precluded the possibility of assessing results based on any kind of outcome data.

Project data on the educational referrals was no more informative than it was with the recreation and employment cases. It did provide in some cases, along with the name, the grade, the school attended, some very limited information on the duration of the tutoring period. Because of the specific nature of the tutoring services we felt that this was the one group of Outreach's referrals where we could get some indication of results by looking at changes in school behavior and performance.

From 200 tutoring referrals we selected a 15% random sample amounting to 31 cases. The referrals in the sample ranged over 14 schools and covered the grades from K-12 and ages from 5-17. We were able to find data on 20 of the cases in the sample. The main reason we could not obtain data on the others was that they had moved out of the district or on to home tutoring.

The referrals in the sample were all black with 13 females and 7 males. The tutoring period for each referral varied from three to ten months and the mean was five months, two weeks. The students were referred to the project for the most part by parent request. Some students requested help on their own and some were also referred from the welfare and probation departments.

Our approach to assessing the effect the tutoring program may have had on the referrals' educational achievement was to examine the students' grades in school one marking period before tutoring and comparing them one marking period after leaving the program. Some of the considerations and factors that were involved in our review of scholastic improvement is discussed below.

In the Richmond Unified School District (RUSD) report cards in grades kindergarten through third do not use letter grades. Although there are some minor differences between the kindergarten report card and the one used in grades one through three they are similar in form and content. The following remarks will serve for both sets of report cards in order to show the methodology used. For example, in the area labeled Reading there is a category called "recognizing initial consonants." The teacher evaluates the child's ability on a three-part scale: superior, satisfactory, not satisfactory. In the area labeled Mathematics there is a category labeled "counts from one to one hundred" and the child is evaluated on the same three-part scale described above.

The evaluation for this type of report card was made by comparing the number of checks in the various columns during the target times stated. Only the areas of Reading and Mathematics were counted as these were the areas in which the child was tutored and the other areas concerned nonacademic matters.

There was also space on the report cards for the teacher to write in comments about the students' general performance. If there was little or no difference in the grades on the report card, but the teacher commented after the tutorial period that there was an improvement, the referral was counted as "improved".

The report cards of grades four through twelve use letter grades in the subject areas without the refined breakdowns that the report cards for grades kindergarten through third use. There are two sets of coded comments for the teacher's use. The first set indicates whether or not the referral's reading and arithmetic is up to grade level. The second set indicates whether the student is improving or not in both grades and department. An example of the department code is "Comes to class with materials".

All the grades in all subjects were compared during the target times. For example, prior to the tutoring period if the student received a grade of B in English and a grade C in Sociology and after the tutoring period he received a C in English and a B in Sociology and all other grades remained the same; he was placed in the study as improved if the coded comments said he showed improvement and as not improved if the coded comments showed no improvement. The following table summarizes the assessment we made of the 20 tutoring referrals on which we obtained information.

TABLE 65
ASSESSMENT OF TUTORING REFERRALS

<u>SEX</u>	<u>AGE</u>	<u>SCHOOL</u>	<u>NO. OF MONTHS TUTORED</u>	<u>TEACHER ASSESSMENT</u>	<u>INVESTIGATORS ASSESSMENT</u>
M	5	Nystrom	5		
F	7	Ford	7	--	No
M	7	Peres	4	--	No
F	7	Peres	6	--	No
F	11	Ford	4	No	No
M	6	Stege	3		
F	9	Nystrom	5	--	No
F	5	Lincoln	4	--	No
F	6	Lincoln	--	--	
F	7	Nystrom	5		
F	11	Peres	5	--	
F	10	Peres	6	--	No
M	7	Wilson	5		
F	10	Fairmede	7		--
M	13	Adams	3	--	
F	16	Kennedy	10		
F	16	El Cerrito	5	--	
M	17	Pinole	4	--	No
F	14	Downer	5	--	No
M	13	Portola	6	--	

No. of students 20
 Age range 5-17
 Grade range K-12
 Tutoring period 3-10 months
 Males 7
 Females 13
 Black 20
 Improvement in grades 10
 No improvement 10

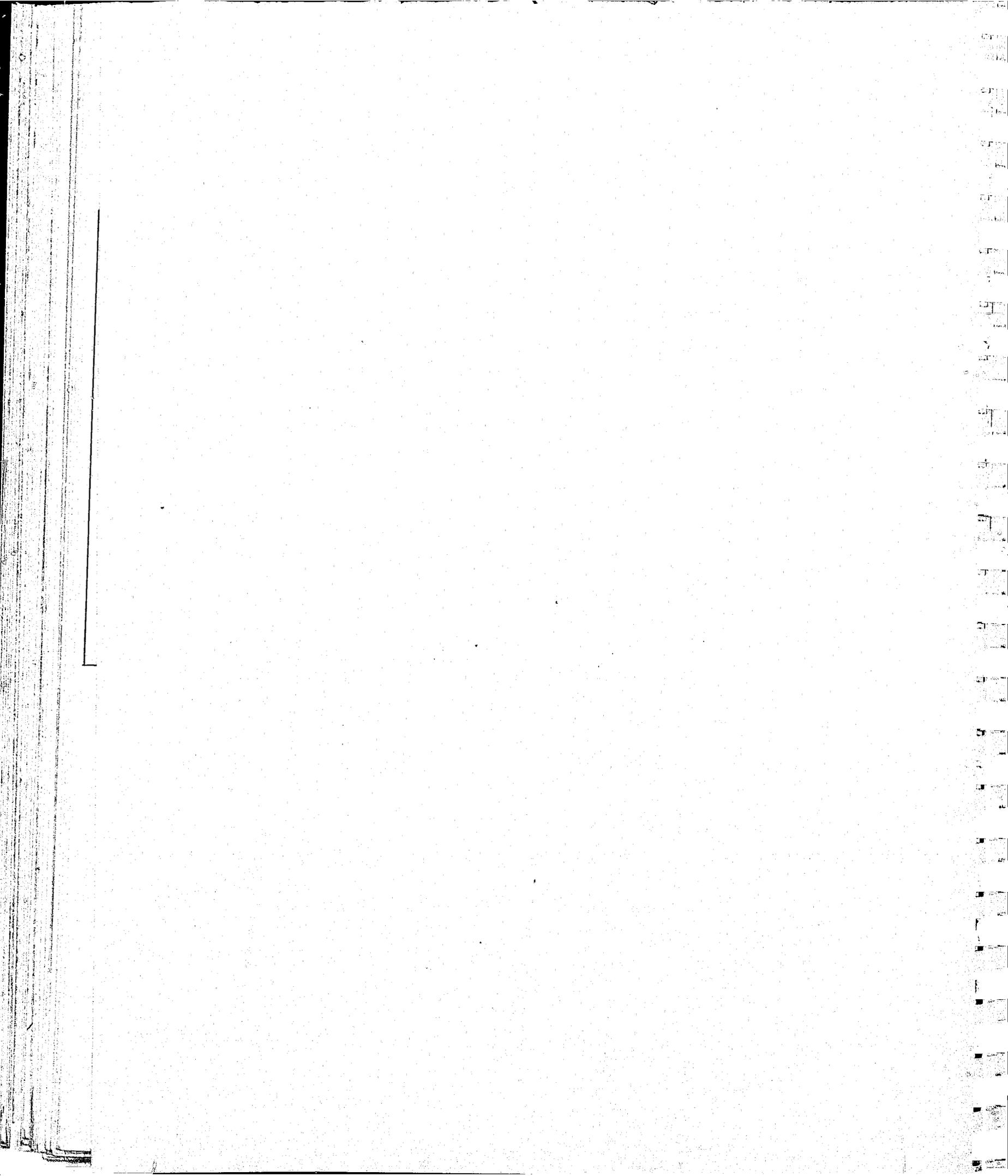
Line drawn in column labeled "Teacher" means there was no written or verbal comment by school personnel. An "I" in the column labeled "Teacher" means that either a teacher, counselor, or principal said that the subject was doing better or it was written on the report card.

In general, little change for better or worse took place. Whatever change did take place could easily be attributed to other factors such as different teacher, removal from the regular school program into a special program, reduced class load, or changes in the family situation.

Half of the students showed an improvement in their grades and half of the students showed no improvement. The improvement can be attributed to the project, other factors, or the work of the project plus other factors.

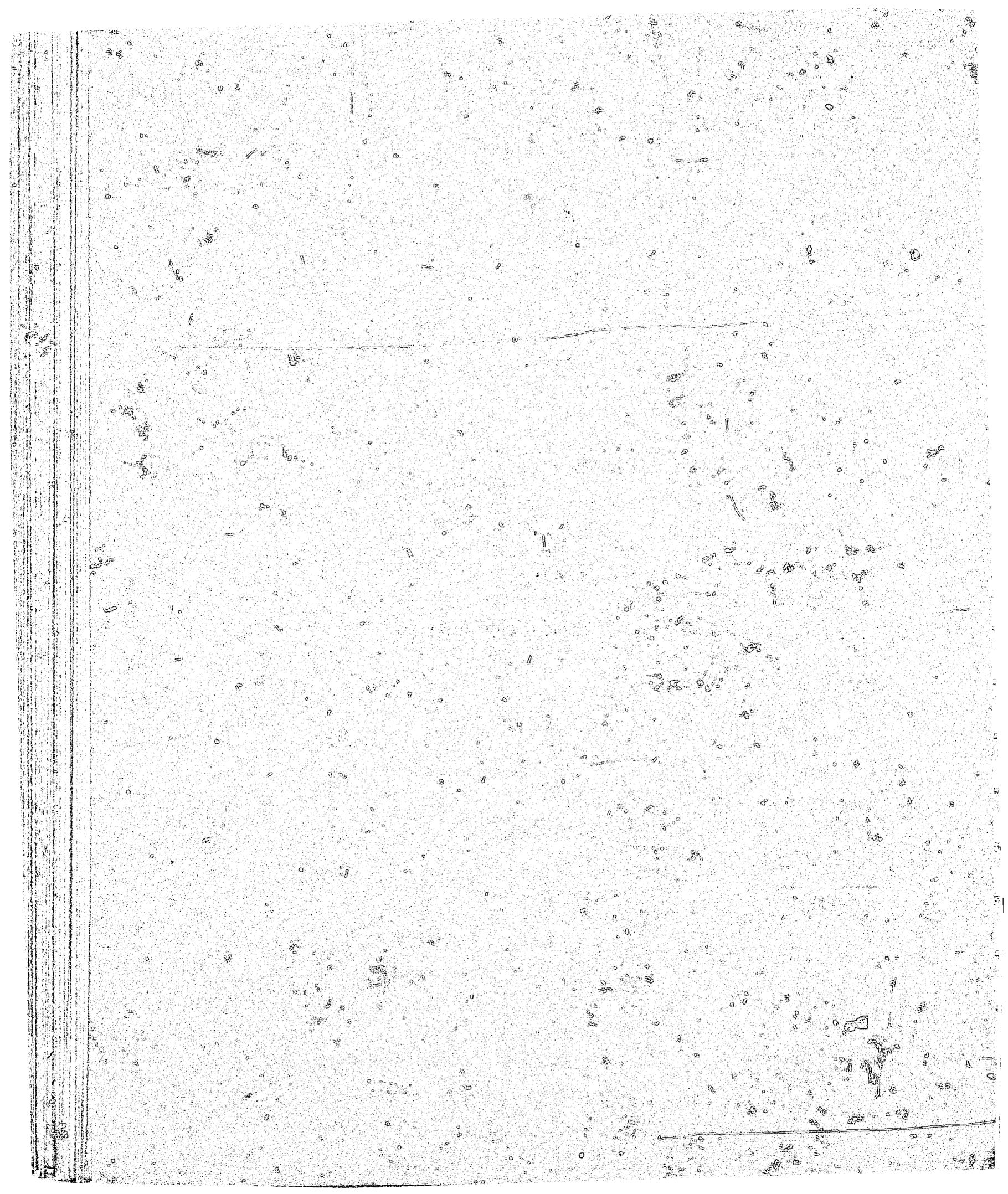
It became very evident as we went into the district to check on the school performance of the referrals that there was not a great deal of awareness on the part of school district personnel about Outreach's tutoring program. Wherever possible the principal, vice-principal, or counselor was asked if he had ever heard of the RYSP. Five of the 13 people asked had never heard of it. One counselor indicated the district was not allowed to use the services of the RYSP.

It is openly acknowledged that at one time there was a written policy in the district which prohibited the schools from making referrals to any outside agency like the Youth Services Program. This no doubt accounted for the problem Outreach had in securing more referrals directly from the schools. In spite of the schools' policy, some of the staff's personal relationship with the school personnel was such that they obtained quite a few referrals on an informal basis.



SECTION V

EVALUATION OF COORDINATION FUNCTION



COORDINATION OF COMMUNITY RESOURCES

In the funding applications for the Yolo project and Richmond Outreach there appears a second objective of utilizing community resources in a more effective manner. In both projects we found that the major part of the budget and staff resources were committed to the direct delivery of services. The coordination function, nevertheless, was regarded as a highly important and necessary aspect of integrating these community-based programs into the target neighborhoods as well as meshing them effectively into the overall network of other public agency services.

In light of our exposure to the projects over the past ten months we can readily understand why the success of projects like Yolo and Richmond Outreach may depend to a large degree on how they are accepted and regarded by other agencies and the community. It seems to us that the deciding factor in whether they received a continuing source of referrals is a direct result of how well they promoted positive interagency relationships. The grant applications, we noticed, even anticipated the possibility of sharing staff with other existing agencies. We can see why this would be vitally important in a project like Yolo where the core staff was small and essentially untrained.

On the community side of the matter, there was a sort of implicit justification of these organizations based on the belief they were needed in order to more effectively communicate and represent the problems and special needs of the target area to the police and other existing agencies. In staffing their projects, special emphasis was placed on attracting people familiar and knowledgeable in the target area.

In order to assess the project's effectiveness in carrying out their coordination function, we solicited observations and opinions from various community

agencies in each target area. In each agency we examined the extent to which the projects had succeeded in facilitating interagency cooperation. The primary focus of our discussion centered on a determination of whether the projects had functioned as a facilitator in achieving greater utilization of community resources or whether they were simply regarded as another resource by virtue of their creation.

In each agency we also examined both case coordination and program coordination between other agencies and the project. It seemed to us that if the projects were to be successful in providing any continuity of service they must be involved in a systematic flow and exchange of information on cases referred by outside agencies. More importantly, if the projects were to avoid duplication of services, supplement gaps in programs, or eliminate the fragmentation of services they would have to be heavily involved in the coordination of specific programs.

A third aspect of the coordination function we reviewed with the agencies we contacted was the involvement of local residents in planning and in some cases conducting service programs. By generating community interest and coordinating voluntary efforts of local residents, the original grant applications visualized the projects acting as a catalyst for launching specific service programs in each community.

Yolo Youth Services Bureau

In Yolo we had the opportunity to interview supervisory personnel and line staff from the local sheriff's office, probation department, county mental health agency and the local welfare department. Since the inception of the project each of these agencies had specific involvement with the program. While the earlier primary source of referrals to the project was police and probation, the project did

receive a small number of referrals from both the local mental health and welfare agency.

In our discussions with agency personnel it was quite evident that there had been a change from a somewhat negative attitude toward the Bureau during the early years of the project to a more positive one recently. The staff in these outside agencies we contacted felt the Bureau was now more effectively coordinating its program with other agencies. Agency personnel felt the project was now working with established agencies rather than in competition with them. Many expressed the opinion that the Bureau seemed to be attempting to fill gaps in needed services rather than duplicating existing services offered by other agencies.

The responses from agency staff generally reflected fairly realistic expectations about the case aide counseling program conducted by the Bureau. Very few anticipated any miracles, but most staff said they would have no hesitation in referring certain carefully selected cases to the Bureau.

Most of the early negativism about the program seemed to arise out of organizational pride and defensiveness, competition for the same professional territory, differences in professional outlook or personality conflicts. Some staff felt the very existence of the Bureau implied disapproval of the way established agencies were dealing with juvenile problems. Early in the program, some agencies expressed skepticism about the Bureau's ability to provide a continuous and regular service program when the core staff of the project consisted of a small, untrained group of student volunteers.

Most of the people we saw felt these early negative attitudes toward the project were due in part to uncertainty about the role of the Yolo Youth Services Bureau and its low visibility during the first two-and-a-half years of the project.

One of the persistent criticisms of the early operation of the Bureau was the lack of stability in the project, as evidenced by a constant change of directors and reorganization of services. Agencies were never sure of what the Bureau's service program was and as a result they were really never sure if their referrals were appropriate.

During the first years of the project, the only staff detached from other agencies to assist the Bureau were the few probation and mental health staff who were assigned to fulfill the county's fiscal match on the Office of Criminal Justice Planning grant. When other agencies besides police and probation made referrals to the Bureau, they were never notified about the follow-up work the Bureau did on the case. Poor feedback to the referral agency was frequently mentioned as a serious problem.

The Bureau did attempt to develop and coordinate a community volunteer "aunts and uncles" program which directly involved local residents in counseling services to local youth. After considerable effort the Bureau was forced to give up the program entirely. Arousing community interest in the program seemed to be the insurmountable problem. Other agencies had encountered similar problems in trying to organize local residents into a reliable corps of working volunteers.

No one from other agencies thought the project had done anything to eliminate duplication of services or to improve the coordination of existing resources. The Bureau was simply regarded as one more agency dealing with the same community problems that everyone else was concerned with.

The director of the Yolo Bureau was changed for the third time in 1973. At the same time an experienced part-time resources coordinator was added to the staff. These changes in the Bureau seemed to have improved the Bureau's acceptance by other agencies.

The Bureau began to meet regularly with other agency staff. The project started publishing a monthly newsletter informing the other agencies and the public at large about what specific services the project had to offer. New record systems were developed which allowed better exchange of information on referrals. The Bureau initiated an in-house accountability system which allowed the staff coordinator to better supervise case aides. The Bureau started utilizing other existing services to a greater degree whenever they received referrals who required services which they could not provide.

Although the project still depended heavily on part-time volunteers, outside agencies (especially mental health) began involving themselves in case coordination when referrals were made to the Bureau.

While many of the earlier negative feelings toward the Bureau are being eliminated, some agencies still strongly stressed the need for further communication and case consultation on referrals. Many see the Bureau's monthly list of referrals and staff schedules, which is now sent regularly to the various agencies, as a very positive move in the right direction. Some still expressed dissatisfaction in trying to contact case aides and administrative staff on referrals.

Several of the people we saw made observations on the improvement that had taken place in staff supervision of the case aide volunteers. Generally, remarks indicated that with the addition of the knowledgeable social service supervisor in the Bureau, case aide practices had greatly improved. All of the agencies still thought of the Bureau as a supplemental community resource rather than a coordinator of the community's social service resources.

In the course of talking to agency personnel many indicated they had recently been asked many of the same questions we were asking in response to an

internal evaluation of the project requested by the County Executive Office, when the county was determining whether or not to appropriate funds for the Bureau. In reviewing that evaluation it was evident most of our impressions and observations concerning interagency relationships and the coordination of community resources between the project and existing public service agencies had been corroborated.

Richmond Youth Service Program

In Richmond the coordination function was regarded by project staff as a highly notable and indispensable part of the overall project. Increased cooperation, in the form of program and case coordination among referral agencies, was seen as only part of the project's role in utilizing community resources in a more effective manner. Increasing community awareness and responsibility through direct voluntary involvement with the program was regarded as just as necessary in stimulating and organizing community resources for developing and implementing youth related services in the Richmond area.

In the course of our evaluation, we had the opportunity to interview staff in almost every local public service agency serving the Richmond Model Cities Neighborhood area. These included the probation department, police department, social services, mental health, model cities and parks and recreation. During the three years the project received funding from the Office of Criminal Justice Planning, every local agency had been involved with the program. Most agencies had established a regular ongoing line of communication with the project. This was especially true with the local police departments. Many, in fact, had appointed one or two staff members to act as liaison between the project and the agency. These cooperative interagency relationships were established early in the life of the project and

from our discussions with agency staff it is readily apparent that cooperation between the project and other local agencies has steadily increased over the last three years.

In assessing the project's effectiveness in implementing its coordination function, it became evident to us that considerable thought and cooperative planning had gone into organizing and meeting this objective. Building on the lessons of the prior Youth Service Bureau which had managed to alienate itself completely from the community and other public service agencies, the local Model Cities planning staff who helped design the project had involved almost every local agency in the initial formulation of the program.

Several frank and candid discussions were held over a two-month period before the program was ever finalized. Included in these working sessions were several prominent community residents. Many of the people we talked to strongly indicated that this early initial groundwork was perhaps the most significant and important thing that could have been done to insure the success of the program.

In order to carry out the coordination function, the Outreach component of the project was organized and specifically staffed so that a continual concentrated effort could be made to stimulate and utilize local resources. Outreach had the largest staff of any of the four components of the project, and it also served as the administrative arm of the overall program. All of the paraprofessional staff that were hired to serve as activity leaders or group counselors lived in the Richmond Model Cities Neighborhood. In some way or another, each staff member that was hired had gained some recognition for his prior work in the community. Many had been part-time employees of the former Youth Service Bureau which had failed a few years earlier.

Administrative staff for Outreach, as well as the other three components of the project, were either respected local residents or seasoned probation staff who had considerable prior training and experience in working in the community and with other public agencies. Each staff member was known and recognized by almost every agency or community organization serving youth in the target area.

Without exception, every agency we saw was eager to reaffirm its support of the project. The impression we received in a couple of interviews was that whenever anyone talked about or even contemplated youth-related programs in the Richmond area, they automatically contacted and coordinated their efforts with the project. The project was strongly viewed as a clearinghouse and focal point in directing youth-related services or programs in the Richmond community. Many expressed the belief that the project had been highly instrumental in bringing together local agencies on an ongoing basis in an effort to better coordinate existing youth-related services. The project was also credited with pulling together many of the other semi-public community organizations into an effective network of services for local youth which augmented the regular youth services program.

In examining case coordination between the project and referral agencies, each agency we saw expressed general satisfaction with the flow of information on cases they had referred to the project. Each time a referral was made, the project always notified the referral agency on any disposition they would make on the case. In many instances the project made specific referrals back to an agency whenever staff realized they could not provide the service a youth or his family might require. This was especially true with both the social service section of the local welfare department and the local public health agency. Social services and public health were two agencies where a strong mutual working interagency relationship definitely

persisted. Close linkages with these agencies were deliberately established primarily because of the low social economic characteristics of the community and the related problems this presented for many of the referrals.

Several agencies loaned staff during different times to the project. The Richmond Police Department donated a police community relations aide. Social services loaned a community service aide and probation offered a veteran probation officer who had considerable experience in working with local street gangs. Through a Model Cities Health Care Outreach project, trained staff were donated whenever the need arose. In addition, many volunteers from the community donated their time to the program. Most of their services were directed to the Youth House where local youth were temporarily housed when they had no alternative housing. The project received some staff assistance from the local junior colleges for their tutoring program. Some of these volunteers received college credits, but many simply donated their time to the project.

Some of the most valuable staff assistance the project received has been in the last few months when mental health offered free staff consultation on family cases who participated in a series of new family communication workshops Outreach began holding. This program has been so well received that the workshops are being expanded outside the target area upon the insistence of other agencies.

Most of the people we interviewed attributed the positive affirmation of public agencies and the local community toward the project to the extremely high visibility and interagency exchanges with the project since the beginning of the program. Cooperation and especially program coordination were constantly mentioned as contributing to the positiveness expressed about the project.

In discussions with agency personnel, the vehicles that were mentioned as being used by the project to facilitate coordination were two working committees

the project specifically set up for the purpose of bringing people together to communicate and discuss youth services issues in the community. These two committees were the Interagency Coordination Committee and a local Citizen Advisory Committee.

The Interagency Coordination Committee coordinated the efforts of all local agencies in carrying out youth-related services. Included on the committee were representatives of all public and semi-public community agencies who provide services in the target area. Through this group agency personnel generally feel the project had the most success in bringing together a variety of fragmented programs that existed in the target area into a more effectively integrated network of youth-oriented programs.

More importantly, the project is given credit for bringing every component of the local juvenile justice system together. In addition to police and probation representatives, the committee included as an active member the local Juvenile Court referee. Not only was the project able to identify gaps in community services, it could bring a considerable amount of pressure to bear whenever a program change was seen as being needed among the various agencies.

Contributing just as importantly to the coordination function was the YSP Citizen Advisory Committee. Included on the committee were representatives from local citizen neighborhood councils and local youth voluntary organizations and members of the local business community. This group of residents functioned as the pulse of the community for the project.

Through committee efforts, the project received many of its local voluntary workers for the programs YSP initiated. In working with these groups, the project from time to time would even loan staff to other organizations to help initiate and carry out their own program goals. Staff members of Outreach served as

policy representatives to almost every major community-based organization in the Richmond area. Three of the most prominent organizations the project worked closely with were the Greater Richmond Youth Advisory Board, Discovery Center (a drug education center) and Allied Services, a special federally-funded task force which worked in the schools. By working with these groups, several donated money to the project which helped finance many of the youth activities that Outreach conducted.

Each of these committees would meet once a month, with the citizens' committee meeting exactly one week before the Interagency Committee. With this arrangement, project staff could always communicate definite views and problems to public agencies who generally had responsibility in the area.

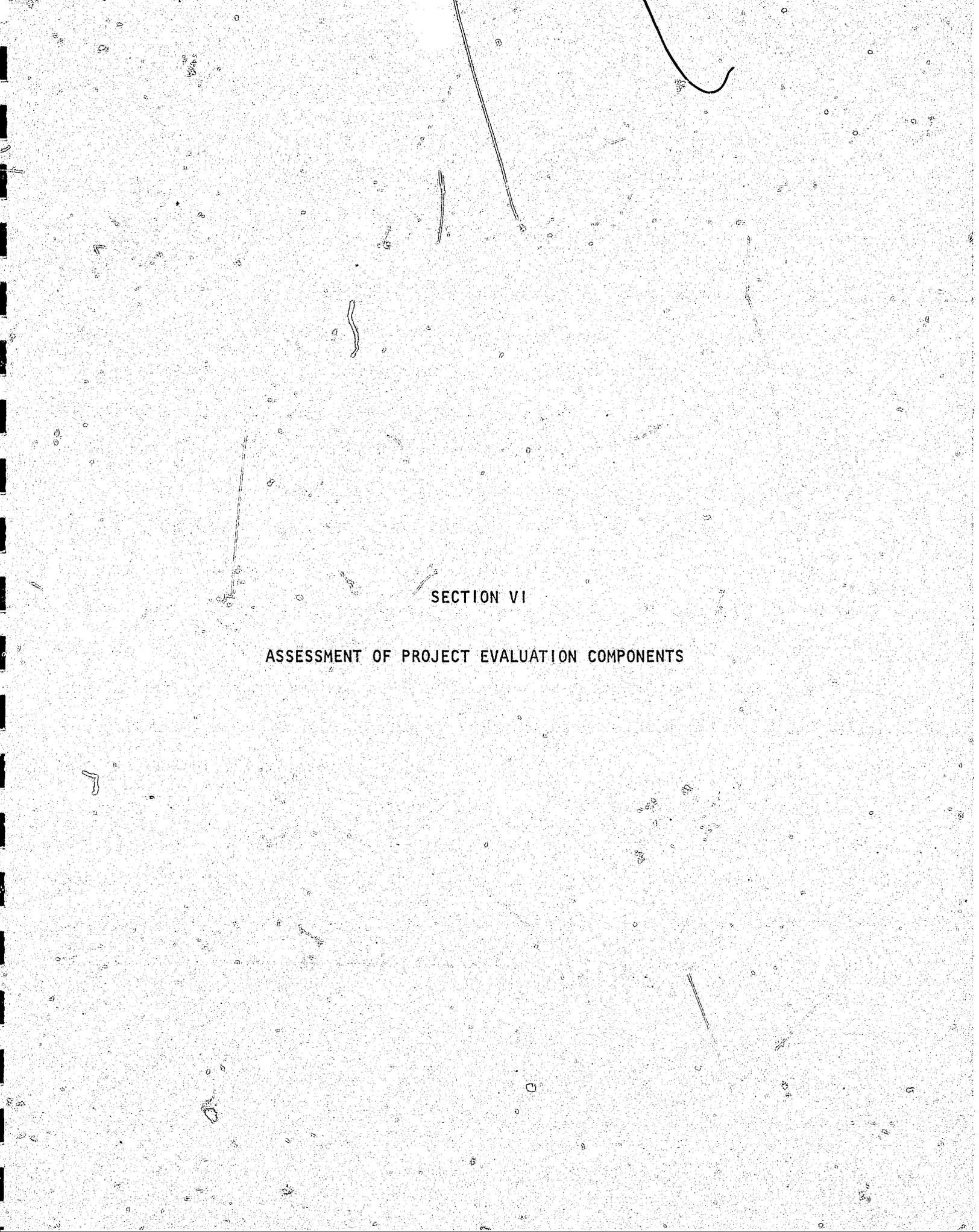
In 1972, when the Richmond Police Department initiated its own diversion project, it was through the Interagency Coordination Committee that the program was first presented. Police referrals to both Outreach and the Intervention Unit did decline, but the police continually worked with the project on a formal basis. Referrals to the project were even used by the department as one of several control groups in its own evaluation.

In all of our discussions with agency staff, the only friction that seemed to ever develop between the project and any agency was with the city recreation department in the early years of the program. Initially, the recreation department saw Outreach recreation activities as a duplication of their own program. In time, the recreation department came to support the project just as enthusiastically as any other group. While many of the team recreational activities Outreach conducted were clearly duplications of the recreation department program, Outreach did undertake some activities which the recreation department was not able to provide. For example, free karate classes were conducted by Outreach staff.

During the summer when schools were out, Outreach staff worked directly out of the recreation department's sport facilities around the city. The recreation department was never able to provide the structured supervision that was needed in many parts of the city. By working alongside paid recreation staff a cooperative and mutually supportive recreation program was worked out between Outreach and the recreation department.

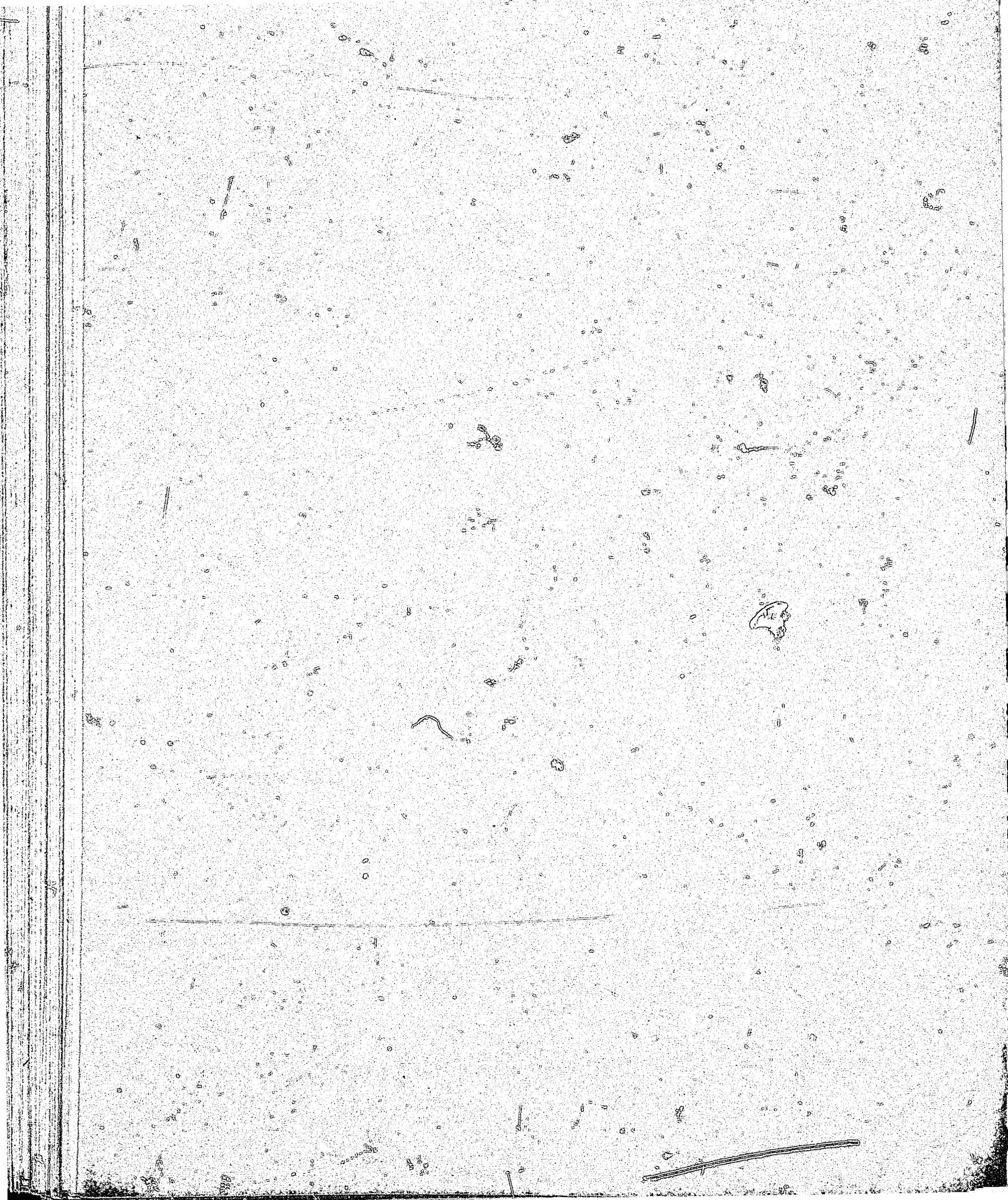
In contrast to Yolo, which failed to receive any solid agency cooperation or support for the first two years of its existence, the Richmond program was able to effectively mesh its program into the overall network of other public agency services. Through its efforts the project was clearly able to position itself so as to exert a policy impact on youth-related services in the Richmond community.

From our interviews with local agencies, it was readily apparent that the project has been able to implement to a remarkable degree its coordination objective. While some of their service programs may be a duplication of services provided by other agencies, the degree of success in facilitating agency cooperation and the comprehensive coordination activities the project has been able to organize in the community, far outweigh any problems in service duplication that may exist.



SECTION VI

ASSESSMENT OF PROJECT EVALUATION COMPONENTS



SECTION VI

ASSESSMENT OF PROJECT EVALUATION COMPONENTS

EVALUATIONS AND THE CLUSTER

In the course of this study we reached several conclusions about the way the evaluation requirements in these grants are regarded and the significance and utility the existing evaluation process seems to have to OCJP and the projects for purposes of policy development, program planning, funding decisions and even administrative guidance over the demonstration projects.

In a final sense, the ultimate purpose, it seems to us, of the evaluation process in an agency like OCJP is to give the criminal justice planner a surer sense of direction in dealing with the complex funding and planning issues that are involved in trying to affect change and improvement in California's criminal justice system. Securing reliable and high quality evaluation feedback from the hundreds of experimental and demonstration projects that have been funded, would seem to us to be a critical element in strengthening the planning and leadership role of OCJP as well as the regional planning agencies.

In summary form, the following points constitute some of the general weaknesses we observed in the way the evaluations are presently being utilized. We offer them as constructive findings, recognizing that the comments are based solely on our exposure to only these five projects. We did notice, however, that contractors for some of the other cluster evaluations mentioned similar problems with functional funding categories they evaluated.

1. Although the goals in this cluster of projects are much the same, it is quite evident that the quality of evaluations performed by the projects varied

considerably. Evaluations vary from being little more than descriptive statements of activities to rigidly controlled experiments. The projects also differ with respect to the sophistication and level of evaluation involved, as well as the costs that have been expended to secure them.

II. In considering the cluster as a whole, the evaluations which were performed are neither comprehensive nor conclusive enough to provide either OCJP or the counties with solid evidence on whether these types of programs should be continued as they are or in what manner they should be changed to make these diversion experiments more successful.

III. Without exception, all the projects failed to collect and bring into their evaluation much data that we consider relevant and which is also readily and economically available about the control and project cases. In addition, we have serious reservations about the integrity and reliability of much of the data which was used in some of the evaluations because of poor procedural control over the data collection process.

IV. It is our impression that the fulfillment of the evaluative responsibilities that are called for in all of these projects is generally a very neglected, incidentally emphasized part of the overall project responsibility. This is particularly true in those cases where the evaluation responsibility is carried out by project personnel. Even in those cases where the evaluations are conducted under a sub-contracted arrangement we see very little involvement on the part of the project with either the problems or the applied results of the evaluations. There is good evidence that the nature and extent of the evaluations which are being performed by outside consultants does not correspond to project expectations and has little practical use to the project with respect to directing the overall experiment.

V. One of the effects from having the evaluations handled as such an incidental part of the project responsibility is that it has relegated the evaluations into the hands of clerks, part-time aides, or to outside organizations with limited qualifications and certainly very little accountable concern or interest in the overall project. When evaluation is relegated to a place of this importance in the organization it is not surprising to find a strong tendency on the part of project management to discount the use of the evaluations in spite of what the results may show.

VI. Those parts of the original grant application which outline the character and the methodology of the evaluative components are not specified in enough detail to allow for later monitoring of conformance to the grant requirements or to allow for a conclusive assessment about the quality of the evaluation upon expiration of the funding.

VII. The general outline of the methodology in the evaluative component approved by OCJP in the original grant application varies so greatly between the projects, that it practically precludes the possibility of making later comparisons of success between projects that appear to us to be very much the same regardless of how they have been described. Consequently, to the extent that much of this research and evaluation which has been done on these projects is supposed to have value for planning purposes and directing constructive innovation in the treatment and prevention of juvenile delinquency, it has been lost.

VIII. One reason for the ongoing evaluation of these projects is to assist OCJP with decisions related to the continuation of funding. We see little evidence that the timing and the submission of the reports have occurred at times which would have helped with this problem. We also see very little evidence that the interim research and evaluation which was produced from these projects was ever

utilized, or discussed with the project for purposes of redirecting or improving project performance.

IX. If one examines the cost of even the best of the evaluations which have been performed on this cluster in relation to the amount of information which was collected, the time it took to collect it, and the kind of relevant data which could have been collected at no increase in cost it is our opinion that the research has been inordinately, unnecessarily expensive.

CRITIQUE OF INDIVIDUAL PROJECT EVALUATIONS

In selecting the specific criteria we used in critiquing the evaluations that were done on each project, we relied heavily on several accepted methodological requirements that are recognized in the field of evaluative research as being minimal in any ideal study of program effectiveness. These criteria are not meant to be taken as an exhaustive list of the methodological conditions that an ideal evaluation should meet; rather, our approach has been to have them serve as a main outline of what we consider appropriate, given the level of research we believe can be conducted on these projects.

The list of criteria we used along with a summary assessment of the four project evaluations is presented in table 66.

Many of the criteria we selected came directly from an article in the Journal of Criminal Law, Criminology and Police Science, by Charles H. Logan entitled "Evaluation Research in Crime and Delinquency: A Reappraisal." The criteria Professor Logan discussed in his article were finalized after an intensive and exhaustive analytical review of over 130 program evaluations from all over the country, many of which were conducted in California.

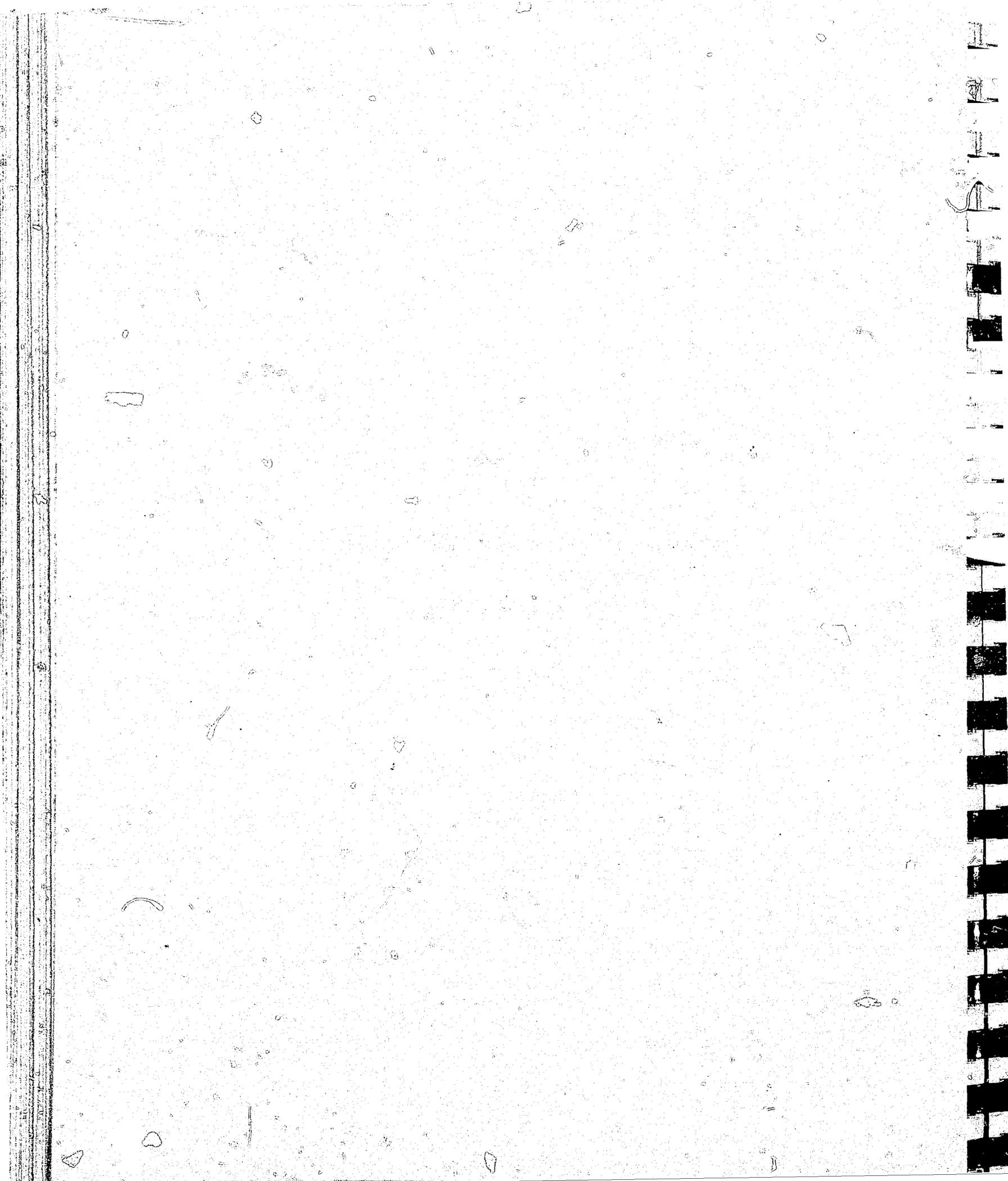
All of our comments about the project evaluations are based on our exposure to the projects over the past ten months and a close examination of all the evaluation reports prepared on the five projects by either the project staff or outside consultants.

TABLE 66
SUMMARY ASSESSMENT OF EVALUATION REPORTS

CRITERIA	Sacto. 601	Yolo YSB	Richmond YSP	Alameda
<u>EXPLANATION OF PROJECT</u>				
A. Adequate Definition of Program	●	●	●	
B. Hypotheses and Assumptions Stated	●	●		●
C. Significant Terms Defined	●	●	●	
<u>PROJECT OBJECTIVES</u>				
A. Project Objectives Clearly Listed	●	●	●	●
B. Objectives Capable of Being Evaluated	●	●	●	
C. Impact Oriented Objectives Used	●	●	●	
D. Project Objectives Quantifiable	●	●	●	
<u>SUCCESS CRITERIA</u>				
A. Specific Criteria for Measuring Impact	●	●	●	●
B. Criteria Realistic	●		●	
C. Criteria Valid Indicators of Project Success	●		●	
D. Success Criteria Capable of Being Transferred to Other Projects	●		●	
<u>EVALUATION METHODOLOGY</u>				
A. Research Design Thoroughly Explained	●	●		
B. Evaluation Relative to Objectives	●		●	●
C. Population and Sample Described	●	●	●	●
D. Random Sampling Used			●	
E. Provision for Control Group	●			●
F. Control Group Selected on Random Basis	●			●
G. Control Group Selected by Matching				
H. Before and After Comparison Made	●	●	●	
I. Research Design Free of Specific Weaknesses	●		●	
J. Results of Analysis Clearly Presented	●	●	●	●
K. Appropriate Statistical Test Used	●			
L. Cost Analysis Used	●			
<u>INSTRUMENTS AND DATA SOURCES</u>				
A. Adequate Baseline Data Used	●			
B. Data Collection Procedure and Methods Described		●	●	●
C. Data Collection Instruments Included in Evaluation		●		
D. Data Collected Valid Indicator of Achievement	●		●	
<u>EVALUATION CONCLUSIONS</u>				
A. Conclusions Clearly Delineated	●	●	●	●
B. Conclusion Reasonable and Substantiated by Project Data	●		●	
C. Conclusions Related to Project Objectives	●		●	
D. Conclusions Reflected Objective Approach to Interpretation of Data	●		●	
E. Conclusion Focused on Analysis of Data	●	●	●	

SACRAMENTO 601 DELINQUENCY DIVERSION PROJECT:

INTERNAL EVALUATION ASSESSMENT



SACRAMENTO 601 DIVERSION PROJECT

1972 EVALUATION

The Sacramento 601 project was first evaluated in May, 1972 by Mr. Roger Baron and Mr. Floyd Feeney, staff consultants for the Center on Administration of Criminal Justice, University of California at Davis. The Center is a research group established and organized under a grant from the Ford Foundation.

Both consultants participated extensively in the development and planning of the project. The original grant proposal submitted to the Office of Criminal Justice Planning was, in fact, a joint application on the part of both the Sacramento County Probation Department and the Center. In addition to serving as the project's principal evaluator, Mr. Baron also acted as Project Coordinator, with direct responsibility for the coordination of staff training, much of which was provided through the Center.

The total cost of the project's first year evaluation was approximately \$35,000. More than \$15,000 of this amount was spent by the Center in the collection of baseline data and other research related to the project prior to the start of the program. This was the largest amount of money allocated for an individual project evaluation in this cluster.

Project Objectives

Beginning with the original grant application and in all subsequent documents, the project has consistently listed the following as its objectives:

1. To demonstrate that runaway, beyond control and other types of "601" cases can be successfully diverted from the juvenile justice system through a program of family crisis counseling and crisis intervention counseling.

2. To decrease detention of "601" type cases.
3. To decrease recidivism among "601" cases (fewer future contacts with juvenile justice system) for the experimental group.
4. To accomplish diversion within the existing resources available for "601" cases.

Success Criteria

The project's evaluation relied on the following outcome criteria:

1. Evidence of diversion by demonstrating a smaller number of petition filings for project cases (counseled) than for a control group (noncounseled).
2. Lower rearrest rates for experimental referrals than for control group.
3. Reduction in the severity of subsequent offenses committed by experimental cases over control cases.
4. Lower instances of detention for experimental cases than for the control group.
5. Evidence that the project was no more costly than traditional probation handling of "601" cases.

The major outcome criterion emphasized in the evaluation was the difference in recidivism (or arrest) rates between project and control cases. These were determined solely from probation department files. No attempt was made to check police records in the juvenile's jurisdiction for any police contact that may not have been reported to the probation department. Depending on the referral policy of the local police departments, outcome statistics which count only rebookings to probation could be significantly altered when police contact that is unknown to probation is considered. In our study we found that approximately 30% of both project and control arrests were handled at the police level without every notifying the probation department.

Evaluation Methodology

Since the project was concerned with short-term family crisis counseling services as an alternative to the traditional probation handling of 601 cases, the project's research design focused upon an examination of the outcome resulting from differential handling of an experimental group of 601 cases and a control group of referrals handled through the regular procedures of the probation department's intake unit.

Experimental cases consisted of all 601 cases referred to the project for four days of each week. The control group consisted of all 601 cases referred to the probation department's intake unit during the remaining three days of the week. Intake days were rotated monthly, so that each day of the week would be included approximately the same number of times for both the project and the control group.

The project's first year evaluation report examined the first nine months of the program's operation. During this time, 803 cases were assigned to the experimental group and 558 cases were assigned to the control group.

In reviewing the research design it was pointed out to us by the evaluation staff that there was a great deal of difficulty in maintaining the purity of the experimental and control groups. In the early months of the program, project staff used certain case assignment procedures which led to some contamination of project data. For example, regular intake officers unofficially referred cases to the diversion unit rather than handling the cases themselves. This put cases in the experimental group that should have been in the control group. Thus, in some instances, control cases were given short-term family crisis counseling, even though the outcome data on these cases was reflected in statistics on the control group.

Unlike the others in the cluster, the evaluation in Sacramento contained a detailed cost-effectiveness study of the project. The cost benefit analysis looked at the difference in manpower savings between diversion services and regular handling by the probation department. Manpower savings were calculated by estimating the extent to which diversion displaces work at intake and at each of the stages of regular service beyond intake.

Instruments and Data Sources

Data collection for the evaluation focused exclusively on the number of cases diverted, the number of petitions filed, number of new offenses committed which resulted in referral to the probation department, number of nights in detention, and after referral workload and cost statistics for handling cases. Age, sex and racial characteristics on both experimental and control cases were also recorded. Baseline data consisted of recidivism and cost data collected on a group of pre-project probation referrals three months before the project started.

The evaluation study did not include any of the data collection instruments that were used to record project data, and data collection procedures and methods were not described.

Evaluation Conclusions

Conclusions in the evaluation were formed from an analysis of outcome data. Results for the first nine months of the project indicated that of the 558 cases in the control group and 803 cases in the project group, only 18 experimental referrals had petitions filed, compared to 119 in control. As a result, court processing was necessary in only 2.2% of the experimental cases, as opposed to 30.4% in a three

month pre-project period and 21.3% of the referrals handled in the normal manner in control. Informal probation under Section 654 of the Welfare and Institutions Code was provided for 16% of the control cases and 0.7% for the project group. Thus, when the criteria for diversion is the combination of petitions filed and cases given informal probation, project data clearly indicated that the experimental group demonstrated significantly greater diversion from the juvenile justice system.

Data analysis concerning repeat bookings for 601 cases indicated that only 35% of the project group recidivated, whereas 45.5% of the control group recidivated. This represented a rate of improvement of over 23% for project referrals.

Data on the seriousness of subsequent offenses committed by project and control referrals indicated that 15.3% of the project referrals rearrested for a repeat offense, were arrested for a "602" violation in comparison to 23.4 for control.

Project data also indicated that 60% of the control youth spent at least one night in juvenile hall, whereas only 9% of the experimental cases were detained for one night. Control cases spent considerably more subsequent time in detention due to recidivism. The average number of nights detained for experimental cases was 4.4 nights per case, as compared with 13.3 nights per control case.

Results of the cost benefit analysis indicated that the diversion services created a net displacement of seven-tenths of a position within the probation department which represented a 12% savings based on a departmental investment of six probation officers. In addition, handling of 601 cases through family counseling techniques resulted in an overall 42% reduction in time in comparison to time estimates for regular handling by the intake unit.

1973 EVALUATION

The second year evaluation was again performed by the Center on the Administration of Criminal Justice. The total cost of the evaluation was approximately \$20,000.

Basically, the evaluation was a repetition of the previous year's effort. In order to provide both a larger number of cases and a longer follow-up, all project and control cases handled during the first year of the project were tracked for a period of 12 months from the date of initial referral.

Outcome data in the first year report indicated that 601 cases could be successfully diverted from juvenile court using project techniques. The second year's evaluation examined the question of whether the results concerning improved recidivism were a permanent improvement or simply the delaying of trouble that would ultimately occur.

The project's objectives and success criteria remained the same in the second report. The overall evaluation design remained unchanged except for the addition of some descriptive characteristics on the project referrals which were simply listed in the back of the evaluation report.

Evaluation Conclusions

Outcome results in the second evaluation indicated that while rearrest rates for both control and project cases remained high, the project group still had fewer referrals coming back to the attention of the probation department.

At the end of the 12-month follow-up period, 54.2% of the control group had been rearrested, in comparison to 46.3% for the project group. Data on the

severity of offenses committed after referral indicated that 29.8% of the control group who were rearrested committed a 602 offense, while only 22.4% of the experimental group had committed a 602 offense.

If consideration is limited to felony and dangerous drug offenses, generally regarded as the more serious offenses, project youth did considerably better than control. The percentage of project youth rebooked for these offenses was 13.1% as compared with 22.1% for control. This is a difference of over 40%. Project data also indicated that substantially fewer project youth committed more than two offenses one year after referral than control youth.

Comments

At the time we completed our study, the project had received full county funding but the evaluation consultants had not produced a third and final evaluation report on the project's effectiveness. Results on the second year's evaluation were, in fact, released several months after the project received its third year funding from OCJP. As a result, every major funding and policy decision concerning the project was based on only the first year's results of the program.

While data from both evaluations demonstrated that the provision of family crisis counseling in 601 cases effectively reduces the probability of further penetration into the juvenile justice system, it does appear from the data that family crisis counseling techniques may not produce long-lasting effects. No provision was ever made in the evaluation design to track second and third referrals, and since first year referrals were only tracked for one year, conclusive data was never available to support or reject this observation. Project staff had hoped that the evaluators would track first year referrals for two years and second year referrals

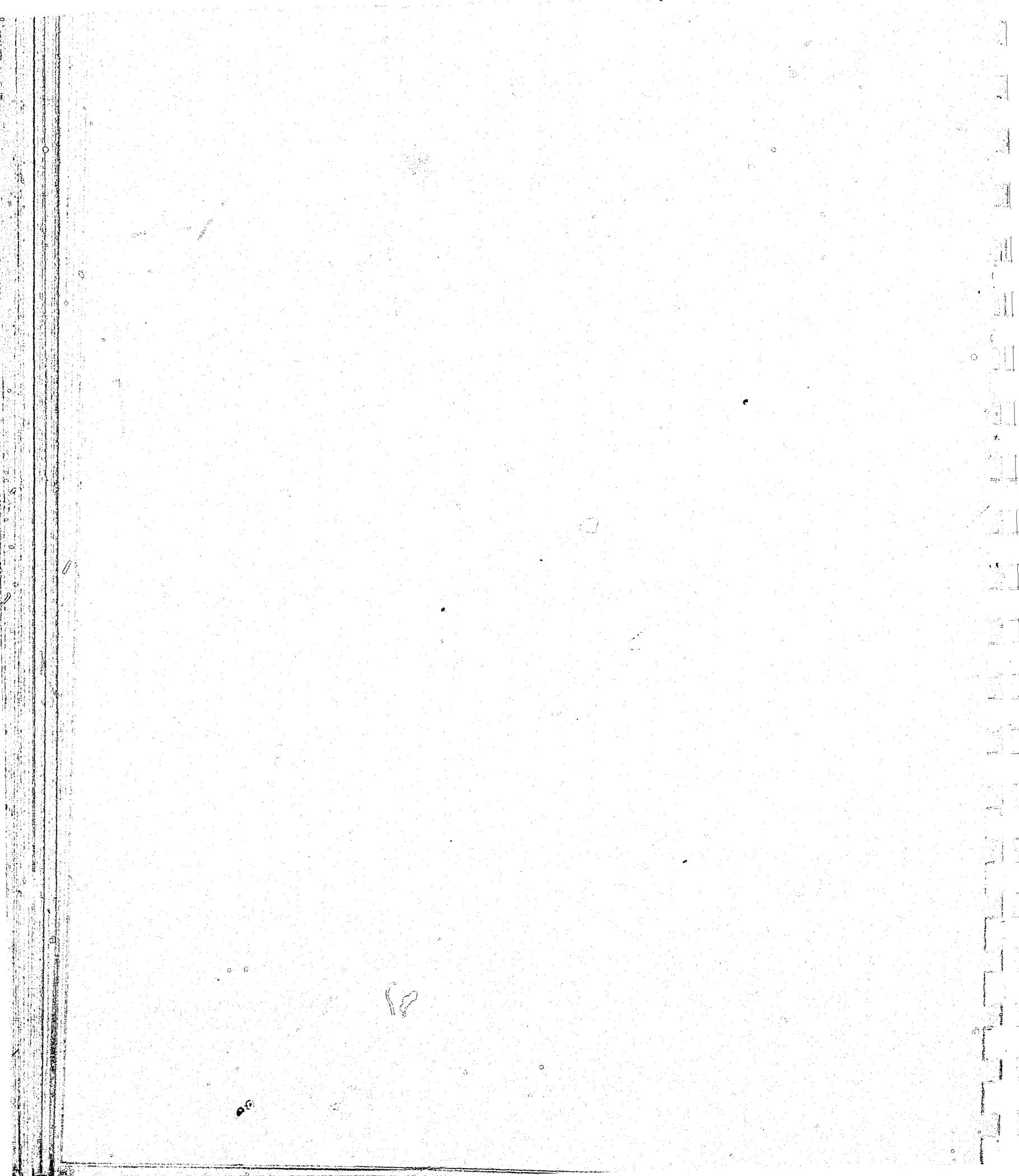
for one year; however, the evaluation staff later indicated the evaluation design never incorporated any provision for tracking the referrals for this length of time.

As part of the original research design, the evaluation staff did develop elaborate client profile coding sheets which were to be used in correlating project results with several client variables. This data was faithfully recorded on all the project cases. Some of the data correlations that were possible were made, but they were never published in the evaluations. If this type of analysis had been done, considerable data on both the short-term and long-term effectiveness of immediate crisis counseling techniques for different types of referrals could have been added to the report. Considering the amount of money that was budgeted for the evaluation and since the data was readily and economically available, we feel that a great deal of additional relevant data could have been included in the evaluations.

Finally, the evaluation design made no provision to evaluate the nature of the counseling provided experimental cases. Statistical analysis was limited to interpretation of the percent differences in outcome for experimental and control cases. Data on duration and intensity of counseling was never correlated with outcome results. The evaluation simply described the general approach taken in the counseling sessions.

YOLO YOUTH SERVICES BUREAU:

INTERNAL EVALUATION ASSESSMENT



YOLO YOUTH SERVICES BUREAU

1973 EVALUATION

The Yolo Youth Services Bureau was evaluated by the Research and Development Division of the California Youth Authority as part of a three-year ongoing cluster evaluation of all eight original Youth Service Bureaus in the state. The first two years of the evaluation were funded from a \$25,000 a year OCJP grant. The third year evaluation was funded by LEAA's National Institute of Law Enforcement and Criminal Justice. The project's budget made no provision for outside evaluation consultants.

Because the first two reports released by the Youth Authority were primarily "progress reports" describing the organization and administration of each bureau, as well as the research methodology that would be used to evaluate the projects, we decided to focus most of our analysis on the third and final evaluation which covered the first two years of each bureau's operation.

Project Objectives

During the three years the project received OCJP funding we found the primary objectives of the program had a tendency to shift and change in ways that corresponded with subsequent changes in program emphasis, changes in administrative staffing and leadership, and changes in the character of training and professional interests of the voluntary staff who were available to the bureau at any one time.

In spite of these changes the project has continually listed the following as its primary objectives:

1. To divert a significant number of youths from the juvenile justice system.
2. To reduce the incidence of delinquency in the target area.

3. To coordinate local delinquency prevention resources in a more effective manner.

Success Criteria

To determine how effectively the objectives were met, the evaluation relied on specific criteria in the form of a series of questions to analyze project impact.

1. Has the Bureau successfully diverted youth in the target area from the juvenile justice system as measured by:
 - A. Number of local police referrals to the Bureau.
 - B. Fewer juvenile referrals from the police to probation.
 - C. An increase in cases closed by the probation department at intake and subsequently referrals to the project.
 - D. A decrease in referrals to probation from all sources during the project year in comparison to the year preceding project implementation.
 - E. Reduction in juvenile arrests in the target area.
 - F. Fewer arrests and less severe offenses after referral among project cases.
 - G. Probation disposition of referrals six months after referral to the project.
2. Has the Bureau reduced delinquency in the target area, as measured by fewer arrests during the project year than during the year preceding project implementation?
3. Has the Bureau successfully coordinated local delinquency prevention agencies in the community?
4. Did the Bureau systematically attempt to fill gaps in delinquency prevention services and resources in the community?

Evaluation Methodology

All eight bureaus were evaluated as a cluster with common objectives and similar activities. The evaluation did not take into account the possibility that program emphasis or objectives may have changed or shifted as we found they did in Yolo.

Methods used to assess the effectiveness of the projects included: (1) an analysis of the process of project implementation; (2) establishment of an information system to measure project outcome; and (3) analysis of changes in areawide delinquency statistics.

Analysis of project implementation was accomplished by collecting data on the development of Bureau services through narrative reports, observing Bureau activities, interviewing project directors and staff, and interviewing agency personnel in the target area. An information system was developed by the evaluator to record the characteristics and case dispositions on each referral to the project. In addition, the information system was used to record police and probation dispositions on referrals to the project during the first 24 months of the program.

Areawide delinquency statistics were collected for the year preceding project implementation and during the project years to determine whether the Bureau was reducing juvenile arrests and diverting youth from the juvenile justice system.

The evaluation design did not incorporate provisions for establishing "comparison" or control groups in assessing project outcome.

Instruments and Data Sources

The evaluation contained examples of all the data collection forms that were developed for use in the information system, along with a thorough explanation

of the procedures and methods that were used in recording the data.

Data collected at project intake included: referral characteristics (age, sex, race, grade in school), reason for referral, and the initial service provided by Bureau staff. Follow-up data was collected six months after referral to the project on any referral made by the project to another agency.

From police records, Bureau staff obtained information on a sample of 170 referrals served by the Bureau - the number of arrests, reasons for arrests, and the dispositions of each arrest, six months before referral and six months after referral to the Bureau.

From county probation records, Bureau staff recorded the number of times each referral was referred to probation in the six month pre and post period. Bureau staff also recorded each youth's probation status at the time of referral to the Bureau and six months later.

Areawide delinquency arrests and dispositions were supplied by the Bureau of Criminal Statistics. All of this data was reported to BCS from Yolo County Sheriff's Office. In reporting this data to BCS, it should be pointed out that the sheriff's department did not separate arrests in the target area from juvenile arrests which occurred in the rest of the county. As a result, the areawide arrest data reflected changes for the county at large and not just the target area.

Evaluation Conclusions

Analysis of project records and interviews with staff indicated that while local agencies selected members of their staff for representation on the Bureau's managing board, they did not contribute staff to the project until the second year of the Bureau's operation. This inadequate commitment of staff from other agencies

was the primary reason why nearly six months elapsed before the Bureau received any referrals. In addition, the project developed a case conference method for screening cases before acceptance by the Bureau. The case conference process was rather lengthy and it made the referral process rather involved for referral sources. Furthermore, it handicapped the Bureau's ability to respond rapidly to youth in need of service. This case conference system was later modified in favor of a unified intake process for the entire target area.

Fifty percent of the referrals the project received in the first 24 months came from both the sheriff's department and probation. The remaining referrals were mainly voluntary or school referrals who were referred for nondelinquent reasons. Follow-up data on project referrals between January, 1970 and June, 1971 showed a reduction in the number of referrals arrested six months after referral. Nearly half of these referrals had been arrested six months before referral to the project, while only 3% had been arrested six months after referral.

Analysis of areawide juvenile arrest data indicated that juvenile arrests were lower the first full year the Bureau was operating, than one year prior to the start of the project. Statistical data, however, in the report indicated that by the end of the second year, juvenile arrests had increased 25% over the first year of the program. The report did point out that while arrests in the second year increased, they were still 7.8% below the number reported before the Bureau became fully operational.

Analysis of data concerning initial referrals to probation indicated a large decrease in the number of target area youth referred to probation, and even a larger decrease in the number of petitions filed. What the evaluation failed to recognize was that the number of referrals to probation has a direct relationship

to the referral policy local police agencies may have in regard to making juvenile referrals. In Yolo, there was an unwritten policy in the local sheriff's department to always try and handle a juvenile case within the youth division of the department. They would only refer a case to probation whenever they felt they could not effectively handle the situation themselves.

Comments

While analysis of project documents and interviews with staff revealed that the initial relationship between the Bureau and other public service agencies significantly influenced the Bureau's achievement of its diversion objective, the evaluation did not completely indicate why the Bureau failed to achieve a consistent pattern of cooperation from local agencies in the target community. If the evaluation had included referral data for the third year of the program it would show that the project had virtually stopped receiving law enforcement and probation referrals. Yet, the evaluation contained no documentation on what might have accounted for this reduction.

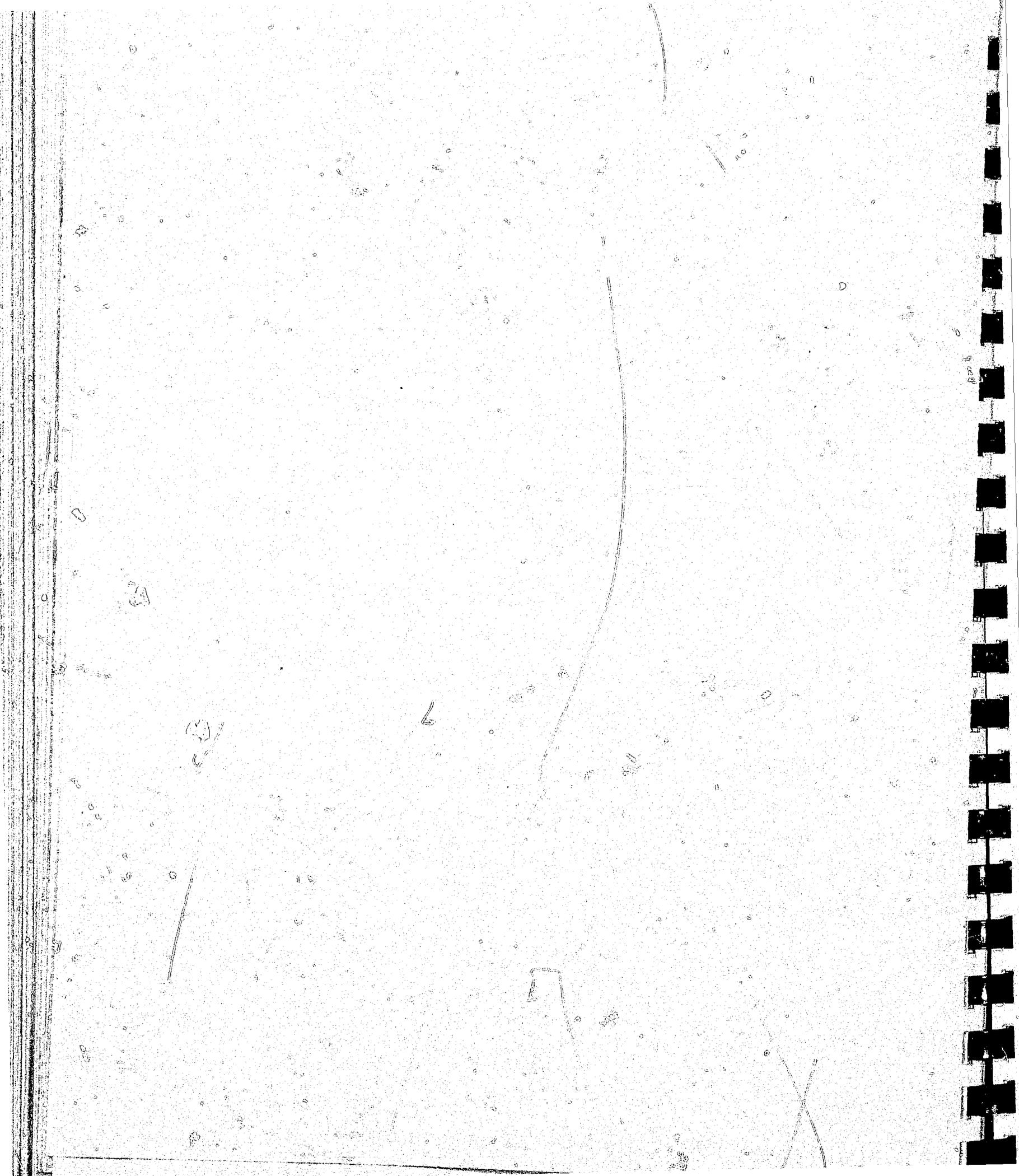
Analysis of areawide juvenile arrests and dispositions did not always result in completely valid indicators of the Bureau's achievement of impact. The main reservation we have about these measures, in addition to the fact that they did not accurately reflect delinquent arrests in the target area, was that the number of referrals directly from the sheriff's department to the project was such a small percentage of the total delinquent arrests in any one year, that the number would seem to have little or no statistical significance on general delinquency rates. The evaluation did recognize that the best approach to assessing project results would be to assess the affects the Bureau's programs had on the incidence of

of delinquency among only the youth who had been served by the project.

From sheriff's department records, project staff did attempt to obtain recidivism data on a group of 170 referrals. Based on discussions with project staff and officers in the sheriff's department we have serious reservations about the reliability of much of the data that was reported to the Youth Authority on these referrals. Project staff readily admit that there was absolutely no procedural control over the data collection process, and that the staff who recorded the data was not entirely familiar with the sheriff's record system. The juvenile officers in the department have also indicated that they gave little direction or assistance to Bureau staff as they recorded the arrest data.

Setting aside the fact that there was poor control over the data collection process, the conclusions that could have been made about project impact would have been more conclusive if the pre and post changes in delinquent behavior had been limited to just police and probation referrals. Over 50% of the 170 referrals who were tracked through the sheriff's department were referred to the Bureau for non-delinquent reasons, many simply came to the Bureau for recreation and tutoring services. By including these referrals in the outcome data, outcome results on the incidence and severity of subsequent delinquent behavior were greatly distorted.

Since inferences from areawide delinquency statistics have not led to conclusive indicators of project impact, we would suggest that the use of a carefully matched or randomly assigned control or comparison group would have greatly enhanced the validity of the evaluation findings.



RICHMOND YOUTH SERVICE PROGRAM:

INTERNAL EVALUATION ASSESSMENT



RICHMOND YOUTH SERVICE PROGRAM

1973 EVALUATION

The Richmond project was first evaluated in June, 1972 by the Research and Evaluation Unit of the local Richmond Model Cities Agency, at no cost to the project. The project's budget contained no funds to hire outside evaluation consultants.

In addition to evaluating the project, Model Cities, through a supplemental grant helped fund part of the program. They specifically helped pay part of the salary of the full-time casework supervisor who directed the intake and case assignment process for the entire project.

Since the first evaluation was completed only five months after the project started and at a time when project staff was still being hired, we focused our discussion on the project's second evaluation which was released in May, 1973. The second evaluation examined the impact of the project's first full year of operation.

Program Objectives

The Richmond project as we have indicated in Section II (page 33), is composed of four distinct components with each stressing one or more of the following overall program objectives:

1. To divert youth from the juvenile justice system by providing alternative resources to police, probation, schools, and other institutions.
2. To increase community responsibility through direct community involvement in program implementation.
3. To increase coordination and cooperation among existing youth service programs and to provide follow-through to determine impact of services provided.

4. To identify and document gaps in existing (community) services for youth.
5. To stimulate and organize resources for the development of services to meet identified gaps.

Each component has its own specific goals and methods of operation for achieving the program's overall objectives. For example, the Intervention Unit which handles the formal law enforcement and probation referrals has three main objectives: (1) to divert a significant number of 601 and minor 602 referrals from the juvenile justice system; (2) to reduce by a significant percentage the number of subsequent police contacts referrals have after receiving services; (3) to reduce the number of days referrals spent in Juvenile Hall.

Outreach, on the other hand, which handled the voluntary and non-law enforcement referrals concentrated most of its resources on developing cooperative interagency and community relationships which were used to stimulate and organize local resources for the development of youth-related services in the target area.

Because our evaluation was limited to only the Intervention and Outreach components of the program, we have not examined the research methodology that was used to assess the Youth House or the Drug Education component.

Success Criteria

The project's evaluation relied on a combination of qualifiable outcome criteria and subjective impressions in assessing the effectiveness of the program. The following criteria were used to assess the outcome on the formal law enforcement and probation referrals:

1. Evidence of diversion by demonstrating a smaller number of petition filings for Intervention cases than for a group of pre-project probation referrals.

2. Pre and post changes in the severity of offenses among sample of project cases.
3. Pre and post changes in the incidence and frequency of delinquent arrest among a sample of project cases.
4. Lower instances of detention among a sample of project cases than for a group of pre-project probation referrals.

In order to assess the program's effectiveness in implementing its coordination function which was the primary responsibility of Outreach, the evaluation relied on the perceptions of project referrals who had participated in the program and several outside agency personnel in the target area.

Evaluation Methodology

Like Sacramento, the Intervention component in Richmond was concerned with providing short-term family crisis counseling as an alternative to traditional probation handling of 601 and minor 602 cases. Since the original research design in the grant application did not contain a provision for a control group, Model Cities examined pre and post changes in outcome for a sample of project referrals. Each referral in essence was used as his own control. The sample consisted of 74 of the 134 law enforcement and probation cases the Unit received.

Each referral in the sample was tracked through the probation department and several local police departments for the number and severity of offenses committed six months before referral and six months after referral to the Unit.

In order to determine if there had been lower instances of detention for project cases, the evaluation examined Juvenile Hall records of 39 youth who had been served by the Unit during the first four months of the program. Detention data on the group was compared with a sample of 36 pre-project youth referred to the probation

department three months before the start of the project. The pre-project group was also examined to determine how many had petitions filed on them by the probation department. This data was then compared with the sample of project cases in order to determine the extent to which diversion had been accomplished among project cases.

In assessing the effectiveness of Outreach, the evaluation described the various recreation and educational services that were offered. In addition, several outside agencies were contacted for their perceptions of the program, along with three families who had received counseling services.

Most of the evaluation of Outreach concentrated on a determination of how effective the component had been in implementing its coordination function, especially in outside agencies.

Instruments and Data Sources

The evaluation did not include any of the data collection instruments that were used to record project data and data collection procedures were not described.

Data collection was limited to a small sample of project cases and pre-project probation referrals. Police, probation, offense and disposition data was recorded on each referral in the sample. Age, sex and racial characteristics were also recorded. The evaluation did not record recidivism data on the pre-project probation referrals, instead only detention and probation dispositions were recorded. If the baseline data had included recidivism data on the pre-project probation group additional support for the evaluation findings would have been possible.

Evaluation Conclusions

Outcome results in the evaluation indicated that among the sample of law

enforcement and probation referrals 72% had no police contact six months after referral to the project. Data on the severity of post-project offenses indicated that the percentage of all police contacts that were for 602 misdemeanors fell from 39% to 28% while the percentage of felony offenses fell from 25% to 19%. This meant that 53% of the post-project police contact was for 601 offenses and not the more serious 602 offenses. Referrals who were rearrested after referral had an average of 4.5 arrests prior to referral, while those who were not rearrested had an average of 3.0 pre-arrests. From project data it appears the greater the prior offense record of a youth, the less likely the project was to succeed in reducing post-project police contact.

Detention data indicated that project youth spent considerably less time in Juvenile Hall, in comparison to a group of pre-project probation referrals. Among the sample of project cases, the average time spent in Juvenile Hall was 15.1 days six months after referral, in comparison to 19.1 days for the pre-project probation group. The mean number of days spent in detention had been reduced 21% for project cases.

As evidence of diversion, data on a sample of project cases indicated that petitions were filed on only 13% of the referrals, while 46% of the pre-project probation referrals had petitions filed.

While the evaluation never specifically mentioned the public service agencies that were contacted in an effort to assess the project's effectiveness in implementing its coordination function, the report did conclude that the Outreach component seems to have been well received by the community at large and other public agencies who also provide services in the target area. As supporting data, the evaluation pointed up the fact that over 92% of the referrals to Outreach were self or voluntary referrals.

While many of the self-referrals came to the project for the recreational activities that were conducted by Outreach, about 200 referrals participated in the tutoring program. In evaluating the component, no attempt was made to assess any scholastic improvement the project might have made with these referrals.

Comments

In spite of the fact that no funds were ever allocated for evaluation purposes, Model Cities nevertheless did try and incorporate many of the outcome criteria we considered appropriate in assessing project impact. The evaluation design even stressed the need to track project cases through local police departments for police contact that may have been unknown to the probation department. This was the only evaluation in the cluster that recognized the importance of tracking referrals through local police departments.

The only criticism we have of the evaluation design was the fact that the evaluation tracked only a small sample of project cases for pre and post-changes in delinquent behavior. The evaluation findings would be far more conclusive if all law enforcement and probation referrals to the project could have been included in the sample. This same criticism is true for the small sample of pre-project probation cases who were tracked for detention and petition filings. Generalizations based on a small sample of only 39 cases can never be as conclusive as generalizations based on a sample of 134 cases.

The evaluation design could have been strengthened even more, if recidivism data had been collected for the pre-project group of probation referrals whose probation dispositions were used as baseline data. If this data had been collected, comparisons between project outcome and traditional probation handling of 601 and 602 cases could have been made.

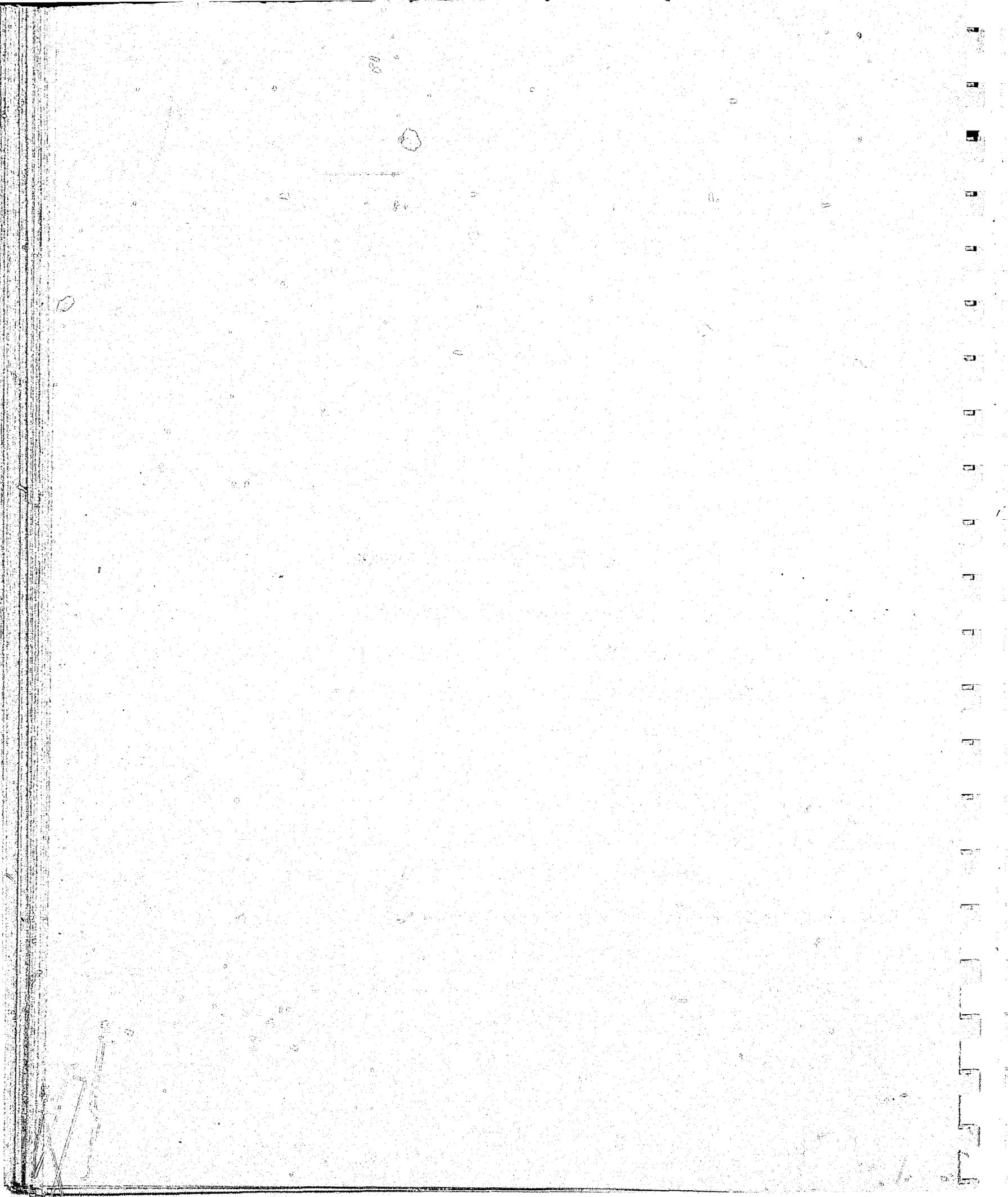
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3 OF 4



ALAMEDA DELINQUENCY PREVENTION PROGRAM:

INTERNAL EVALUATION ASSESSMENT



ALAMEDA DELINQUENCY PREVENTION PROGRAM

The Alameda project was originally set up to be evaluated by the Research Unit of the Alameda Probation Department. The original budget contained approximately \$18,000 for evaluation purposes. Most of this amount was set aside to cover the salary of a full-time clinical psychologist who was given the responsibility for evaluating the project. Shortly after the project received its first OCJP funding, the consultant left the probation department and the position was never filled. As a result, the project has never been evaluated in the true sense of the word.

In late 1973, a two-year summary "status" report on project activities was submitted to OCJP. This report was prepared by the project supervisor and a newly promoted staff analyst in the Research Unit. The report simply contained an updated description of project activities and some preliminary observations on project outcome.

Project Objectives

The following statements were given as the program's goals and objectives in the "status" report:

1. Prevention of further disintegration of 25% more families than those families assigned to the control group during the project year.
2. Successful treatment of emotional and behavioral problems of 25% more youth assigned to the program (success being defined as no wardship before 18th birthday).
3. Early detection of delinquent tendencies of siblings of thirty (30) referred minors and correction as measured by the lack of wardship of 25% more siblings than siblings of youth assigned to the control group.

In reviewing the original grant application we found that the objectives of the project tended to change or at least were described differently than they were in the "status" report. Originally, disintegration and disorganization was to be characterized by further delinquent behavior on the part of one or more of the family members. This important piece of specific clarification was dropped from the statement of objectives that appeared in the "status" report. In spite of these changes the ultimate goal that has been stressed by project staff has been to keep project youth from becoming wards of the court.

Success Criteria

During the first year of the program the only outcome criteria that was used to assess project results was the difference in petition filings between project cases and a control group of probation referrals handled through normal probation intake processing. This definition of "failure" was later modified to restrict a "failure" among project and control cases to only instances when a youth was declared a ward of juvenile court. The project research design never recognized changes in the frequency and severity of offenses between the two groups as outcome measures.

Evaluation Methodology

The Alameda program is based on the assumption that long-term, intensive family-oriented counseling involving every sibling member of the referral's family can lessen the likelihood that a youngster will become a ward of juvenile court. Since the specific goal of the program is to prevent the referral or any sibling member of his family from becoming a ward of juvenile court, the project's research design only analyzed the probation status for 33 project cases and 23 control cases.

Control cases met the criteria for referral to the project, but were never counseled or otherwise treated beyond what would normally occur in regular probation processing.

At the time the project issued its status report, all of the control cases handled through normal probation processing had been closed, while only 11 of the experimental cases had been closed.

Instruments and Data Sources

Data collection focused exclusively on recording the probation status of the experimental and control cases completed at the end of the second year of the project. Because the majority of experimental cases remained in "active status" at the time of the report, the evaluation recorded recidivism data on both control and experimental cases. No data was ever recorded on the severity of offenses committed between either group.

Program Conclusions

Outcome comparisons between project and control cases indicated that 7 of the 23 control cases had been declared wards of juvenile court, while only 3 of the 33 experimental had been made wards. The report indicated that this was a 70% improvement over the control group. Based on these results the following conclusion was made in the report: "Preliminary results are very encouraging. It would appear from these preliminary results that the Delinquency Prevention Program family oriented treatment is effective in preventing a child from becoming identified as delinquent and thus a ward of the Juvenile Court."

Comments

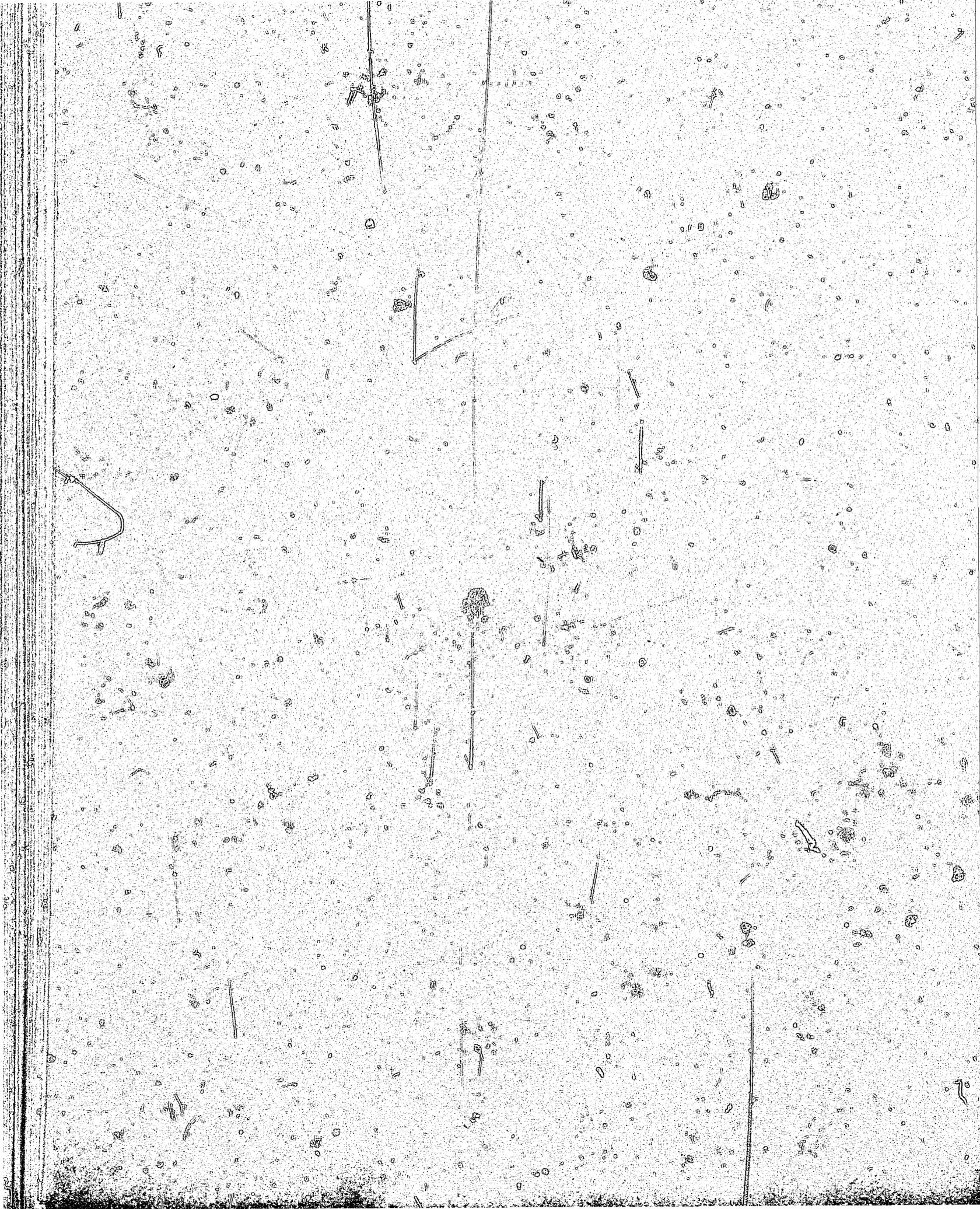
As we stated earlier, the Alameda project was never really evaluated in the true sense of the word. After two years of OCJP funding the project has handled only 33 families. Outcome results on such a small number of referrals could never really be used as very conclusive findings on the success of the program. This is perhaps one of the significant shortcomings in the project's "status" report.

While the original research design made provisions for a control group so that differential handling outcomes could be compared between experimental and control cases, the impact criteria that was selected as success indicators were the most narrowly defined in the cluster. The evaluation design never really considered changes in the incidence and severity of subsequent delinquent behavior, it only emphasized the differences in the number of wardships between project and control cases. This alone may have been one valid indicator of project achievement, but the report failed to mention that regardless of how many times a referral was referred back to probation on a new offense, he was automatically placed back into the project after the offense had been dropped or dismissed. In each instance the decision to file a petition recommending wardship was left to the discretion of project staff. This was not true for control cases; each time a control case was referred back to probation no one intervened in behalf of the referral. He simply was subjected to normal probation processing.

Outcome results on the number of wardships between the two groups is even more distorted, because many of the control cases at the time they were being considered as project cases already had petitions filed on them. When they were finally selected as a control case several were automatically declared wards of the court, and the outcome results counted as a "failure".

SECTION VII

A RECOMMENDED APPROACH FOR
EVALUATING DIVERSION PROJECTS



SECTION VII

A RECOMMENDED APPROACH FOR EVALUATING DIVERSION PROJECTS

One of the explicit requirements in the RFP for the evaluation of this cluster of projects was that the contractor make recommendations leading to a general research approach for the development of an evaluative model that would incorporate common data elements, common objectives and common measures of impact so far as these could be identified in the evaluative phase of the study.

This requirement was included in recognition of the Office of Criminal Justice Planning's need for establishing some uniform evaluation guidelines for the funding categories that would provide a means of making more objective assessments of similar action programs. As the major statewide source of funds for improving the criminal justice system, OCJP bears the burden of responsibility for rational, effective allocation of its limited financial resources amidst an overabundance of requests for funds on the part of local units of government.

Since the desired goal of criminal justice planning is deliberate, constructive social change, OCJP must assess the nature and quality of the achievements of the local action projects it has funded. This must be accomplished through analysis of data and establishment of criteria for measurement of each project's achievement of impact-oriented objectives.

As it has expressed itself in policy statements, and in the evaluation guidelines it has issued with respect to project evaluation, OCJP has stressed the use of "impact" oriented outcome criteria in the assessment of project achievement. As it was stated in the original RFP, "impact", was defined as follows:

"Impact" is here defined as new or changed conditions which people knowledgeable in criminal justice accept as end results rather than means to an end, including human behavior, attitudes and knowledge. Impact always refers to conditions outside the project staff or other administering agents. It expresses the results a staff achieves, not the activities they perform to achieve those results.

As a consequence the evaluative approach and methodology presented here relies heavily on outcome criteria as the primary means of assessing goal attainment. It is readily acknowledged that the methodological approach outlined here for evaluating projects of this type has not developed criteria appropriate for assessing the effect of outside influences that could also have had a significant effect on the outcome data. Perhaps the best example of this is that the evaluation could not factor the results in the Yolo project for the effect of the very active juvenile unit that was added to the local sheriff's office after the Yolo Youth Services Bureau was opened. We do know the police juvenile unit had a pronounced effect on the number of police referrals to the project after it was created, but we do not know what effect the police may have had on reducing the incidence of delinquency that was credited to the project.

Another admitted shortcoming of the evaluation approach outlined here that will be of concern to many practitioners is the fact that this model is heavily oriented towards statistical outcome criteria as measures of impact and deals very superficially with the effect of any process variables. The most notable, of course, would be the effect that different treatment modalities may have had on the outcome statistics.

We gave an extensive amount of thought and effort to the problem of identifying differential treatment patterns that may have been used in treating individual referrals and in trying to determine the distinctive characteristics that were associated with a specific mode of treatment. We were entirely unsuccessful in this effort.

Although the terms used to describe the basic treatment approaches used in the various projects were different (con-joint family counseling, crisis intervention, nonauthoritarian peer involvement, intensive long-term therapy) we were unable to develop any clear-cut objective characteristics that clearly differentiated one counseling method from another.

There were some definite differences in the parameters of counseling involved between the projects, but these related only to variations in the duration of service, frequency and timing of client contacts, and the level of staff experience. These variables, however, are common to any treatment approach, and do little more than indicate something about the level of service.

We studied the documentation and written narrative in perhaps 200 case files in attempting to isolate some distinguishing characteristics about the casework practices that were carried out in the projects. Aside from those variations related to the level of service, we could find no objective differences in the nature of the counseling itself.

To the extent we could, we examined the course content and type of specialized training that some of the projects received thinking that it might help in differentiating treatment modes. What we found was that in cases where special training was provided that the substantive part of it was very similar, and that it was, for the most part, provided by the same outside organizations.

In trying to make recommendations for a general purpose evaluative model we have shown our statistical results and explained the difference in project achievement to a number of probation professionals. We thought that the reactions to the study from working level probation staff, would be of interest to OCJP and to others concerned with planning, funding, or approving research proposals in the area of juvenile intervention and prevention.

As well as we can state it, the general reaction to outcome or "impact" oriented studies is that unless pre and post changes in the incidence and severity of delinquency can be related to the type of treatment that accounted for the change, outcome statistics by themselves are of limited value in making the kinds of managerial decisions that probation contends with on a daily basis. It is acknowledged that arrest and offense data are indicative of what the project as a whole accomplished in reducing delinquency, but outcome data, it is felt, by itself, suggests practically nothing about why success or failure of a project occurs. Probation staff maintain that overall project success is only a function of how successful staff are with individual cases.

Most staff felt that successful case outcomes do not correlate strongly with age, sex, nature, pattern of prior delinquency, or the other variables that are ordinarily collected in impact studies. If behavior is changed and a pattern of delinquency reversed, staff consider that it is usually the result of a three-part fortuitous combination of (1) selecting the appropriate treatment method; (2) provided by a caseworker proficient with the method; (3) who is involved with a client where there is a good deal of caseworker and client rapport.

Several thought that research and evaluation efforts would be far more productive if they focused on the problem of finding out what is explicitly involved in putting this critical three-part combination of factors together on a more predictable basis. Some staff suggested that the ultimate value of research on differential treatment would be in helping to devise more rational ways of making staff-client assignments.

PLANNING, FUNDING, POLICY IMPLICATIONS OF IMPACT-ORIENTED RESEARCH

OCJP should recognize that there are some inherent conflicts to be found in pursuing an evaluation policy that emphasizes the use of quantifiable outcome data in assessing projects of this type where the treatment approaches are not clearly defined. The source of the problem, as we see it, results from some basic differences between OCJP and the project's use of, and application of the research.

As a statewide planning and funding agency, OCJP looks at evaluations from the standpoint of the value they have in making funding decisions about very broad functional groupings or types of programs. For OCJP's purposes outcome data which shows the overall success of a particular project may be entirely adequate.

A project is always pleased to find out that they are considered successful, but they also have a secondary interest in the research which is even greater, and that is to know what combination of treatment practices, management, supervision, staff training, etc., may account for the project's overall performance. For project administrators it is not nearly as useful to know that recidivism rates were reduced by some 75%, as it is to find out why they weren't successful with the other 25%. We think that this accounts for much of the cynicism we detect on the part of project administrators about many evaluations.

We are quite confident that using the evaluation methodology outlined here on other projects of this type will furnish OCJP with the basic information needed to make reliable, consistent judgments about what a project has done to directly reduce delinquency, which is the primary goal of the agency's present evaluation policy. At the same time, our work over the past ten months has made us aware of another research dimension which the project's think should be added to the present outcome evaluation strategy if it is to have practical value to the projects.

In considering the reasons for enlarging these evaluations by extending

them into the effect differential treatment approaches have on project outcomes, we feel it is important to point out to OCJP that the research capability in these projects seems to be very limited. In comparison to the nature and complexity of the research that would be involved in researching the effects of differential treatment that the projects seem to want, gathering and analyzing straightforward outcome data as we have done, almost seems elementary. Recognizing the minor emphasis that projects seem to place on evaluations generally, and knowing the quality and character of the basic data that projects keep for evaluation purposes, we would predict that the typical project would have a great deal of difficulty in trying to research the effect different treatment approaches have on outcome.

In spite of the way project staff stressed the need for more explicit knowledge about treatment, our review of the literature has convinced us that research on the subject will be proceeding into a very uncharted and professionally troubled field. One evident response in trying to develop some research methodology on the subject of differential treatment is manifested in the tendency to collect costly, and what seems like almost unmanageable amounts of data on not only the clients, but their families and socio-economic background. One of the projects in this cluster and one probation department in another county where a project was located were collecting 200 items of information on the families of their juvenile cases.

Many of those data elements may be significant, but as yet we see very little indication of what they mean as predictors of delinquency or how the information can be used in researching the effectiveness of different treatment approaches.

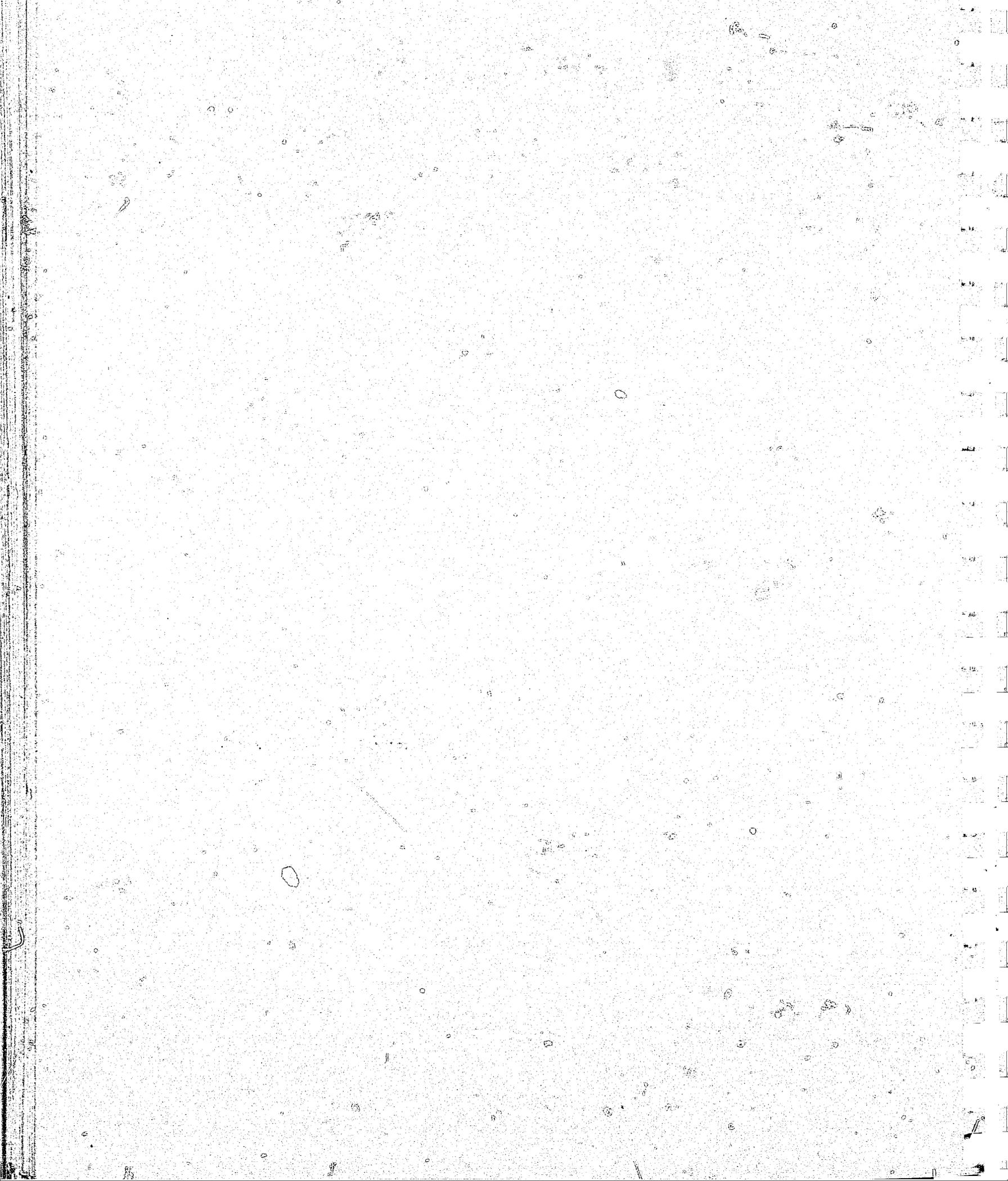
It seems to us that the propriety of funding and sanctioning massive data collection efforts can be questioned, unless it can be shown that the data is an integral part of a larger and more sharply delineated methodological and theoretical

research framework than presently exists. This is because the cost of research is closely related to how many data elements are incorporated or controlled for in the methodology.

Until there is a better indication that the average project is able to perform more acceptably on outcome type research, we would suggest being very cautious about imposing more complex evaluation requirements on most projects. This is not to say that OCJP should not fund some very thoughtful and highly controlled research on the effectiveness of different treatment approaches. In fact, we have come to think that this is one of the most critical, and potentially could become one of the most fruitful areas for research in perfecting more rational, economic approaches to the prevention of juvenile delinquency.

A RECOMMENDED APPROACH FOR EVALUATING DIVERSION PROJECTS

Primary or Intermediate Program Goal of Diversion Project	Outcome or Impact Criteria	Source of Data	Instruments	Suggested Follow-up Period	Qualifying Comments
I. Reduce incidence of delinquency.	Number of pre and post project arrests.	Police juvenile records.	See Appendix A.	1 year pre, 2 years post, at six month intervals	Be sure to record only incidents in which a statutory violation has been charged.
II. Reduce severity of subsequent delinquent offense.	Specific violations committed pre and post project.	Police juvenile records.	See Appendix A.	1 year pre, 2 years post, at six month intervals.	Be sure to record the specific statutory violations committed, i.e., 602 N.J. 15530 H.S.
III. Prevent further penetration into juvenile justice system for:					
A. Community-based projects.	1. Number of referrals to the diversion project.	Project intake registers.	See Appendix A.		
B. Police diversion projects.	2. Number of project referrals that are subsequently diverted into other diversion projects.	Police juvenile records.	See Appendix A.		
C. Probation diversion projects.	3. Time spent in detention.	Juvenile Hall intake log.			
	4. Number of project referrals that are subsequently cited or booked into probation.	Police juvenile records or probation records, BCS Form #734.	See Appendix A.	1 year pre, 2 years post, at 6 month intervals. Same time period for all measurement criteria for objective III.	As long as referrals on subsequent arrests are made back to the original diversion project further penetration into the juvenile system is assumed not to have occurred.
	5. <u>Probation Dispositions</u>	Probation records, BCS Form #734.	See Appendix A.		
	A. Number counseled and released.				
	B. Number dismissed.				
	C. Number returned to project.				
	D. Number placed on informal supervision.				
	E. Number of petitions filed.				
	6. <u>Court Disposition</u>	Probation records, BCS Form #734.	See Appendix A.		
	A. Number of petitions dismissed.				
	B. Number placed on formal probation.				
	C. Number of wardships sustained.				
	D. Number placed in state institutions.				
IV. Facilitate greater coordination of interagency involvement with service cases.	1. Number of referrals to and from other agencies.	Project records.	Individual case records.		
	2. Success of system or methods used to provide feedback on case outcomes on bi-agency cases.	Agency staff, case records, and project staff.	Instruments will vary depending on system established for each project and its participating agencies.	Often enough to insure that good case coordination is occurring.	Interviews with the community agency involved will give much useful insight into those aspects of the diversion program.
	3. Interagency loan of technical staff.	Agency staff and project administrators.			
V. Programming and creation of new community resources.	1. Actual existence of new, functioning, and officially recognized community action entities.	Project staff. Outside agency interviews.			
	2. Identifiable new programs either brought into existence by or through the efforts of the funded project.	Press accounts, fiscal records, staff interviews.			
	3. Volume of referrals handled in the programs the project is credited with creating.	Project records.	Instruments would be devised to fit character of individual projects.	Each quarter after inception of project.	It is critical to assess and inventory the type and nature of community resources existing before inception of project as baseline information.
	4. Expressed reactions to the programs sponsored by the project, by the press, community leadership, other officials, etc.				
	5. Time and dollar amount of budget devoted to developing and coordinating new programs.	Project fiscal records.			
	6. Fiscal contributions made by other agencies or organizations.	Project records and outside agency interviews.			
	7. Terms of employment and number of volunteers serving in project.				
	8. Summary of case outcome.				
Operational Methodology or Treatment Modality	Treatment Variables	Source of Data	Instruments	Suggested Follow-up Period	Qualifying Comments
Describe treatment theory and type of case work practice to be employed in treatment of project referrals. Include any special techniques used such as video taping, team counseling, special training provided project staff.	1. Diagnostic evaluation of case problem and specifics of treatment plan to be followed.		Would be developed by project evaluator at inception of project. We have found that a cumulative chronological record of the data elements to be used in the evaluation kept by the case worker greatly simplifies the data collection task. The form or design of the instrument is not as important as consistency and accuracy of the information recorded.	Collect and tabulate data at discretion of project evaluator or administrator.	It is critical that the project administrator establish a case write-up procedure which will insure that the data elements specified are being accurately and consistently recorded over the entire treatment period.
	2. Elapsed time between referral and date of first contact.				
	3. Duration of service.				
	4. Number of personal treatment contacts.	Individual case records.			
	5. Length of counseling services.				
	6. Participants involved in the treatment program.				
	7. Size of caseloads.				
	8. Summary of case outcome.				



In the previous table we have tried to synthesize an outline of a methodology that we believe is suitable for evaluating projects having objectives similar to those in this cluster. We want to emphasize again that this proposed approach was constructed around the specific requirement that the research design provide assessments of project results based on outcome criteria. The design does not make provisions for dealing with process variables or with the effect different modes of treatment might have had on overall outcome results.

The balance of the discussion amplifies the outline to some extent and considers some of the procedural problems that potential users may face in implementing the methodology. In retrospect we see our evaluation of these projects proceeding through three phases and we have organized the balance of the discussion around them.

1. Setting up the Project for Evaluation

The importance of thorough planning to successful evaluations is mentioned so often in discussions of evaluation that it almost seems unnecessary to repeat it. Yet, from our experience, we are convinced that this is the most important and the most neglected phase of most project planning. Thorough planning and training of the people who will be involved with the evaluation is the key factor in insuring a smooth and meaningful evaluation. Proper planning will also reduce costs and staff frustration. Planning often proves to be the deciding factor in being able to do an evaluation at all.

There are three absolutely essential elements in the planning of any project.

Project Objectives

Establish clear, written, unequivocal definitions of the project's primary objectives. There can be both primary and secondary objectives, but regardless of how they rank in importance, if they are to be evaluated, they must be made explicit. It is easy to make the mistake, but the most serious and prevalent problem we encountered in evaluating these projects was the failure of the projects to distinguish between what was a goal or end result from the means or activity by which they would accomplish the goal.

Selecting Appropriate Criteria for Assessing Goals

This is the second phase of evaluation planning and it must be done simultaneously with developing the project's goals. The whole process of purifying a goal and making sure it is a usable one for evaluation purposes, comes about usually in the course of trying to find objective, quantifiable and obtainable criteria to go with it.

Some of the considerations here are related to whether essential data elements will be available on all cases. Sometimes data that is available on project cases is not available on control cases. If essential data is to be obtained from other agencies, will it be available when and in the form it is needed?

Although it is not directly related to criteria selection, thought should be given to determining whether the treatment plan, the budget for the project, and other factors that will influence the number of cases in the treatment or control population will be of sufficient size to make the whole project worthwhile as a research experiment. As fundamental as this sounds, there was a major oversight on

this point in the planning of the Alameda project. We think almost anyone would be dubious about the results of a demonstration which had only 33 experimental and 23 control cases.

Finally, in selecting criteria recognize that at some point the data will have to be processed. One good test of the criteria being considered is whether or not each one is specific and objective enough to be coded. This is important because any project with enough cases and enough data elements to go with them to make the whole experiment worthwhile will make computer processing of the data a practical necessity. Therefore, coding of all the input will have to be done eventually. A variable or an outcome criteria that lends itself easily to the test of coding is quite likely to be a good measure of outcome also. The main reason we found it impossible to deal with the effects of different treatment approaches in this methodology is because we were unable to find specific, codifiable criteria which distinguished one treatment approach from another.

Coding sounds complex but it isn't. The coding guide we developed for handling 42 different data elements is shown in the appendix. One consideration in developing coding formats is that machine control becomes more difficult if more data is collected than can be coded and keypunched onto one 80 column IBM card. This certainly should not be an overriding consideration in excluding a data element, but it is important to keep in mind that accuracy and control problems also increase as the volume of data handled increases.

Instruments

There seems to be a preoccupation with forms in research, but in executing this methodology they really aren't too important. In designing a form there are a

few considerations to be kept in mind, however. Forms are nothing more than an efficient means of recording data elements that have been selected as measurement criteria for the project goals. All the data transferred to forms will most likely come from some other source record. If entry titles on the forms agree with source records it will help avoid confusion and some mistakes that are important in coding. Our data collection instruments were revised several times around this problem.

Before settling on the layout of a form the project should become thoroughly familiar with the terms and peculiarities of each data source. We found that police juvenile records often include several types of information on the same record. For example, be sure the staff who is collecting data from police records recognize the distinction between an actual arrest and a field interrogation. Also, cases where the referral is a victim in a police incident as opposed to being the person arrested. Because police departments vary a great deal in size and in the extent to which they have mechanized their juvenile record systems, police data on juveniles may superficially appear difficult to handle. From our experience in collecting police data in seventeen departments, however, we found that police information is reliable, accurately and very systematically recorded once one understands how their record systems work.

In large projects, particularly, there are always problems with keeping all the data on an individual case together. These can be minimized by using only one data collection instrument for recording all the data taken from the project, probation, police, courts, etc.

II. Some Reflections on Access and Data Collection Problems

We understand that in some of these cluster evaluations, contractors had

difficulty in obtaining some of the outcome data that was crucial to their research designs. We can appreciate the seriousness of this problem because it is obvious that the researcher is very dependent on the cooperation and assistance of many different agencies for the information he needs. It is also true that many of the agencies on whom he is dependent have no particular interest in either his research problems or the subject of his study. We found that many police departments, for instance, had never even heard of the project we were evaluating, much less about the evaluation itself.

Except for some resistance in the Yolo Youth Services Bureau, we encountered no access problems at all in any of the 30-odd agencies we worked with over the past ten months. In retrospect, we attribute our success largely to the cooperation we enjoyed from these agencies. As we reflect on our work with these agencies, we have a few suggestions that may be helpful to others trying to use this methodology.

In the course of preparing our response to the original RFP we contacted many of the police and outside agencies that we knew would be involved in carrying out the data collection phase of the study proposal. Our needs, and the nature of the data as we understood them at the time, were explained to someone in the agency before the evaluation ever began.

The surest way of cultivating a good working relationship with an agency is to have someone of experience and responsibility involved directly in the data collection process. Countless little decisions have to be made about how to treat information in the course of gathering it. Unless these types of decisions can be made at the time, and often they are extremely important decisions, the data gathering process can go on an unreasonable length of time. Agencies don't like this.

Secondly, unless the same person is making these decisions a lot of consistency about the data can be lost. Unless someone of authority in the research project is involved in the data gathering phase there is a tendency for inexperienced staff to go to agency staff with questions that are bothersome and that they really can't help with anyway. This is another type of disruption which agencies don't like.

There is a pronounced tendency today in research to use cheap inexperienced help for data collection. This makes it doubly important to have someone of more experience working with them. To do this undoubtedly adds cost to a project, but we are convinced that it pays great dividends in getting more reliable, consistent information as well as in gaining the respect and cooperation of the outside agency.

A big point of concern among police departments, perhaps more than some of the other outside agencies, was who, specifically from the contractor's organization, would actually come into the departments to gather the data. On reflection it is our impression that a police department that might be very willing to cooperate with the principals in a study team might be very reluctant to extend the same courtesies and privileges to incidental or part-time people that the contractor might choose to use.

It is important, also, for contractors or outside researchers to use the same part-time staff as much as possible. As part-time staff acquire more experience, they not only become more efficient, but their judgments improve and their interpretations of the data become much more consistent.

Another factor of great importance goes back to project planning and instrument construction. Make sure the data collection instruments are appropriate and consistent with the agencies' source data. We found it necessary in designing our forms, to review them with records personnel in a few departments. The main

point here is to perfect usable instruments beforehand rather than trying to "debug" them in actual use.

Another closely related precaution should be to avoid discussing or working out methodological problems in the presence of the agency staff who are helping you. We found that while agency staff may be quite willing to answer questions or help with problems of interpreting their own data, they can be very impatient about watching an investigator resolve design problems that should have been worked out beforehand.

It is important, as we say, for data collectors not to discuss methodology with outside agencies, it is even more important that they avoid discussing social philosophies or personal views on crime, police practice, or social injustice. It is callous and disrespectful not to recognize that there are some sensitive differences between, say, the police and treatment oriented professions. This is also a very sensitive period in police community relations. Discussing views on many of the philosophical issues that are inherently involved in the nature of research on delinquency, only leaves someone of a different view wondering how much the philosophy is going to bias his data and contaminate conclusions.

Insuring the confidentiality of data is also an important consideration in securing access to juvenile records. Judges, properly, often have to clear police file searches, but beyond that the contractor has to give satisfactory assurance to the police that his methodology will allow for separating the juvenile's name from his record at some point. We handled this problem by making arrangements with the last police department to separate the names of the juveniles from the data. In effect, one police department guaranteed that the court directive was eventually carried out for all the departments.

Data collectors should also take steps to insure a minimum of disruption to a department's normal work routines. One way to do this is use the files after the normal working hours of 8:00 - 5:00. About 80% of our data was gathered at night; working at these hours it was usually possible to hire someone from the agency to work after hours with us. This greatly expedited the amount of time we had to spend in a particular place, and added, as well, to the reliability of the data. An outside agency does appreciate having you get in and get out as quickly as possible.

III. Data Analysis

Any project that decides to use and correlate as many outcome variables as we did in assessing these projects will almost be forced into some type of computerized data analysis.

To a project that hasn't had some data processing experience, this aspect of our recommended methodology may seem very formidable. But it isn't. All the variables we have outlined in this model are capable of being easily coded, and any data that is properly and accurately coded is likewise capable of being processed by a computer. We feel confident about making these assurances because we are satisfied that a project wishing to take advantage of a computer need not worry about programming which is always the difficult and expensive consideration involved in utilizing computers.

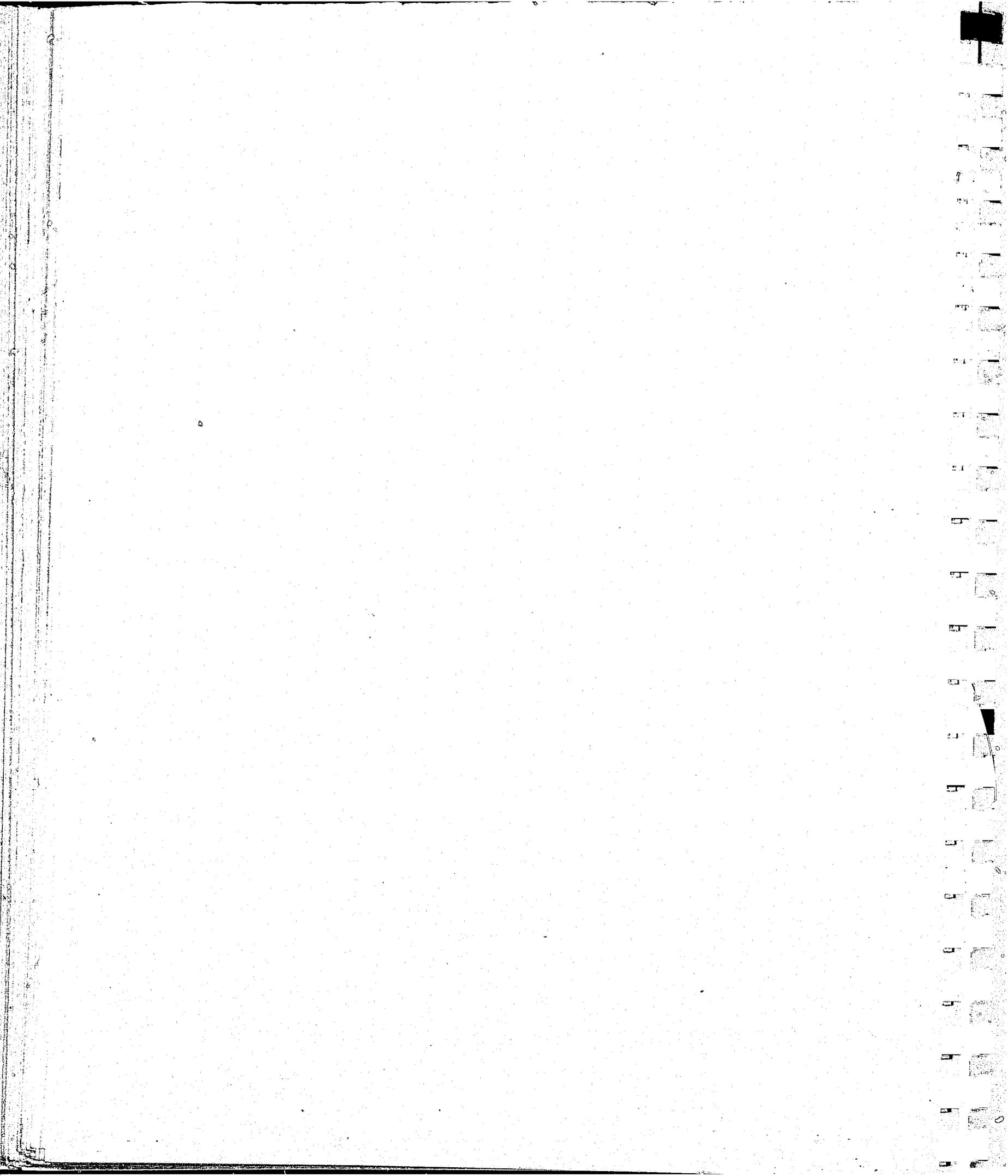
In the course of this project we located several copyrighted general purpose statistical computer packages for analyzing data for the social sciences. Furthermore, most of these programs are written for exactly the type of customer that a project would represent.

The package of programs we actually used was SPSS (Statistical Package for the Social Sciences) available through the Computation Center at Stanford in Palo Alto, California. It is only one of several available, but the services are probably representative of what most centers like this offer. From our experience, we can say that the SPSS package is as trouble free and accessible to the customer as it is represented to be in the overview of the system we included in the appendix.

The cost is well within any project's evaluation budget and in relation to its value in upgrading an evaluation, we would regard the expenditure as the wisest any project could make. In fact, certain types of correlations and refinements of the data are impossible any other way. Even a project the size of the one in Alameda with 55 cases could have profitably used SPSS.

If projects are to ever elevate the quality of their internal evaluations to anything above simple head counts and subjective descriptions it seems absolutely necessary to us to anticipate collecting and preparing data in a way that permits computer processing. One of the real advantages of the computer in evaluation, we have come to think, goes beyond its speed and analytical power. It relates, again, to the planning phase of a project. Having to prepare data so that it is suitable for machine processing forces a kind of discipline that pervades every phase of a project.

If everyone associated with a project understands that coding values eventually take on a kind of absolute meaning, it helps in their acquiring a respect for data and keeping the integrity of seemingly unimportant small pieces of data which are really the heart of the whole research process. If each small piece of data is handled properly beforehand, coding and successful computer processing becomes almost a perfunctory operation and the project will be assured a good, significant evaluation.



APPENDIX A

DATA COLLECTION INSTRUMENT FOR LAW ENFORCEMENT
AND PROBATION REFERRALS



LAW ENFORCEMENT AND PROBATION REFERRALS

Name _____
Last First Middle

Address _____

Parent's Name _____

Sex _____ Race _____
Male _____ 1 White 3 Black
Female _____ 2 Mexican-American 4 Asian
5 Other

Age _____ Date of Birth _____
Month Year

Experimental _____ Date of Referral to Project _____
Control _____ Month Year
Experimental Sibling _____
Control Sibling _____ Reason for Referral _____

Disposition at Termination _____

Termination of Service _____
Month Year

LAW ENFORCEMENT CONTACTS

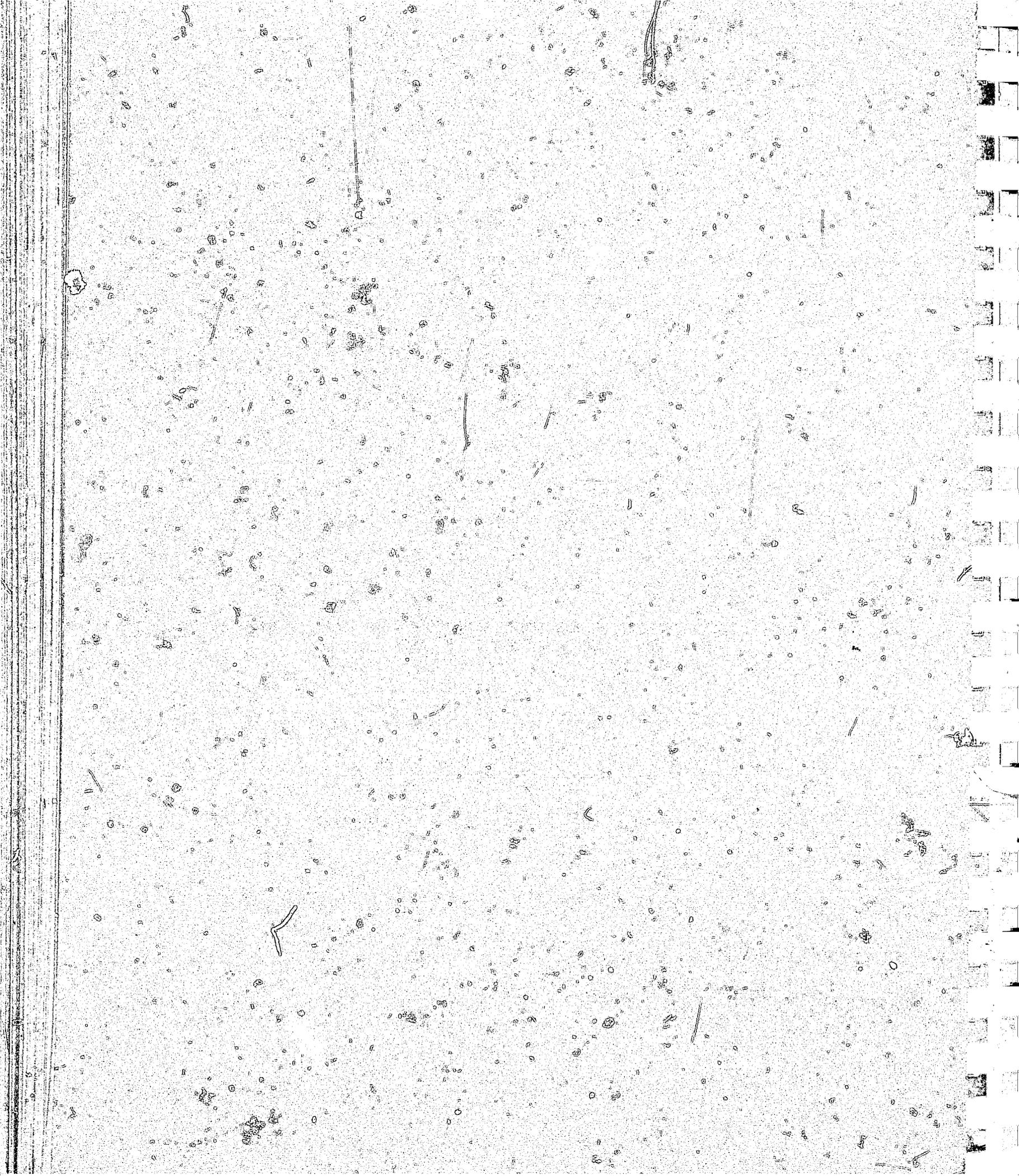
<u>Date (Month/Year)</u>	<u>Offense</u>	<u>Disposition</u>
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

LAW ENFORCEMENT CONTACTS

_____	_____	_____
_____	_____	_____

APPENDIX B

**DATA COLLECTION INSTRUMENT FOR VOLUNTARY AND
NON-LAW ENFORCEMENT REFERRALS**



SCHOOL AND OTHER REFERRALS

Name _____
Last First Middle

Age _____

Address _____

Sex: Male _____
Female _____

Date of Referral _____
Month Day Year

Race: Caucasian _____
Mex.-Am. _____
Negro _____
Oriental _____
Other: _____
(Specify) _____

Date of First Contact _____
Month Day Year

Reason for Referral _____

School _____

Service Provided (Brief Statement) _____

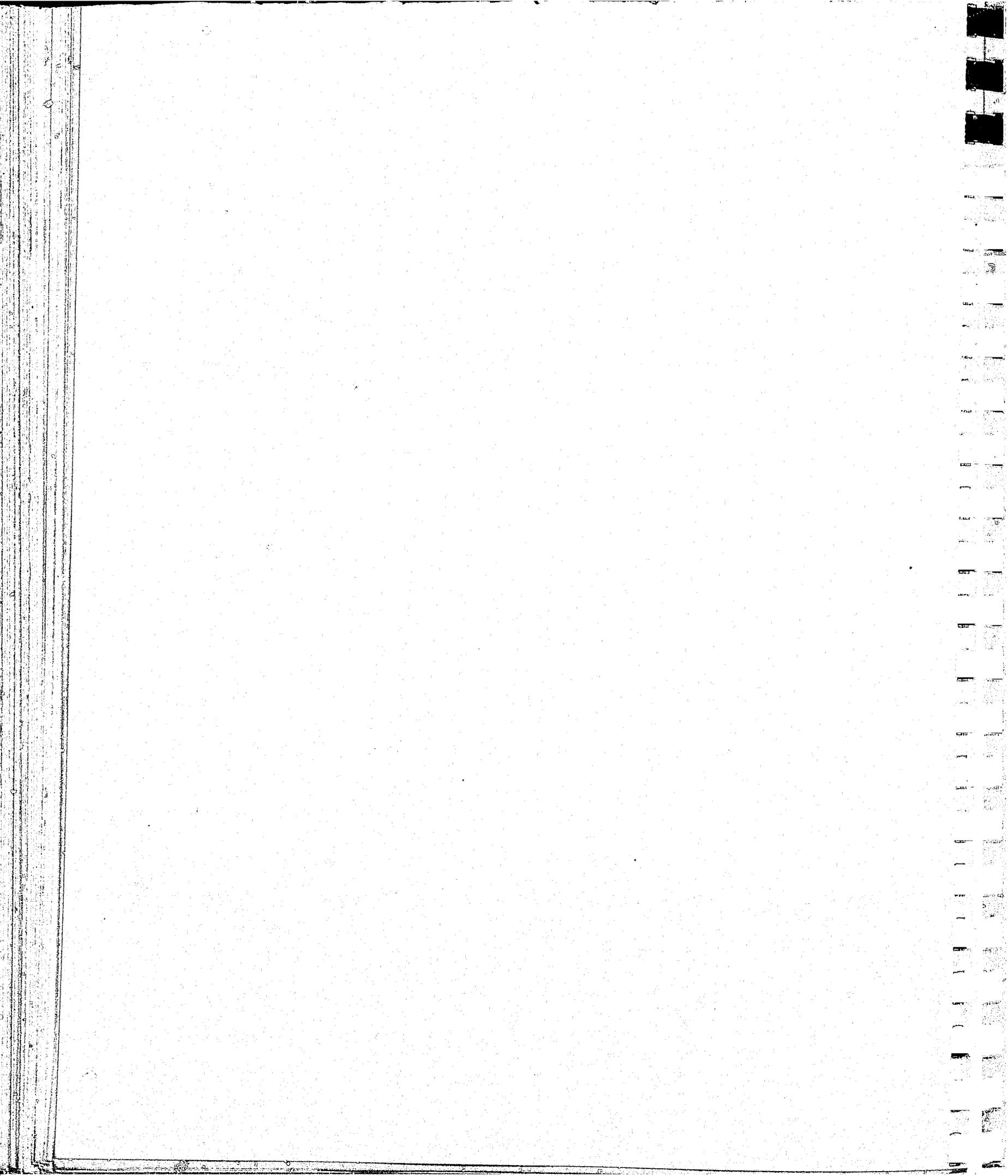
Teacher _____

No. of Contacts _____

Case Aide (Name) _____

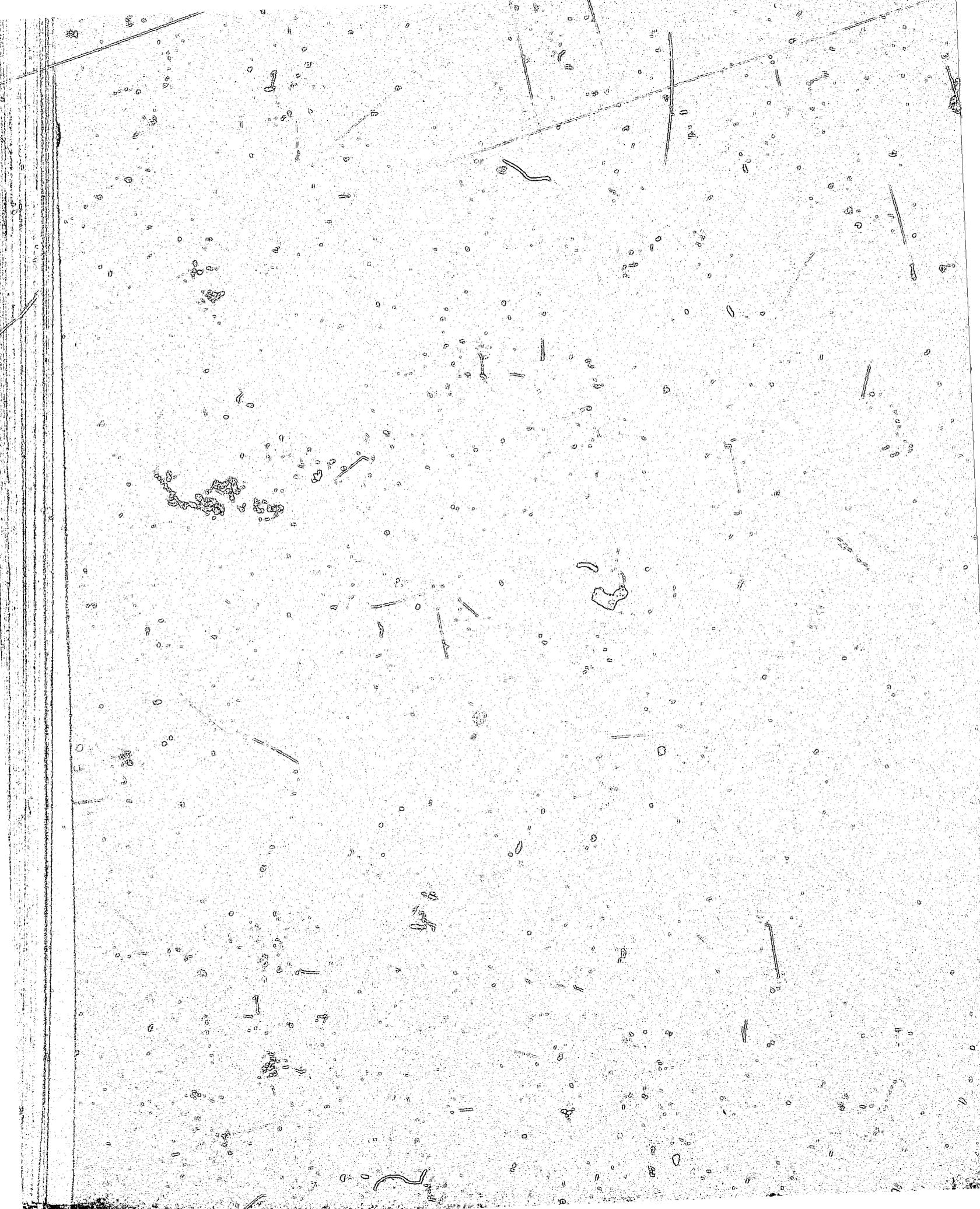
Disposition of Case at Termination _____

Date of Termination _____
Month Day Year



APPENDIX C

SCHOOL QUESTIONNAIRE



Name _____

School _____

Age _____

Reason for Referral _____

Sex _____

Teacher _____

1. Who referred the student to the YSB: teacher, counselor, principal.
2. Do you recall the name of the case aide _____.
3. What was the reason for the referral: (1) attendance, (2) behavior problems, (3) learning problems, (4) need for group involvement, (5) drugs, (6) other.
4. Nature of service provided: (1) individual tutoring on scholastic subjects, (2) group tutoring on scholastic subjects, (3) group craft classes, (4) individual counselling on personal problems, (5) individual counselling on behavior problems, (6) other; specify.
5. Term of service: month start _____, month end _____.
6. Estimated number of contacts per week. _____
7. Why did you, as the teacher, refer this student to the YSB: (1) no school counselor available, (2) no teacher aides available, (3) directed by principal to do so, (4) insufficient time to devote to student's special problem, (5) other.
8. Did you as a teacher feel that the abilities, experience, and the professional training of the YSB case aide were adequate considering the nature and difficulty of the student's problem.
9. How would you rate on the simple scale the improvement you feel was made with the student's problems which you could attribute to the YSB case aides assistants: (1) no improvement, (2) slight improvement, (3) considerable improvement, (4) outstanding improvement.

10. Rate the YSB case aide program that was carried out in your school from the standpoint of the following characteristics:

- (1) regularity and frequency of contact between the student and the case aide,
- (2) turnover and permanency of the case aide assignments to your school,
- (3) certainty about the continuing relationship between case aide and the student,
- (4) preparation of case aide,
- (5) supervision over case aides by school or YSB,
- (6) availability of necessary supplies and other resources needed by the case aide,
- (7) teacher's impression of how the student regarded the YSB case aide's assistance.

11. Do you, as the referring teacher, have the opportunity to oversee and direct the tutoring, classes or counselling conducted by the YSB. _____.

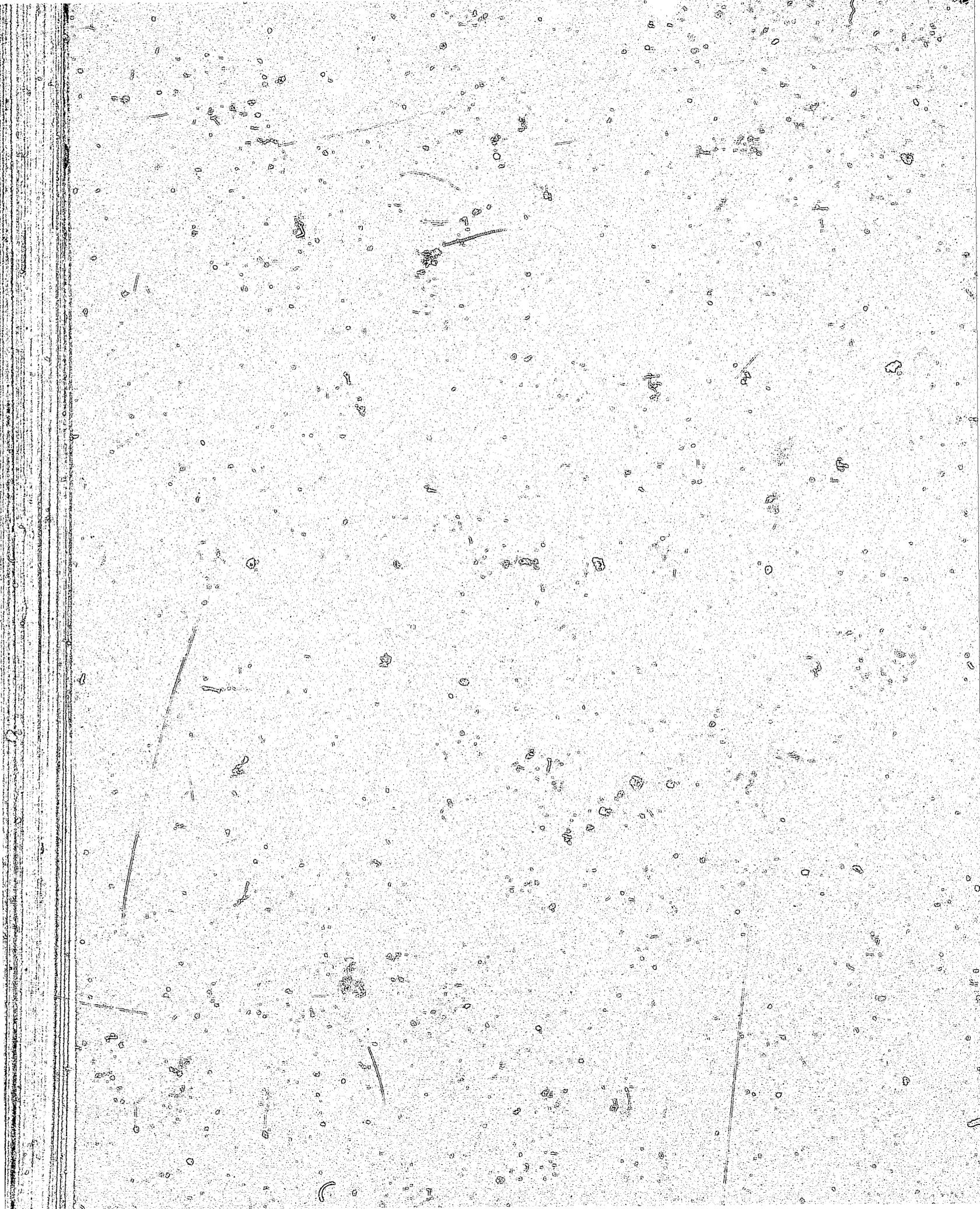
12. As a teacher, would you refer students to the YSB program again ____yes____no.

13. We will only have the opportunity to interview teachers in your school who actually utilized the YSB case aides. From your knowledge of how other teachers felt about the YSB case aides can you offer any reasons why other teachers may not have taken advantage of the YSB case aide program.

14. How did you first hear about the services which the YSB offer schools.

APPENDIX D

CODING GUIDE



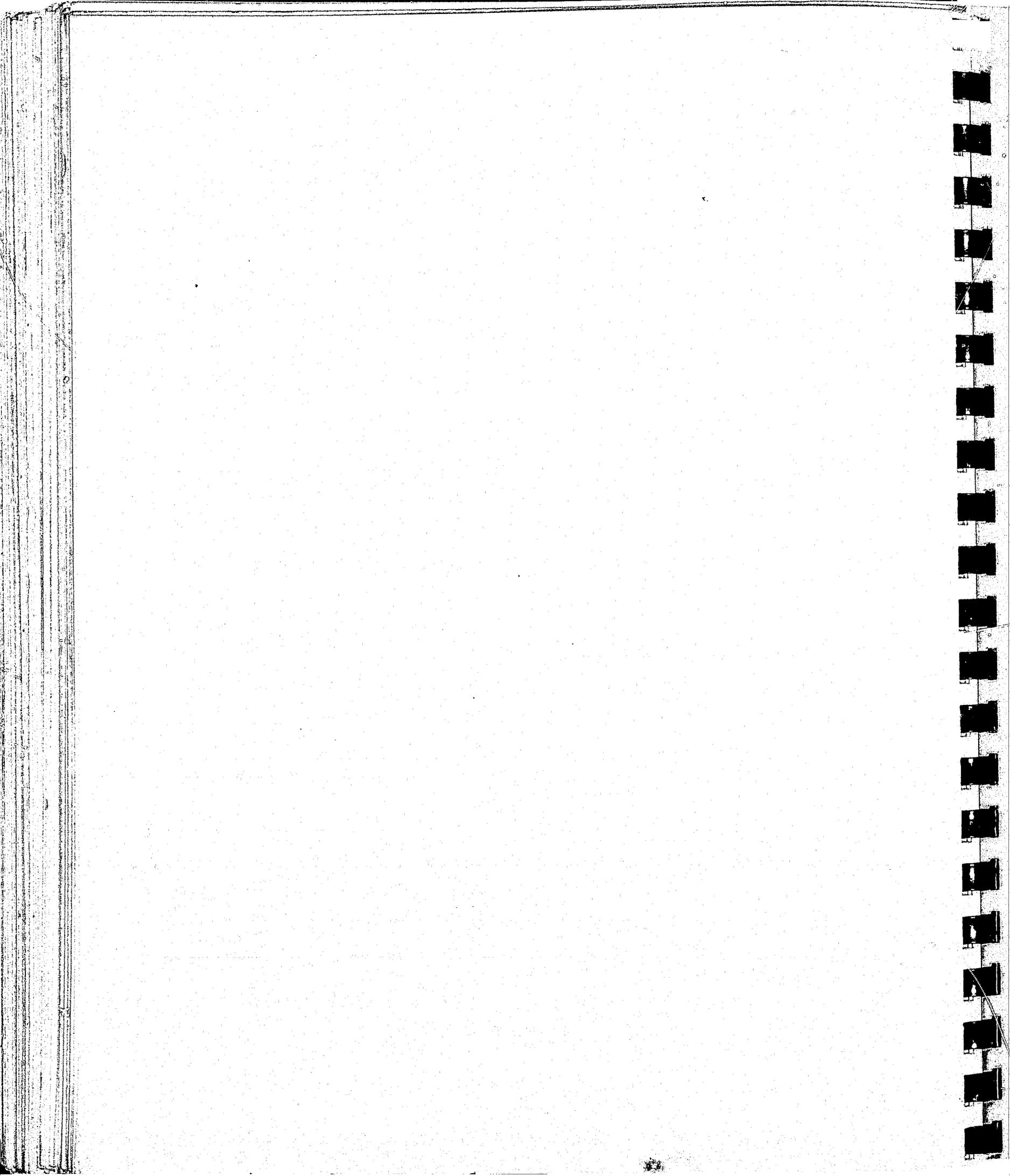
Coding Guide 12/29/73

Diversion Cluster Evaluation

Column	Variable List/Var Labels	Value Labels	*= Missing values
3	Name	0-999	
4	ProjName (Name of Project)	1=Sacramento 2=Yolo	3=Richmond 4=Alameda
5	Conex (Experimental or Control)	1=Experimental 2=Control	3=Sibling control 4=Sibling experi- mental
6-7	Age (Age of juvenile)	0-18	0=Missing*
8	Age group (Age group of juvenile)	0=Missing* 1=Under 5 2=5-9 3=10-11	4=12-13 5=14-15 6=16-17 7=18 and over
9	Sex	1=Male 2=Female	0=Missing*
10	Race	1=White 2=Chicano 3=Black	4=Asian 5=Other 0=Missing*
11-12	Refmonth (Month of reference)	1-12	00=Missing*
13-14	Refyear (Year of reference)	70-72?	00=Missing*
15-16	Elapdays (Days elapsed from referral to contact)	0-98	99=Missing, not referred to proj.*
17-18	Reas ref (Referral offense)	00=Missing* 01=Incorrigible 02=Loitering curfew 03=Truancy, school problem 04=Runaway 05=Other delinquent tendency 06=Petty theft 07=Assault and battery 08=Resisting arrest 09=Disturbing peace 415 10=Mal. mischief 11=Trespassing 12=Weapon offense 13=Vehicle Code-joy riding 14=Alcohol violation	99=Sibling missing* 15=Glue, paint sniffing 16=Marijuana related 17=Dang. drugs 18=Checks, forgery 19=Burglary 20=Auto theft 21=Grand theft 22=Poss. stolen prop. 23=Robbery 24=Arson 25=Rap. sex offense 26=Felonious assault 27=Hit and run

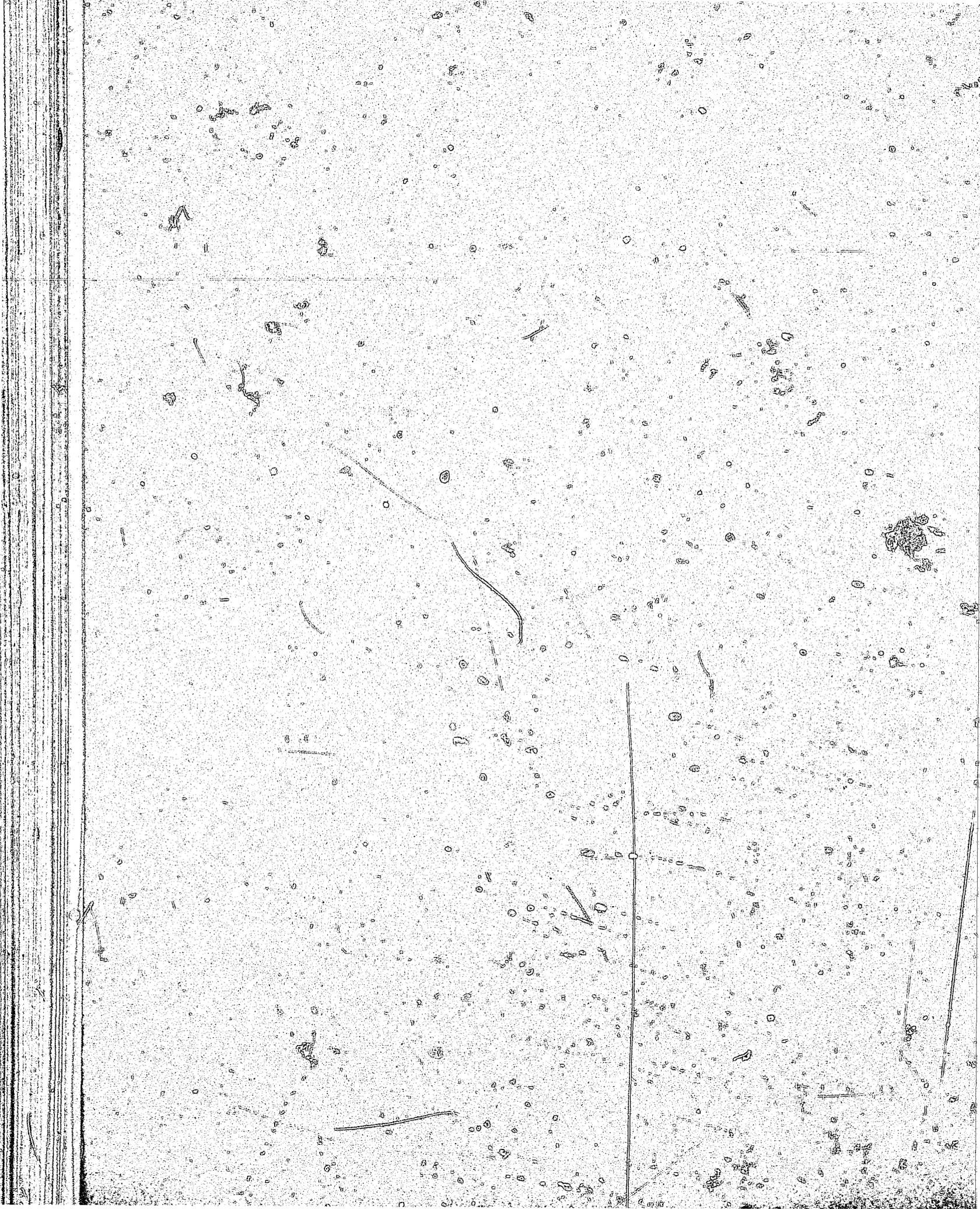
Column	Variable List/Var Labels	Value Labels	*=Missing values
1-9	Refcat (Offense category)	0=Missing* 1=Delinquent tendency 2=Petty theft 3=Mal. mischief 4=Other Misdemeanor	5=Alc. marijuana mis. 6=Dang. drug fel. 7=Felony vs prop. 8=Felony vs person 9=Sibling missing*
20-21	Totprior (Total number of prior police contacts)	99=Unknown*	0-98
22-23	Treatcon (Number of treatment contacts)	99=Control missing* 98=Unknown*	0-97
24	Servplan (Primary service plan)	0=No record* 1=Individual counseling 2=Family counseling 3=Group involvement 4=Referral other agency	5=No service indicated 6=Client refused service 7=Family refused service 8=Normal probation processing
25-27	Duraserv (Date of referral to term date)	000=Missing* 1-998	999=Missing control*
28	Duradisc (Duration of service)	0=Missing* 1=1-7 days 2=8-21 days 3=22-60 days 4=2-3 months	5=3-6 months 6=6 months-one year 7=over one year 8=Missing control*
29-30	Dispoter (Disposition at termination)	01=Client refused services 02=No indication of service 03=Case closed, int. inter. 04=Couns. and case closed 05=Lost contact 06=Referred other agency 07=Petition filed 08=Family refused service 09=Reached 18 10=Declared ward 11=Control missing*	
31	Sev6pre (Severity of offenses 6 months prior to reference)	0=No offenses 1=Delnqt. tend. 2=602 Mis. 3=Drug Off.	4=Fel. vs. prop. 5=Fel. vs. person
32-33	Off6pre (Number of offenses 6 months prior)	00-99	
34	JJSpre6 (Contacts with juvenile justice 6 months prior to reference)	0-8 9=Not arrested*	
35	Sev12pre (Severity of offenses one year only prior to reference)	0=No offenses 1=Delnqt. tend. 2=602 Mis.	3=Drug Off. 4=Fel. vs Prop. 5=Fel. vs Person

Column	Variable List/Var Labels	Value Labels	*Missing values
36-37	Off12pre (Number of offenses one year prior to reference)	0-99	
38	JJSpre12 (Contacts with juvenile justice one year prior)	0-8 9=Not arrested*	
39	Sev6pos (Sever of offenses 6 months post reference)	0=No offenses 1=Delnqt. tend. 2=602 Mis.	3=Drug off. 4=Fel. vs prop. 5=Fel. vs person
40-41	Off6pos (Number of offenses 6 months post reference)	00-99	
42	Sevl2pos (Severity of offenses one year post)	0=No offenses 1=Delnqt. tend. 2=602 Mis.	3=Drug off. alcohol 4=Fel. vs prop. 5=Fel. vs person
43-44	Off12pos (Number of offenses one year post reference)	0-99	
45	ProbdIs1 (Disposition of first probation contact one year)	0=No prob.contact* 1=Dismissal 2=C & R 3=Return to project 4=Informal Prob.	5=Petition dismissed 6=Formal probation 7=Made ward
46	ProbdIs2 (Disposition of second probation contact one year)	0=No prob.contact* 1=Dismissal 2=C & R 3=Return to project	4=Informal Prob. 5=Petition dismissed 6=Formal Probation 7=Made ward
47	ProbdIs3 (Disposition of third probation contact one year)	0=No prob.contact* 1=Dismissal 2=C & R 3=Return to project	4=Informal Prob. 5=Petition dismissed 6=Formal probation 7=Made ward
48	ProbdIs4 (Disposition of fourth probation contact one year)	Same as above 0=No probation contact*	
49	ProbdIs5 (Disposition of fifth probation contact one year)	Same as above 0=No probation contact*	
50	ProbdI61 (Disposition of first probation contact within 6 months)	Same	
51	ProbdI62 (Same)	Same	
52	ProbdI63 (Same)	Same	
53	ProbdI64 (Same)	Same	
54	ProbdI65 (Same)	Same	
55	ProbtOT (Total Probation Contacts 6 months)	0-9	
56	FOLLTOT (Total time of follow-up)	1=1 year 2=1-1.5 year 3=1.5-2 year	4=2-2.5 year 5=over 2.5 year
57-58	TOTOFF (Total police contacts for following period)	0-99	



APPENDIX E

OVERVIEW: SPSS COMPUTER PROGRAM



THE SPSS SYSTEM: AN OVERVIEW

The *Statistical Package for the Social Sciences* (SPSS) is an integrated system of computer programs for the analysis of social science data. The system has been designed to provide the social scientist with a unified and comprehensive package enabling him to perform many different types of data analysis in a simple and convenient manner. SPSS allows a great deal of flexibility in the format of data. It provides the user with a comprehensive set of procedures for data transformation and file manipulation, and it offers the researcher a large number of statistical routines commonly used in the social sciences.

In addition to the usual descriptive statistics, simple frequency distributions, and crosstabulations, SPSS contains procedures for simple correlation (for both ordinal and interval data), partial correlation, multiple regression, factor analysis, and Guttman scaling. The data-management facilities can be used to modify a file of data permanently and can also be used in conjunction with any of the statistical procedures. These facilities enable the user to generate variable transformations, to recode variables, sample, select, or weight specified cases, and to add to or alter the data or the file-defining information. SPSS enables the social scientist to perform his analysis through the use of natural-language control statements and requires no programming experience on the part of the user. This text is a complete instructional guide to SPSS and is written in such a way as to make the system fully accessible to users with no prior computer experience.

In this introductory chapter we attempt to describe in broad terms the general capabilities of the SPSS system. Section 1.1 presents a brief introduction to data analysis on electronic computers. Section 1.2 and its subsections describe the various statistical procedures available in the SPSS system. An introduction to the general features and operation of the SPSS system is presented along with several examples in Section 1.3. The attention of the reader is drawn especially to Section 1.4 where suggestions for the use of this text are given for persons with greater or lesser experience with the use of computers for data analysis.

1.1 THE PURPOSES OF A STATISTICAL PACKAGE OF PROGRAMS

Computers are extremely useful for the routine processing of large quantities of data. Indeed, the need for large-scale processing led directly to the development of the computer. Such processing includes the classification, sorting, storing, and retrieval of data which have been presented to the computer in a suitable coded form. These routine tasks, termed *data processing* constitute the most important use of computers at present.

Of course, because of their capability for carrying out arithmetic operations at high speed, computers are also widely used to carry out lengthy mathematical calculations. When such calculations are performed upon data for the purpose of analysis, the term *data analysis* is often used. Data analysis combines data processing with mathematical or statistical manipulation. The results are numbers which summarize the information contained in the original data.

Data analysis constitutes an important part of the activity in any empirical science. In the social sciences in particular, where the amount of data required to describe a phenomenon adequately is very large, data analysis is a vital means of reducing problems to manageable size.

A common distinction made in computer jargon is between business-type applications and scientific-type applications. Business applications typically require large amounts of input and output data and a small amount of calculation, while scientific applications typically involve relatively small amounts of input and output data and large amounts of calculation. If one accepts this distinction, then data analysis, particularly in the context of the social sciences, lies somewhere between these two extremes.

Analysis of social science data often involves the repeated, routine application of a number of procedures. When a computer is used, it is necessary to detail for the computer the exact sequence of steps to be followed at each stage in the procedure. Such a sequence of steps is referred to as a *program*. Once a program is prepared, the program may be applied to many different sets of data with minor external adjustments which can be made by the user with program control cards. Computer centers maintain libraries of prepared programs which one may use to carry out one or another standard procedure.

➤ If the user is seriously engaged in data analysis, he will probably find that he has repeated recourse to a variety of procedures. Having subjected his data to processing with one program, he may wish to use the output data from that program for input to another. A long chain of such tasks may be required. It then becomes important that the output data from one program be compatible with the input data for another. If one is using various programs, and if they operate in vastly different ways, one must master the details of many programs, and the possibility of error and confusion increases.

A *system of programs* is a set of programs which performs a related set of procedures and which shares a common set of conventions regarding the way in which the set manipulates data. If well designed, the system permits the user to execute a sequence of tasks with a minimum of manual intervention, data handling, and so forth. The SPSS system is such a set of related programs for the manipulation and statistical analysis of many types of data with a particular emphasis on the needs of the social sciences. Subsequently, we will refer to the programs of the system as *subprograms*. Once the user has entered his raw data into the system, he can instruct the computer to carry out a variety of related tasks in any sequence the circumstances dictate. It is not necessary for the user to reenter his data at any time, since the system will store and retrieve the appropriate data when required.

While an attempt has been made to include in the SPSS system a number of the most commonly used procedures in social science data analysis, it is possible to retrieve data from the

system so that it can be used for some other program. Also, SPSS itself can be extended to include procedures which have not already been provided.

SPSS provides a set of common conventions for using its various subprograms. This set of conventions constitutes a simplified language corresponding closely to the natural language a social scientist might use to describe the procedures he wishes to perform on his data.

1.2 STATISTICAL PROCEDURES IN SPSS

The purpose of any process of data analysis is to condense information contained in a body of data into a form which can be easily comprehended and interpreted. Sometimes this process is simply used to describe a body of empirical data, but it is far more common for social science data analysis to involve a search for meaningful patterns of relationships among sets of variables, that is, a means to build and test empirical social theory. The numbers which are computed from the data during the process of analysis are termed *statistics*, and there are a wide variety of statistical procedures available in the social sciences.

SPSS contains many of the most common statistical procedures employed by social scientists, but it is by no means exhaustive of the many useful procedures which have been invented for social research or which have come from other fields to the social sciences. The choice of statistical procedures in SPSS has been determined by our examination of the amount of use they receive in day-to-day statistical analysis and of course by the exigencies of time and resources.

There is no unique method for classifying the different types of statistical procedures included in SPSS. One distinction is between parametric and nonparametric statistics. Nonparametric statistical procedures require few assumptions about the distribution or level of measurement of the variables and many of these techniques may be applied to nominal and ordinal data which do not have well established metrics. The parametric procedures, on the other hand, require more stringent assumptions concerning the distribution of the data (usually an assumption of normality), and they are designed by and large for data with an interval metric. While the statistical procedures in SPSS can be cataloged according to this rubric (e.g., Spearman versus Pearson correlation; *n*-dimensional crosstabulation versus partial correlation and multiple regression; Guttman scaling versus factor analysis; etc.), these assumptions are so often violated (often with justifiable reasons) during the process of data analysis as to make the distinction of questionable utility.

Perhaps the best means of cataloging the statistical procedures available in SPSS is according to the function they usually (but not always) perform in the process of data analysis. In presenting these statistical procedures, we will start with those that the researcher often begins with and then proceed through the various types of procedures according to increasing level of complexity and sophistication. No single research endeavor would normally employ all or even a large number of these procedures, but it will often be the case that at least one procedure from each of the groups will be employed at some point during the analysis.

1.2.1 ONE-WAY FREQUENCY DISTRIBUTIONS, MEASURES OF CENTRAL TENDENCY AND DISPERSION

In most types of social science research, the first task of data analysis is to examine the characteristics of the distribution of each of the independent and dependent variables under investigation. SPSS contains three statistical procedures for this purpose: CONDESCRIPTIVE is designed for use with interval scale variables which assume a large number of values, and the two routines CODEBOOK and MARGINALS are designed for use with variables which assume only a limited number of values. An example of the type of variable for which CONDESCRIPTIVE would be appropriate would be income measured in dollars, which can assume a continuum of values. CODEBOOK and MARGINALS would be applicable to a measure of income when the information has been grouped (such as \$0-\$3000, \$3001-\$5000, \$5001-\$10,000, \$10,001+). The latter two procedures can also produce descriptive frequency distributions for nominal variables, such as religious affiliation, race, or political-party affiliation.

All three subprograms, CONDESCRIPTIVE, CODEBOOK, MARGINALS, can produce

statistics such as the mean, mode, minimum, maximum, standard deviation, and range, at the user's discretion. CODEBOOK will, in addition, produce rather elaborate tables with appropriate labeling, showing the values of the variable which occurred in the data, the frequency with which each value occurred, the relative frequency, and the relative frequency when adjusted for the occurrence of certain values which signify *missing* cases. CODEBOOK will also optionally produce a histogram plot of the frequency distributions for easy visualization of the information just mentioned. In short, CODEBOOK provides the investigator with the information he would normally compile initially to determine what sort of data he has. The information generated by CODEBOOK provides a reference which the investigator will consult frequently as the study proceeds.

MARGINALS produces similar information to CODEBOOK with the exception of histograms, but in a more condensed and unlabeled format. The user may prefer to use MARGINALS if the output from CODEBOOK proves too voluminous for his purposes.

1.2.2 TABLE DISPLAYS OF RELATIONSHIPS BETWEEN TWO OR MORE VARIABLES

After the researcher understands the characteristics of each of his variables, he normally begins to investigate sets of relationships. One or more procedures for examining relationships will be selected depending upon the characteristics of the variables and the purposes of the researcher. He may choose correlation analysis or some form of table display such as those discussed in this section.

SPSS contains two procedures, CROSSTABS and FASTABS, which permit the user to compile two-way to n-way crosstabulations of variables and to compute a variety of nonparametric statistics based on these tables. CROSSTABS produces a sequence of two-way tables showing along the vertical dimension the values of one variable and along the horizontal dimension the values of a second variable. In the body of the table occur the frequency counts of the number of occasions in which the two variables took each possible combination of values. These frequency counts can be expressed as a percentage of the row total, column total, the table total, or any combination thereof. The statistics available to measure the degree of association of the two variables based on the distribution of frequency counts in the table include chi-square, Cramer's V, Kendall's tau B and C, the gamma statistic, and Somer's D. For n-way crosstabulations, a sequence of such two-way tables are produced, one for each two-dimensional subsection of the n-dimensional table.

FASTABS produces similar output to the procedure CROSSTABS, but operates significantly faster on data which are numeric only, as opposed to data which contain nominal alphabetic categories.¹

Another technique for examining the relationship between two or more variables in a table format is provided by the BREAKDOWN procedure. This procedure, which requires that the dependent variable be at least ordinal in scale, compiles the means, standard deviations, and variances of a criterion or dependent variable for each desired subgroup in a sample or population. In many respects this operation is analogous to crosstabulations of the type produced by CROSSTABS and FASTABS, only in this case, each mean and standard deviation summarizes the distribution of a complete row or column of a crosstabulation table. Also in this case, the means, etc., of each group within groups are available on a single table, and the user may enter up to six variables into a single BREAKDOWN table.

1.2.3 BIVARIATE CORRELATION ANALYSIS

Correlation analysis provides the researcher with a technique for measuring the linear relationship between two variables and produces a single summary statistic describing the strength of the association; this statistic is known as the *correlation coefficient*. SPSS has two programs for computing correlations. PEARSON CORR produces zero-order or product-moment correlation coefficients which are best suited for normally distributed data with an interval scale. NONPAR CORR enables the user to compute either Spearman or Kendall rank-order correlation coefficients or both. Both of these procedures can produce correlations

¹The user should read Chap. 12 before deciding which procedure to use.

for selected pairs or lists of variables as well as complete matrices of coefficients. The output from PEARSON CORR and NONPAR CORR is similar and provides the correlation coefficient, the number of observations upon which the correlation was based, and the level of statistical significance of the coefficient. In addition each procedure provides for the output of correlation matrices for input into further statistical computations.

1.2.4 MULTIVARIATE CORRELATION AND REGRESSION

Partial correlation and multiple regression permit the user to accomplish a wide variety of types of analysis to explain and predict relationships among his variables when he feels that the variables meet the minimum assumptions of distribution and scale required by these statistical techniques.

Partial correlation provides a single measure of association (the partial-correlation coefficient) describing the linear relationship between two variables while adjusting or controlling for the effects of one or more additional variables. In this respect, partial correlation is analogous to n-dimensional crosstabulation for continuous and interval variables. First- to nth-order partial-correlation coefficients can be obtained for any set of variables with the PARTIAL CORR procedure. This program can operate on raw data or from matrices of simple correlation coefficients produced by a previous run of PEARSON CORR or NONPAR CORR. The matrices can, of course, also be manually prepared or can be output from a program not in the SPSS system.

Up to five orders of partials can be simultaneously computed for any set of variables, and the user has total control over the orders and the partials to be computed. Output from this procedure includes the partial-correlation coefficients, their level of statistical significance, and the number of cases upon which each partial was based. The zero-order correlations and the means and standard deviations of the variables may also be obtained. The user may also optionally request the output of correlation matrices for further computation.

Multiple regression is an extension of the bivariate correlation coefficient to multivariate analysis. Multiple regression allows the researcher to study the linear relationship between a set of independent variables and a dependent variable while taking into account the interrelationships among the independent variables. The basic goal of multiple regression is to produce a linear combination of independent variables which will correlate as highly as possible with the dependent variable. This linear combination can then be used to "predict" values of the dependent variable, and the importance of each of the independent variables in that prediction can be assessed.

A variety of multiple-regression calculations can be accomplished with the use of the procedure REGRESSION. This subprogram, like PARTIAL CORR, can operate on raw data or a matrix of correlation coefficients, either prepared by the user or obtained from a previous run of one of the correlation procedures. The user can perform the regression upon a fixed number of variables or, using a stepwise technique, allow the variables to be introduced into the computation sequentially, depending upon their explanatory power. REGRESSION allows the user to also perform a regression procedure midway between these two extremes; he can allow the program to choose the order of introduction of the variables from a certain set, then force certain other variables into the calculation, then proceed stepwise for a period, and so forth. This flexibility, together with the ability of SPSS to transform variables, allows the user to handle most multiple-regression applications with relative ease. Output from the program includes a listing of the variables included in the regression at each stage, the coefficients in the regression equation, their standard error, and the significance level of the coefficients. Residuals and multiple R are also computed at each stage. When the program operates upon raw data, the user can also obtain the correlation matrix which is computed as the basis of the regression.

1.2.5 GUTTMAN SCALING AND FACTOR ANALYSIS

All the statistical procedures previously discussed (with the exception of those used to examine the characteristic of individual variables) represent different methods for examining, explaining, and predicting the relationship between one or more independent variables and a dependent

variable. In this section we discuss two procedures contained in SPSS for locating underlying continuums or variable sets from a larger group of variables.

Guttman scale analysis is a means of analyzing the underlying operating characteristics of three or more items in order to determine if their interrelationships meet several special properties which define an acceptable Guttman scale. Guttman scales must first be unidimensional; that is, the component items must all measure movement toward or away from some single underlying object. In addition, Guttman scales must be cumulative, and it is this property which differentiates Guttman scales from most other unidimensional indexes. A cumulative scale requires that the component items be conceptually and operationally ordered by degree of difficulty and that respondents who reply positively to a difficult item will therefore reply positively to less difficult items and vice versa.

The SPSS GUTTMAN SCALE procedure provides the researcher with a method for determining the degree to which given sets of items conform to these two required properties. This procedure enables the researcher simultaneously to test up to 50 separate Guttman scales on a single task. The scales are computed by the Goodenough technique. Each item to be included in a scale may have up to three cutting points, and on an individual scale the item is computed for all possible combinations of cutting points specified. The order of the items may be automatically determined by the subprogram according to the proportion of the respondents who "fail" or "reject" the items. Alternatively the user may fix the order of the items himself.

In addition to the basic table giving the frequencies, errors, and scale types, the user may request a number of statistics which will aid him in evaluating the scales. Included in the available statistics are: (1) the coefficient of reproducibility, (2) the minimum marginal reproducibility, (3) the percent improvement, and (4) the coefficient of scalability. All these statistics help the user determine the quality of the scale. Interitem correlations and part-whole correlations may also be requested.

Factor analysis is a much more generalized procedure for locating and defining dimensional space among a relatively large group of variables. Because of the generality of factor analysis, it is difficult to present a capsule description of its functions and applications. The major use of factor analysis by social scientists is to locate a smaller number of valid dimensions, clusters, or factors contained in a larger set of independent items or variables. And viewed from the other side, factor analysis can help determine the degree to which a given variable or several variables are part of a common underlying phenomena. A large number of tests for manual dexterity, for example, might be given to a group of subjects, and their scores on all of these tests might then be entered into a factor analysis to attempt to determine if manual dexterity has more than one identifiable dimension, component, or factor. Perhaps one might then find that there were three factors (such as speed, accuracy, and endurance) which are differentially measured by the various tests. This not only would provide a richer definition of manual dexterity, but would also enable one to know what proportions of speed, accuracy, and endurance are being measured when one of these tests is administered.

Factor analysis is performed by the SPSS procedure FACTOR. As with PARTIAL CORR and REGRESSION, the procedure can begin with either raw data or with a correlation matrix. In this case the user may also input a factor matrix. The methods of factoring which are available are principal-component factoring with or without iteration, alpha factoring, Rao's canonical factoring, and image factoring. The factoring procedure can be controlled by specifying the number of iterations to be performed, if applicable, the number of factors to be extracted, if applicable, or the minimum value of an eigenvalue for which a factor will be extracted. Following the factor-extraction phase, rotations may be performed. The types of rotations which may be used are varimax, equimax, quartimax, and a few oblique rotations. FACTOR does not require that the factoring phase always be performed; the user can start by reading in a correlation matrix, communalities, a factor matrix, and immediately proceed to rotations. Similarly, the procedure can be terminated after the factoring phase, thus omitting rotations, or it can be terminated after some rotations have been performed and restarted for further rotations at a later time. The necessary information will automatically be generated by FACTOR to implement these restart procedures.

We have described the principal statistical procedures available within the SPSS system. It

is important to realize, however, that these procedures can be executed in any sequence, or repetitively, in the course of a single run or session with the computer. Thus the user may elect to perform some crosstabulations, do a multiple regression, and then do some correlations upon the same file of data in a single run. Also, the procedures described share the general capabilities of SPSS for file handling, variable manipulation, and so forth, so that they constitute a sequence of steps available to the user in any order that makes sense in the context of his problem. In the following section we discuss some of the general capabilities of SPSS which are available in conjunction with any statistical procedure the user may specify.

1.3 FEATURES OF SPSS

In this section we present a summary of the salient capabilities of SPSS, together with examples. In subsequent chapters all these features and how to cause the SPSS system to execute them are discussed in greater detail. For the moment our purpose is to give the user an overview of how the system operates, and to inform him of what he can and cannot accomplish with it.

1.3.1 SEQUENCING CALCULATIONS

SPSS is driven through its various functions by a sequence of *control cards*¹ which the user must prepare. The process is pictured in Fig. 1.1. There is a control program in SPSS whose sole function is to read control cards, decode them, and cause the appropriate function called for by the control card to be executed. The control program causes the function to be performed by passing control to the appropriate subprogram which then performs the function and passes control back to the control program, which then reads another control card, and so forth. This calculation sequence is carried out automatically by SPSS, and the details of how the control program and subprograms operate need be of no concern to the user. The important thing for the user to realize is that he must arrange the control cards he prepares in the appropriate sequence to cause the system to perform actions in the order he intends.

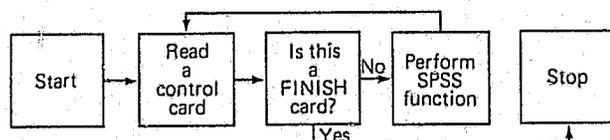


FIG. 1.1 Program sequencing in SPSS.

The control cards themselves must be prepared in a particular format so that they are recognizable to the system. There are over 55 different types of control cards in all, and the rules for preparing these cards are discussed in detail in subsequent chapters. An attempt has been made to define the format of the control cards so that they correspond closely to the way the user thinks about the problem at hand, and the information entered on these cards consists of a quasi-natural language for the description of data-analysis procedures. *In order to use SPSS, it is necessary for the user to learn this language.* This is not as formidable a task as it may sound, since an attempt has been made to define the control cards in such a way that all control cards have similar formats and a minimum of rules is imposed on the user. The user is free to choose names and labels that are natural to the problem at hand.

1.3.2 ENTERING AND PROCESSING DATA

Data may be entered into SPSS in a variety of ways. The simplest and perhaps most common way is to punch the data on cards and to enter these cards along with the SPSS control cards which instruct the system on the processing of the data. Some of the SPSS control cards define and describe the data while other types cause specific calculations to be executed. Data is organized within the SPSS system in units called *files*. A file consists of the user's data along

¹Throughout this text, the word *card* is taken to refer to an 80-character record recognizable by the computer. In addition to implying the usual meaning (80-column IBM-card format) *card* may refer to card-image records entered via a remote terminal, etc.

END