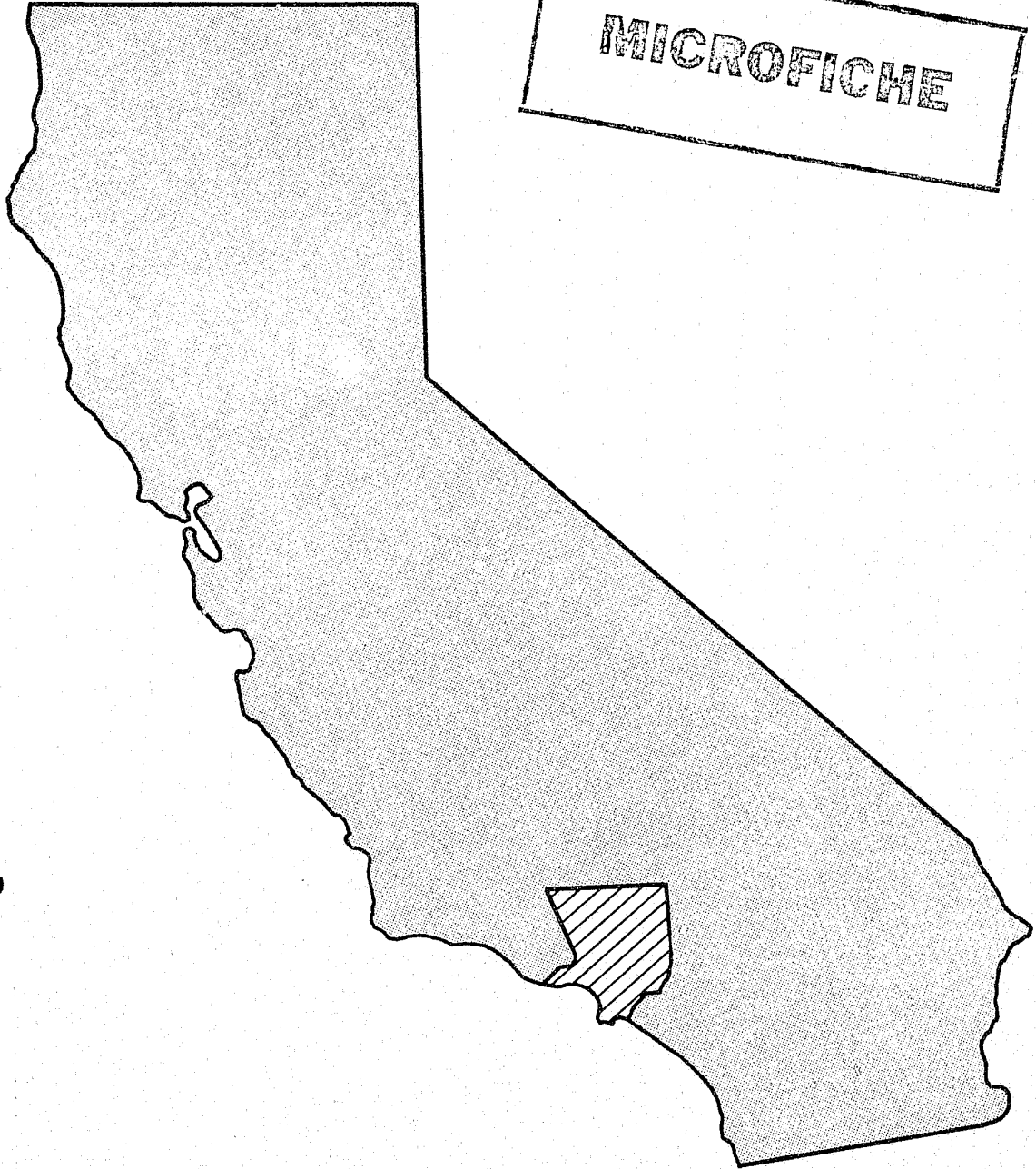


# Crime Control in Los Angeles County 1973 — 1978

A summary of accomplishments under  
the LEAA Program, implemented by the  
Los Angeles Regional Criminal Justice  
Planning Board

MICROFICHE



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## Los Angeles Regional Criminal Justice Planning Board

Duane R. Baker, Chief of Police  
City of Glendale

James F. Bale, Chief of Police  
City of Whittier

Tom Bradley, Mayor  
City of Los Angeles

Dr. Robert M. Carter, Professor  
University of Southern California  
Citizen Member

Gilda R. Cohen, Attorney at Law  
Citizen Member

Fernando Del Rio, Vice-President  
Public Affairs KHJ-TV  
Citizen Member

Daryl F. Gates, Chief of Police  
City of Los Angeles

Kenneth Fare, Acting Chief Probation Officer  
County of Los Angeles

James A. Hayes, Supervisor  
Fourth District, County of Los Angeles

William P. Hogoboom, Presiding Judge  
Superior Court  
County of Los Angeles

Wilbur F. Littlefield, Public Defender  
County of Los Angeles

Martin J. Mayer, Director  
Criminal Justice Planning Unit  
League of California Cities

Nell Mirels, Councilwoman  
City of Rolling Hills Estates

Rose Ochi, Director  
Mayor's Office of Criminal Justice Planning  
City of Los Angeles

Arthur E. Payan, Councilman  
City of Montebello

Burt Pines, City Attorney  
City of Los Angeles

Peter J. Pitchess, Sheriff  
County of Los Angeles

Bob Ronka, Councilman  
City of Los Angeles

Peter S. Smith, Presiding Judge  
Juvenile Court  
County of Los Angeles

Peggy Stevenson, Councilwoman  
City of Los Angeles

Clarence A. Stromwall, Judge  
Municipal Court  
County of Los Angeles

Nathaniel Trives, Councilman  
City of Santa Monica

John K. Van de Kamp, District Attorney  
County of Los Angeles

James H. Wilson, Councilman  
City of Long Beach

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ACQUISITIONS

~~✓~~ CRIME CONTROL IN LOS ANGELES COUNTY  
1973 - 1978

A SUMMARY OF ACCOMPLISHMENTS UNDER  
THE LEAA PROGRAM, IMPLEMENTED BY THE  
LOS ANGELES REGIONAL CRIMINAL JUSTICE  
PLANNING BOARD

LOS ANGELES REGIONAL CRIMINAL JUSTICE PLANNING BOARD

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# LOS ANGELES REGIONAL CRIMINAL JUSTICE PLANNING BOARD

Hon. Clarence A. Stromwall  
*Chairman*

Ronald F. Weber  
*Executive Director*

June 1, 1978

Dear Colleague:

This document, Crime Control in Los Angeles County 1973-1978, is the second report of the Los Angeles Regional Criminal Justice Planning Board outlining the accomplishments utilizing the limited monies made available to the Nation's third largest metropolitan center under the provisions of the Omnibus Crime Control and Safe Streets Act and successive reauthorizations.

While everyone involved in the developmental process should indeed feel a sense of achievement, the major result of these efforts is not merely this impressive list of programs and projects but rather the conclusive evidence that local governments can effectively plan together for the alleviation of mutual problems.

It is the hope of the Board that these efforts will not only influence the decision making process in the Los Angeles Region for many years to come, but also will serve as a tangible example of what is possible if all the elements of the criminal justice system and the communities they serve put aside their differences and cooperate fully in the war on crime and juvenile delinquency.

Speaking on behalf of the Board I wish to express our sincere gratitude to the many practitioners, scholars and advisors who contributed their expertise to these efforts.

Sincerely,

CLARENCE A. STROMWALL  
Chairman

CAS:cl

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## I. INTRODUCTION AND SUMMARY

Forming a cooperative partnership between key criminal justice practitioners and elected officials has been a major accomplishment of the Regional Board. By lifting the restrictive boundaries of single jurisdictional crime control programming, some of the barriers to effective anti-crime efforts have been eliminated.

Although this "partnership" has been stressed since the federal government launched a major attack on crime in the late 1960's, Los Angeles County is one of the few large urban areas which can boast of this achievement since applying valuable, but limited, federal dollars to an all encompassing countywide planning approach.

This report indicates how the Regional Board, in response to federal legislation to reduce crime, moved from essentially single jurisdictional program efforts, from 1969-1972, to a multi-jurisdictional functional program approach between 1973 and 1978. This regional advance has impacted the entire criminal justice system by providing a leverage upon which, not only innovative methods have been achieved, but other federal funding sources have been coordinated at the community level to reduce crime and delinquency.

This document outlines results of a regional subsystem approach in Los Angeles County, to partially answer the question:

*"What has the LEAA program accomplished by this multi-jurisdictional approach?"*

The following is a summary of accomplishments that address the above question.

### A. PLANNING

1. Managed \$63.5 million in federal crime control funds for Los Angeles County between 1973 and 1978.
2. Established a forum for inter-jurisdictional discussion of crime issues.
3. Designed and implemented the major program areas described in this report.
4. Institutionalized planning and research in twenty-two police departments, four city attorney offices, the Los Angeles Municipal Court, and County Probation Department.

5. Enhanced crime control efforts through the development of more than 60 community crime prevention programs. These have resulted from planning and research efforts in analyzing crime trends and in developing permanent Crime Prevention Units within law enforcement agencies.
6. Coordinated studies and activities on a multi-jurisdictional basis through planning associations.

B. INFORMATION/COMMUNICATIONS

1. Improved the speed and quality of data exchange region-wide by linking 9 federally funded data banks which process over 500,000 transactions monthly.
2. Improved the capability of timely access between existing data banks and criminal justice agencies through the Justice Data Interface Controller (JDIC) project. JDIC can handle 90,000 messages per hour, and has the capability of accessing all available state and national level automated law enforcement data files. Presently, JDIC interfaces 9 local and state data files.
3. Enhanced the capability of the District Attorney's Office to access data on felony convictions involving approximately 850,000 transactions annually through the Prosecutor's Management Information System (PROMIS).

C. CRIME-SPECIFIC

1. Implemented seven multi-jurisdictional burglary teams serving a specific population of 4,031,000 but impacting the entire County. In two years these teams have been responsible for:
  - 2,854 arrests
  - 4,673 cases cleared
  - \$2,985,755 property recovered
  - \$5,092,327 contraband seized
2. Implemented an Integrated Burglary Information System (IBIS), a centralized automated system which links the burglary teams together and serves as a data bank for burglary or related criminal history information.
3. Reduced the incidence of vehicle theft in the cities of Los Angeles (5.4%), Long Beach (1.3%), and Inglewood (5.4%).



4. Reduced street robberies in Compton and Inglewood by 9%, and reduced the rate of increase in commercial robberies by 5%.

D. DIVERSION

1. Achieved region-wide coordination and inter-jurisdictional cooperation by creating a youth services network linking hundreds of private services to public policy groups, encompassing 64 cities in Los Angeles County.
2. Enhanced system improvement by serving over 10,000 youths per year considered either pre-delinquent or delinquent, in lieu of juvenile justice processing.
3. Provided \$8 million in purchase-of-service contracts to 250 private community based agencies providing direct services to over 25,000 youths to date.
4. Reduced crime, juvenile arrests, and recidivism in cities serviced by diversion projects for which evaluations are complete.

The following pages describe in more detail the history and accomplishments of the LEAA program as administered through the Los Angeles Regional Criminal Justice Planning Board between 1973 and 1978.

## II. RESULTS OF A MULTI-JURISDICTIONAL APPROACH TO CRIME CONTROL

### Historical Background

When the California Council on Criminal Justice (CCCJ) was designated as California's planning agency for developing and implementing the Crime Control and Safe Streets Act of 1968, nine statewide task forces, composed of elected officials, reviewed and selected statewide grants. Shortly thereafter, the CCCJ created eleven regions, each with mandated regional advisory boards to facilitate the statewide planning effort. These boards were encouraged to form specialized task forces or Ad Hoc Committees to conduct research studies of the local criminal justice system, determine needs and develop plans and recommendations for Board consideration. At that time, Los Angeles County was one of four sub-regions under Region X of the CCCJ. The Los Angeles County sub-region formed ten task forces, designated for specific program areas, which reviewed grant proposals prior to approval and submission to the State. Projects were unsolicited and selected on a basis of intrinsic merit, as long as proposals complied to the specified program area.

By 1971, the CCCJ restructured the regional system in the State and realigned it with realistic geographic and political boundaries. Twenty-one regions replaced the eleven and Los Angeles County became an independent region under the purview of "The Los Angeles Regional Criminal Justice Planning Board." However, ambiguous relationships between the State and the Region generated confusion and duplicative grant management, and funding was still handled in the traditional manner of other public service agencies: programs were selected on individual merit based on single area problems rather than on coordinative efforts among adjoining jurisdictions. Furthermore, competition among the 79 jurisdictions in the County prevented effective "system" planning. As a result crime control funds further compounded the problem of fragmentation and duplication with each jurisdiction working independently of the others, thereby producing minimal impact on the criminal justice system. Although single jurisdictions had implemented specific, warranted, and often successful anti-crime programs, the lack of a regional system merely displaced crime from one area to another.

The Board therefore recognized the need for a comprehensive regional planning process to be supported by multi-year commitments. After an increased allocation of federal planning funds, the Regional Board acquired a full-time staff to assume more sophisticated planning and grants management responsibilities, replacing the previous unsolicited proposal selection process which had been based on a limited, unrelated, planning document. Since there was no partnership arrangement between jurisdictions to resolve common problems within the criminal justice system, such a strategy had to be developed.

1972 could best be characterized as a transition period with the continuation of successful projects funded in prior years, and a new focus on future needs based on a systems approach. As a point of departure, three problem identification committees were formed, one for each of the major institutional areas: law enforcement, judicial process, and corrections. These committees generated a list of problems in their respective areas of the criminal justice system. From that point on the Board began to focus on the "neglected areas" of interface between the institutional components of the system. This led to a decision to develop a committee/subsystem structure on the Board which would build on existing programs while maximizing the connecting links of the three elements of the justice system.

Subsystem Approach Resulting in a Directed Request for Proposal (RFP) Process

In 1973, when the Crime Control Act was renewed for three years, LEAA required a more comprehensive plan on how to reduce crime while stressing criminal justice systems improvement. The Board formally adopted four subsystems which were compatible with the LEAA goals as follows:

LEAA GOAL: Improve the criminal justice system.

BOARD PROGRAM: Planning

Objective: *Establish planning capabilities in jurisdictions prior to crime reduction programs being implemented.*

Information/Communication

Objective: *Expand criminal justice data capability by providing data access terminals in all criminal justice agencies in the Region.*

LEAA GOAL: To reduce crime and recidivism.

BOARD PROGRAM: Crime-Specific

Objective: *Form cooperative investigative efforts established under the Crime-Specific program by joining the statewide effort in reducing three target crimes of auto theft, robbery and burglary.*

Diversion

Objective: *Alleviate the increasing workload of the criminal justice system by redirecting appropriate less serious offenders to resources outside the criminal justice system.*

To insure development of projects which met these regional goals, a formal directed request for proposal (RFP) process was initiated by the Board based on specific program designs for each subsystem. Between 1973 and 1978, the Board has managed \$63.5 million in federal crime control funds. Of this total, the Board has invested approximately \$55.6 million in the subsystems, involving 100 projects of which over half were multi-jurisdictional.

\$ 5.2 million	- Planning
\$20.3 million	- Information/Communications
\$14.9 million	- Crime-Specific
\$15.2 million	- Diversion
<u>\$55.6 million</u>	TOTAL

After this investment of time and money, the natural question is:

*What results have been achieved by this Subsystem approach?*

Since the advent of the subsystem approach, planning has been institutionalized in major criminal justice agencies, rapid data storage and communication has been linked regionwide, major offenders have been apprehended through crime-specific programs, and less serious youth offenders have been diverted out of the system into rehabilitative programs.

The following pages identify some major achievements within each of the four subsystems mentioned above, and emphasize the importance of a multi-jurisdictional attack on the crime problem.

## A. PLANNING

### Introduction and Background

The implementation of 32 planning units resulted from a study conducted under contract from the Regional Board in 1970. It concluded that, contrary to private industry, very little long range and systematic coordinative planning existed within and among criminal justice agencies. Instead, most planning activities were merely limited to the annual budgetary process.

Given the need for planning, but recognizing the complexity of coordinating 79 jurisdictions and 15 county agencies, the Board decided to fund proposals based on jurisdictional financial commitment to criminal justice and interest in coordinating efforts with the Regional Board. With limited federal funds, certain criteria had to be established by the Board to restrict the number of planning and coordinating units to be implemented. The criteria established that before a jurisdiction

could qualify for a planning grant it must have an annual budget of \$500,000 or more allocated to justice system services. Based on those guidelines, the Board entered into a formal request for proposal (RFP) process. Since 1973, the Board has funded 37 planning projects. These programs were divided into three types of planning activities to achieve a regionwide approach: (See map on Page 8)

*Planning programs in law enforcement agencies  
(Crime Control)*

*Planning units dealing with prosecution, courts,  
and corrections (Processing)*

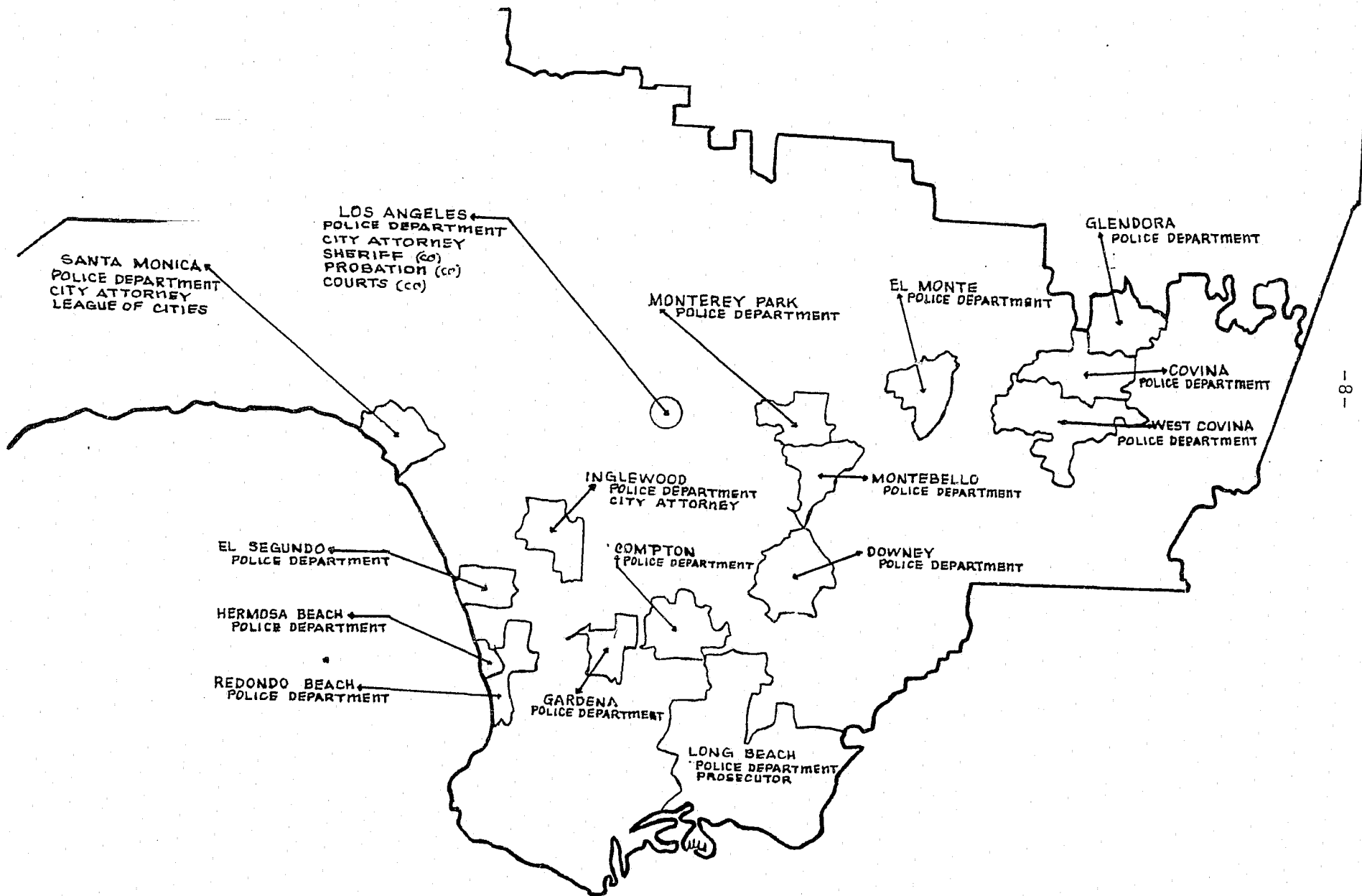
*Planning activities involving inter-agency/  
inter-jurisdictional coordination. (System Support).*

Measuring planning for its impact on crime is difficult since planning is primarily a "tool" used for reaching a desired product rather than the product itself. Nevertheless, two valuable lessons have been learned when attempting to evaluate the results of planning: First, planning and research should be multi-jurisdictional, and second, such program efforts should provide for continuity or a process to fit into the management objectives of each department, since planning is the first step in reaching long range goals for crime reduction.

Without a multi-jurisdictional process, objectives are based on varying demographic and environmental compositions of individual police departments which result in limited, single-jurisdictional crime control activities. To effectively evaluate planning and research goals, there should be joint coordination and uniformity of objectives, as evidenced by the other subsystems discussed later in this report.

Secondly, effectiveness of planning depends on the continuity of program efforts and should be an on-going process. Despite a temporary moratorium which Governor Brown placed on the grant process when he first took office and de-emphasized the need for systems improvement, some overall positive results have been achieved which demonstrate the necessity for system-wide planning and coordination among criminal justice agencies. These accomplishments are noted from inter-departmental evaluations and project monitoring by staff, joint evaluations of several planning and research units by outside consultants, and coordination among several multi-jurisdictional planning and research associations.

# LOS ANGELES REGIONAL CRIMINAL JUSTICE PLANNING PLANNING AND RESEARCH PROJECTS



1. Planning for Law Enforcement

a. Results within Police Departments

Although each department accomplished specific objectives, in general the police departments' planning and research units have engaged in the following activities, leading to improved crime control methods:

- 1) Conducted surveys of etiological distribution of crime in their respective cities, followed by specific crime prevention programs, with particular emphasis on burglary. A number of units have implemented community awareness programs, particularly for the elderly and minorities who are often victims. For example, seminars have been held for women on rape prevention; senior citizens have convened on methods of home security, and pamphlets have been distributed on crime prevention methods.
- 2) Conducted crime analysis trends and research for more efficient deployment of manpower. Some larger departments have developed and implemented automated information systems for more efficient storage retrieval and crime analysis.
- 3) Analyzed alarm systems, environmental plans, and response procedures resulting in requests for specific ordinances to facilitate law enforcements' efforts against crime.

Much of the above activities have been collectively organized by grant funded personnel who are active with planning associations.

b. Multi-jurisdictional Planning Associations:

Two multi-jurisdictional planning associations are active which help promote inter-agency coordination and dissemination of information. The Association of Police Planning and Research Officers (APPRO) whose membership is comprised of all the grant funded planning projects, plus planning and research officers throughout California, has two chapters in the State, northern and southern. APPRO attempts to act as a centralized information bank by using computerized systems to record completed projects by all the agencies involved and provide this information to police departments.

Monthly meetings also serve to stimulate discussions on proposed and on-going programs.

Proponents of the Region's grant funded planning and research units encompassing 17 cities in the San Gabriel Valley formed the San Gabriel Valley Multi-Jurisdictional Planning Team (SGVMPT). This group was established to act as a consortium to solve police problems through dissemination and sharing of resources.

The group meets monthly, but in addition to regular business meetings, members are in constant communication with each other to ascertain information on successful programs or to formulate new projects. Some key accomplishments of the SGVMPT are as follows:

- 1) Developed an Integrated Gang Activity Information System which is housed in the Los Angeles County Sheriff's computer and is presently in use.
- 2) Initiated a Carrying a Concealed Weapon (CCW) tear gas permit procedure.
- 3) Developed an illegal alien procedure.
- 4) Prepared an environmental impact model for police departments.

As evidenced by the commitment of local government to continue funding the Planning and Research Units, planning has become a valuable asset to police departments in assisting management in the maximum utilization of resources and personnel. Planning units have also been instrumental in developing crime prevention programs, thus progressing from a "reactive function" to a more "pro-active basis" of effective crime control.

Much of the crime control methods generated by planning and research units in law enforcement require additional efforts from other units in the processing of offenders. Take for example specific burglary problems identified by P & R units which could be reduced through better environmental planning, and more efficient use of manpower time devoted to responding to false alarms. This problem could be corrected by city attorneys' offices in drawing up municipal codes and ordinances. For this reason, the P & R units within city and district attorneys' offices work closely with law enforcement in providing a link to crime control problems. Increased investigation and arrest activity, resulting from demographic crime trends prepared by P & R units, require additional processing and sentencing of offenders. More efficient means of handling offenders is being addressed by planning and research in the courts.



In an effort to provide a complete systems approach to planning, the Board also funded seven planning projects designed to increase the efficiency of city attorneys offices, courts and probation in the processing of offenders.

2. Planning for Prosecution, Courts, and Corrections

a. Prosecution:

Four planning projects have been funded within city attorneys' offices. These programs have:

- 1) Developed more streamlined methods for handling misdemeanor complaints;
- 2) Implemented victim/witness programs which encourage coordination, consultation, and restitution;
- 3) Increased consumer protection and public information;
- 4) Revised municipal codes to be in line with the ever-changing environmental designs for crime prevention purposes.

These units also coordinate activities in conjunction with the Los Angeles Municipal Court Planning and Research Unit which has been highly successful in developing innovative programs to increase workload efficiency.

b. Courts:

The Los Angeles Municipal Court Planning and Research Unit emerged out of a recognized need for court reform brought on by a growing dissatisfaction of the court system. The program, selected as a national "exemplary project" by LEAA in 1975, plays an important role in the analysis, design, implementation, and evaluation of court improvement, and demonstrates that a court "system" must be part of local and national efforts to improve the justice system.

Some key accomplishments of the Unit have been the following:

- 1) Implemented a "bail by mail" automated system, eliminating travel to the courthouse by traffic offenders.

- 2) Developed, implemented, and evaluated the Probation and Sentencing Subsystem (PASS), an automated data system which provides all municipal courts with immediate access to criminal history information and access to the Traffic Records System.
- 3) Coordinated the development of the County's first alcohol detoxification facility.
- 4) Analyzed all court related legislation and prepared reports.
- 5) Participated with Superior Court in developing a criminal case-following system.
- 6) Standardized Municipal Court forms.
- 7) Conducted county-wide study on court attorney appointments.
- 8) Prepared and distributed a small claims court brochure to judicial districts, public schools, libraries, and other community agencies.

The Planning and Research Unit covers the entire range of court activity, including court procedure, administration, information systems, and referrals for rehabilitative services.

Corrections:

Corrective services for youths and adults who have been processed by the Court are handled by the Probation and Sheriff's Departments.

A long range planning unit was established within the Sheriff's Department to chart the future course of the Department and link such planning decisions to the County budget process. As a result, an Executive Policy Council (EPC) was established as a top management forum consisting of eight Division Chiefs and two Assistant Sheriffs, responsible for advising the Sheriff on matters concerning policy and direction. The Planning Unit, now the official staff of the EPC, has organized eight teams, each addressing strategic planning areas, which prepare recommendations to the Council for both the Sheriff's law enforcement and correction functions.

A planning project was also funded within the Probation Department to provide planning capability which would reduce crime and delinquency through cost-effective services. Key results of the project have been; an

increase in management efficiency, improved cost effectiveness, and additional services impacting the client. Specifically, the Project has:

- 1) Implemented a pilot project which achieved cost savings through a 10% increase in collection of fines and restitution.
- 2) Established probation needs, objectives and priorities.
- 3) Realigned operations along functional lines of juvenile and adult services.
- 4) Drafted plans for juvenile facilities and set up a long range planning mechanism.
- 5) Implemented a Caseload Resources Management Team concept.
- 6) Developed a plan for a cost-effective information system.
- 7) Enhanced client services by providing research and evaluation for two projects which hold promise of reducing recidivism--Project Intercept and the Juvenile Justice Center.
- 8) Secured funding for the Status Offender Detention Alternative Program mandated by AB 3121.

3. Inter-agency/Inter-jurisdictional Planning Coordination

Besides providing "internal leverage" toward planning and system improvement within individual departments, six projects of a multi-jurisdictional nature have been funded. Three of these "units" representing the major political jurisdictions of the County serve as the foundation for more general coordination of resources. One of these units specializes in technical assistance, and two bureaus provide comprehensive planning and grants management within their respective jurisdiction, and coordinate efforts with the Regional Board's multi-jurisdictional program approach. The units are operational within the League Of California Cities/ Santa Monica; The City of Los Angeles, and the County of Los Angeles.

The remaining three projects were administered directly by the Los Angeles Regional Criminal Justice Planning Board. The following is a list of notable accomplishments by each of the units.

a. League of California Cities/Planning & Technical Assistance Unit

1) Technical Assistance

- Provided technical assistance to the Los Angeles County Division of the League in such areas as staffing of relevant public safety committees (fire, emergency medical services, etc.)
- Provided technical assistance to more than forty cities in areas of program and project development. This includes the acquisition of \$250,000 of Treatment Alternatives to Street Crimes (TASC) funds to two major jurisdictions in the County, and assistance to the Los Angeles County District Attorney's Office for the establishment of a victim/witness program.

2) Conferences/Workshops/Publications

- Developed and sponsored three conferences: "Role of Cities in the Criminal Justice System", League of California Cities Annual Conference, "Child Abuse Workshop", and "Financing Crime Control," Southern California Association of Governments General Assembly.
- Prepared and produced several publications, including Community Crime Prevention Manual, Arson, A Status Report, and a Quarterly Newsletter serving all the cities in the League.

3) Liaison

- Represented the cities in Los Angeles County to various criminal justice groups, such as Peace Officers Standards and Training Commission, California Council on Criminal Justice, and the Los Angeles Regional Criminal Justice Planning Board.
- Developed a "policy statement" for all the League cities regarding their role in the criminal justice system.

b. City of Los Angeles/Mayor's Office of Criminal Justice Planning

1) Program Management

- Established a City-wide youth services delivery mechanism (Project-HEAVY), in coordination with a region-wide effort, involving all relevant elected officials and justice agencies.
- Prepared grant applications for LEAA fund consideration, including juvenile diversion, rape victim services, pre-trial employment, and school justice education programs.
- Developed and implemented programs funded with other than LEAA dollars (Pre-trial Intervention/DOL, Gang Consortium/HUD Model Cities, Anti-Vandalism/HCD, Work Experience/CETA) to provide for more effective utilization of Project-HEAVY delivery system.
- Administered grant programs funded in the City of Los Angeles, including: Youth and the Administration of Justice, Project HEAVY (West, Central and San Fernando Valley), Los Angeles Schools Security Alert System, and Rapid Transit District Bus Security Project.
- Developed and implemented a city diversion project monitoring system in furtherance of efforts to standardize monitoring and evaluation activity.

2) Planning

- Established a planning process in the City of Los Angeles which will provide the basis for the City's 1979 Mini-Block Application; coordination of involvement in the process by City Council, the Los Angeles Police Department, City Attorney's Office, and citizen representatives.
- Completed the major narrative portions of the City's 1979 Criminal Justice Plan, which includes existing system documentation, crime and arrest analysis, plus a crime attitude survey responded to by the major justice agencies in Los Angeles County.

-Prepared juvenile and adult offender narrative and flow charts which depict existing system processing stages in Los Angeles County. These documents have been well received throughout the state, and have been used for training and as models for similar efforts.

3) Publications

-Prepared numerous documents/articles which include: "Citizen Participation in the Courts" for Judicature; "Crime: Are There Solutions?" for Ivy Leaf; "Regional Criminal Justice Planning: Spur to Action:" for the Los Angeles Bar Bulletin; "The Strengths and Weaknesses of the Justice System" for Democratic Review; "The Forgotten Victim" for Crime Prevention Review.

4) Technical Assistance

-Provided technical assistance to numerous organizations in the City of Los Angeles to assist them in the identification of resources, development of community-based programs, and to provide liaison with Federal and State agencies. For instance, recent discussions with LEAA Community Anti-Crime program officials resulted in a program technical assistance conference in Los Angeles (Attendance by community agencies reported to be second only to New York), with a substantial increase in proposals from Los Angeles.

-Provided technical assistance to public agencies to maximize funds availability in the City; examples of these efforts include the City Attorney (Alcohol Detoxification Program), Commission on the Status of Women (Battered Women), Los Angeles Police Department (Community Resources Against Street Hoodlums), L.A. Unified School District (Security Alert System) and Rapid Transit District (Bus Security Project).

5) Coordination

Analyzed pending criminal justice legislation, with appropriate communication to the Mayor and City Council (as well as legislative representatives), to ensure urban concerns are adequately addressed. Initiatives include the LEAA Re-authorization Bill and the inclusion of Mini-Block grant provisions to allow for more direct assistance to cities.

- Established joint Project - HEAVY Board of Directors meetings to provide a forum for addressing the youth services delivery system needs on a City-wide basis; assisted in facilitating the development of a region-wide diversion directors association, with the objective of institutionalizing programs implemented with LEAA funds.
- Coordinated efforts designed to locate a LEAA-funded Neighborhood Justice Center in the Venice-Mar Vista area, with subsequent appointments to the project Board of Directors.

c. County of Los Angeles/Criminal Justice Coordination Unit

1) Technical Assistance

- Provided technical assistance to County departments in developing the following projects:

Civil Detoxification for the Public Inebriate Project COURT  
Victim/Witness Program  
Career Criminal Program  
Juvenile Automated Index  
Conflict Attorney Program  
Public Defender Paralegal Program  
Compton Municipal-Court Executive Officer  
Youth Legal Advocacy Center

2) Research, Analysis, and Documentation

- Completed problem identification and studies for the following:

Jury Reform  
Court Reorganization  
Juvenile Diversion Project Funding  
Centralized Juvenile Detention Hearings  
Expedited processing of non-detained Petitions  
County-wide Witness On-Call System  
Trial Attorney Workload Study  
Child Abuse  
School Vandalism  
Residential Community Care Facilities  
Judges Sentencing Records  
Employment/Training for Delinquent Youth

- Analyzed Crime Statistics for the following:

- Homicide Report
- Juvenile Justice System Workload Analysis
- Diversion Report
- Analysis of Reported Crime
- Dependency Court Care Analysis

d. Los Angeles Regional Criminal Justice Planning Board

In addition to establishing a mechanism for coordinating activities with the criminal justice planning units representing the three governmental jurisdictions, and administering Crime Control funds for the region, the Regional Board staff undertook several multi-jurisdictional planning projects:

1) Technical Assistance Project

Provided the first comprehensive study of technical assistance needs within Los Angeles County resulting in a number of identified needs for technical assistance among the Region's grant funded projects. The implementation of survey findings was never undertaken due to the limitations of funds.

2) Crime Indicator Program

Funded several multi-jurisdictional crime research/analysis-type programs. A contract with the University of Southern California supported a Crime Indicator Program which produced a set of computer programs. Completion of the programs will enable planners within different agencies to ascertain the current status and trends in location, character, intensity, and magnitude of the crime problems by territorial units. As a by-product, USC and the Regional Board studied juvenile delinquency in the Region and provided data on juvenile offenders at the census tract level and a projection of juvenile delinquency problems through 1980. The products of this program will enhance multi-jurisdictional planning and coordination for juvenile justice.

3) Diversion Planning and Evaluation System Project

Produced a series of planning concepts, management guidelines and computer case tracking documentation to provide to the directors of the youth projects, as part of the planning implementation for the diversion



subsystem, in conjunction with the City of Los Angeles, Office of Criminal Justice Planning, California Youth Authority, and several County departments. The Youth program document received national recognition as a concept manual for youth planning services.

#### SUMMARY

The capability to achieve a coordinative and systematic approach to crime control problems has been enhanced since planning has been institutionalized in major criminal justice agencies. However, in order to assess crime problems and recommend methods to directly impact crime on the street, criminal statistical data must be available. This component of the system is being addressed through the Information/Communications Sub-System.

#### B. INFORMATION/COMMUNICATIONS

##### Introduction and Background

The urgent need for the storing, collection, and exchange of criminal justice data was evident to the Board as early as 1969 when LEAA funds first became available. Several Information/Communications projects were funded early in the program, each project addressing a specific singular need of a particular agency. One of the major problems that soon became apparent was the lack of coordination among the various funded projects. Essentially each project, although meritorious in its own right, was unrelated and independent of others. The Board became concerned that such a fragmented approach would further complicate the inter-agency data exchange problem already in existence within the County.

As a result, the Board adopted a multi-jurisdictional and functional approach to regional criminal justice planning. One of the four "subsystems" developed was Information/Communications. The multi-year objectives established for this program area included:

Data Bank Development - To develop the capability of agencies to store, retrieve, and process data relating to crime activity and related justice activities.

Data Exchange - To maximize the interface and exchange of data among all criminal justice agencies.

Resource Allocation - To improve the ability of the agencies to effectively allocate their resources.

Building upon a major centralized communication and data switching system, data bank development and radio communications have been enhanced in:

1. *Single jurisdictions*
2. *Multi-jurisdictions/sub-regions*
3. *Countywide*

The following pages describe the major systems developed. The Chart on Page 22 indicates the past network of justice automated information systems, and the chart on Page 23 shows how the proposed systems will interface to various components of the justice system after completion of funding.

1. Single Jurisdictional Communications Projects:

In an effort to provide officers on the street or in patrol cars with immediate access to data banks which not only increases the safety of officers when responding to calls or attempting an arrest of a suspect, but also improves police response time, the Board has:

- a. Enhanced police communications and response time, eliminating dispatch procedures and traffic congestion through the use of digital and non-digital radio communications. These systems are Field Accessible Computer Terminal Systems (FACTS), Portable Digital Access Transceiver (P-DAT), Remote Out-Of-Vehicle Emergency Radio (ROVER), and Crime Task Force Rapid Response (CTFRR).
- b. Interfaced the P-DAT and FACTS systems with sub-regional communication systems which also connect to the county-wide Justice Data Interface Controller (JDIC) system, thus providing the capability to access all data banks within seconds.

2. Multi-Jurisdictional/Sub-Regional Information Systems

The Board has funded several sub-regional information

systems which link major data banks between neighboring cities. These systems resulted in the following:

- a. Provided a centralized capability for individual agencies to store, retrieve, and process data relating to crime activity and related justice activities within a specified geographic area, and interface with the county data files through JDIC. These systems are:

- South Bay Information and Narcotics Unit (SBIN)
- East San Gabriel Valley Information System (EVIS)
- South Bay Regional Communications Project

- b. Provided a vital connecting link to the Long Beach Public Safety Information System (PSIS) through the Long Beach Interface Project. Although PSIS is a totally integrated, local, automated public safety system, it would remain virtually isolated from available data banks outside the City if that system were not connected to two other major systems serving the region (JDIC and FECS - discussed later). The Interface Project provides this connecting link.

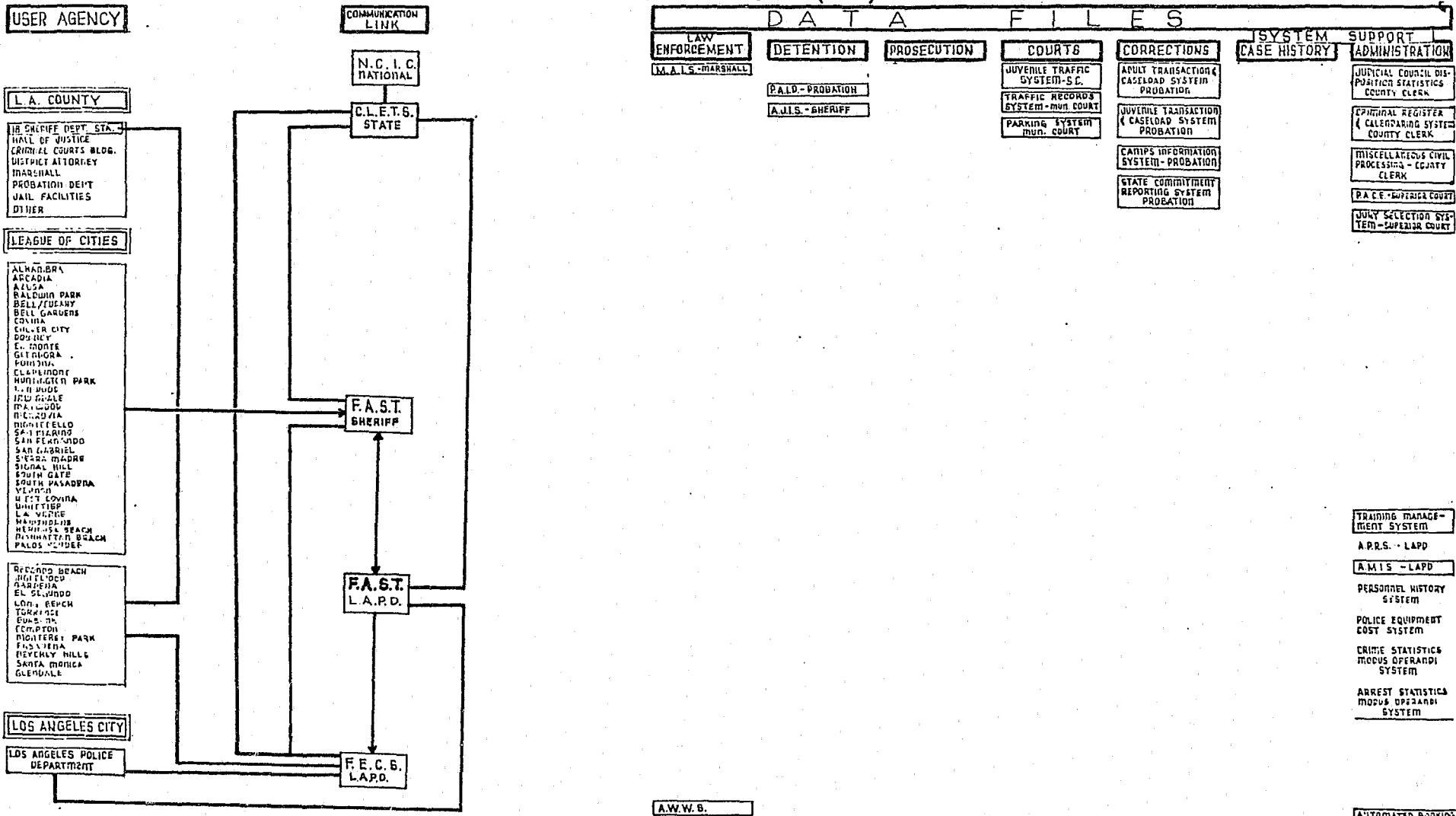
### 3. County-wide Information/Communications Projects

To assist agencies in gaining access to the various data banks which already existed in some jurisdictions and were being developed in a number of others, the Board recognized the need for a regional data exchange system linking all data sources. The system would allow law enforcement agencies to access local, state and national data banks, and connect them for point-to-point communications.

Without these connecting links, none of the remote systems, and the officers who use them, would be able to access Automated Index, a major regional offender data bank which contains abbreviated criminal histories, fingerprint cards, and fingerprint search software. Automated Index is housed in the Sheriff's Department Justice Computer Center and was supported by Board funding.

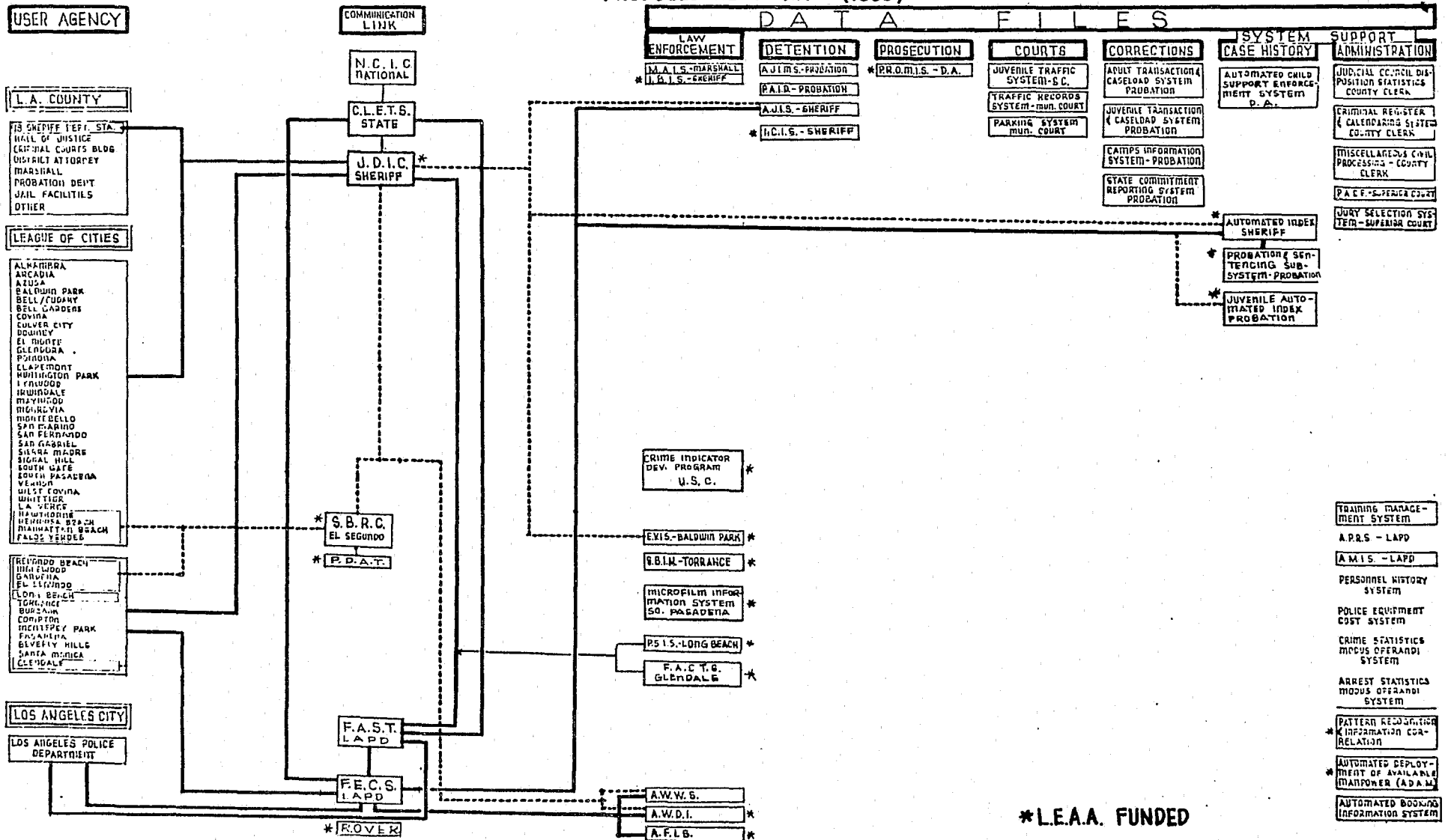
It became evident that a significant number of agencies did not have access to the major data banks on an automated basis, and the Sheriff's Fully Automated Switched Teletype (FAST) System, which was once the backbone of county-wide communications, was too slow, outmoded, and too overloaded to keep pace with the growing data needs of the justice system.

L.A. REGIONAL CRIMINAL JUSTICE AUTOMATED INFORMATION SYSTEM  
 PAST NETWORK (1970)



A.W.W.B.

## L.A. REGIONAL CRIMINAL JUSTICE AUTOMATED INFORMATION SYSTEM PROPOSED NETWORK (1980)



A feasibility study was conducted to determine the best method of delivering automated information to regional criminal justice agencies. After considerable analysis, the JDIC system was selected by the Board.

Outlined below are the major components of this county-wide system funded by the Board.

a. Justice Data Interface Controller Project (JDIC) -

The system which existed prior to Board intervention provided data bank access and digital dispatching for the Sheriff's Department only. Since funding of the JDIC, which is an automated central switching system, the following has been achieved:

- 1) Expanded the remote computer capability.
- 2) Increased messages through the system over the previous year's averages by 78%.
- 3) Transmitted 90,000 messages in one-hour compared to a maximum of 25,000 messages in twenty-four hours with the previous FAST system.
- 4) Initiated the capability for all 49 law enforcement agencies in the County, by 1979, to have access to local, state, and national data banks through JDIC.

b. Front End Communications System (FECS)

In keeping with the intent to provide terminals to deliver the information contained in previously developed data banks, the Board funded the Completion of the Automated Communications Network (CACN) which provided terminals as part of the regional Front End Communications System which was already in existence. FECS is housed in the Los Angeles Police Department which serves nearly 40% of the County's population. The result of linking CACN with FECS has achieved the following:

- 1) Provided the only automated link from the LAPD officers in the field and from management staff, to local, state, and national data banks.

- 2) Provided a vehicle through which outside agencies may access a Los Angeles City system of major regional importance, the Automated Want/Warrant System (AWWS).

c. Interface Project - County of Los Angeles

In order to provide the final link in the County and City systems, the Board funded several key computer-to-computer connections through the Los Angeles Sheriff's Interface project. The following has been achieved:

- 1) Connected FECS with JDIC;
- 2) Connected JDIC with the County's Justice Computer Center
- 3) Connected FECS with the Justice Computer Center.

d. Long Beach Interface Project - City of Long Beach

As previously mentioned under sub-regional projects, the Long Beach PSIS system has been linked by the Interface Project. As a result the following has occurred:

- 1) Linked Long Beach's local information system with the JDIC network, which provides single terminal access to all data banks.

e. Probation and Sentencing System (PASS)

The Probation and Sentencing System (PASS) provided the Municipal Courts with a data inquiry system to improve and facilitate the administration of criminal justice. PASS interfaces the municipal courts throughout Los Angeles County with the Sheriff's Automated Index System which is also linked to JDIC for direct access to local, state, and national data banks. The following results have been achieved:

- 1) Provided information for use in bail reduction hearings, sentencing and summary probation hearings through a telecommunications network for the Municipal Courts in the County.

- 2) Accessed the Prosecutor's Management Information System (PROMIS), with each system sharing on-going telecommunications cost.
- 3) Reduced recidivism by assuring the appropriate sentences are imposed. For instance, it makes it increasingly difficult for an offender to be on more than one summary probation sentence at a time.

f. Juvenile Automated Index (JAI) - County of Los Angeles

JAI is the initial phase of Los Angeles County's five year plan developed by the Chief Administrative Office, the Sheriff, Probation Department, and Department of Data Processing, working together to improve the delivery of juvenile services by enhancing and upgrading the information available to juvenile justice agencies. The project is supported by Regional Board funding for three years, and has just completed its fifth quarter of operation. The goal of JAI is to automate and merge prior arrest and referral history information manually maintained by the Sheriff's Central Juvenile Index and the Probation Index. Files are presently being converted, and when complete, all law enforcement agencies and probation area offices will have direct access to computerized juvenile arrest records which will also interface with JDIC.

g. Prosecutors Management Information System (PROMIS)

To achieve the goal of improving the ability of agencies to effectively allocate resources, the Board supported the development of a Prosecutors Management Information System (PROMIS) with the District Attorney's Office, which was adapted from a national model. The project addresses the need for better resource allocation and ultimately improves the over-all operations of large justice agencies. The PROMIS system accesses information concerning felony convictions. As a result, the system, when complete will benefit other criminal justice agencies through:

- 1) Enhanced District Attorney practices and



investigative work, supporting law enforcement efforts.

- 2) Identified and diagnosed bottlenecks in the criminal court process, supporting administration of the courts.
- 3) Identified strengths and weaknesses of various correctional programs as demonstrated by recidivism patterns, supporting the Probation Department.

#### SUMMARY

It is evident from the above listed accomplishments that the Board has not only furthered the ability of the individual officer to have immediate access to criminal history information to ensure his safety, as well as respond quickly to citizen emergencies, but it has developed an even greater capability for individual agencies to exchange information quickly and accurately since undertaking the JDIC project which serves the entire region for rapid data exchange.

These communication linkages have improved the efficiency of the criminal justice system. However, such access to criminal statistics would be meaningless unless the data is used to directly reduce crime and delinquency. Until law enforcement actually has a suspect in custody, the use of history and related data is useless.

Communication/Information therefore, supports law enforcements' efforts to deter, detect, and apprehend the offender. These efforts are partially being addressed through Crime-Specific Programs.

#### C. CRIME-SPECIFIC

##### Introduction and Background

Twelve multi-jurisdictional and two specific crime oriented projects, under a team approach, focused on major street crimes in Los Angeles County; resulting in increased arrests and decreasing rates of occurrence in the target areas.

Commencing in 1969, the incidence of crime and its causes were being addressed through the funding of individual projects in selected areas within the Los Angeles Region. Some important lessons were learned which dramatically changed funding decisions in 1973. Some of the lessons were that individual projects in selected areas, even if successful, tended to displace crime to contiguous areas. There was also a lack of cooperation between policing agencies in relation to the sharing of available information and resources. Thirdly, there was

an urgent need for the collection and storage of criminal justice data county-wide, that would be retrievable within minutes, and useful in burglary investigation.

In response to these needs, the Regional Board through the Crime-Specific Subsystem initiated a concerted effort to encourage proposals of a comprehensive multi-jurisdictional nature. In 1972, during the Board's regional priority setting process, the Crime-Specific areas determined to be in most need were prioritized in the following sequence:

1. *Burglary*
2. *Vehicle Theft*
3. *Robbery*

As a result of the above plan, eight jurisdictions received burglary programs which formed the nucleus of the 70 city burglary investigation network. Three received vehicle theft programs, and four implemented robbery programs.

1. Burglary

Burglary being the most visible problem, and one of the most costly in terms of loss to the public, was addressed through the Board's funding and implementation of the comprehensive burglary study by the Sheriff's Department.

The primary task of this study was to involve Steering Committee members, representing criminal justice agencies, in the process of investigating, analyzing, and developing approaches for use in attacking the crime of burglary. In addition, the Committee made recommendations to the Planning Board regarding anti-burglary impact areas and methods.

Upon completion of their study, the Steering Committee adopted a report which included problem statements and recommendations for consideration by the Planning Board. The report focused mainly on two topics: The development of a statistical base to reflect the severity of the burglary problem within Los Angeles County by geographical area, and the development of seventeen problem statements relating to burglary in the Los Angeles Region.

The problem statements were then considered by the Board's Advisory Committee and the first and second priorities were identified as target problems for the Regional

Planning effort as follows: A demonstrated need for a multi-jurisdictional burglary investigative effort, and a coordinated, uniform, and timely approach toward the collection, compilation, analysis, interpretation, and dissemination of pertinent burglary statistics.

As a result of the two top priorities as established and recommended by the comprehensive Burglary Steering Committee, the Regional Board funded seven (7) multi-jurisdictional burglary teams. These teams serve a population of 4,031,000 and impact a total of approximately 7,000,000 county residents.

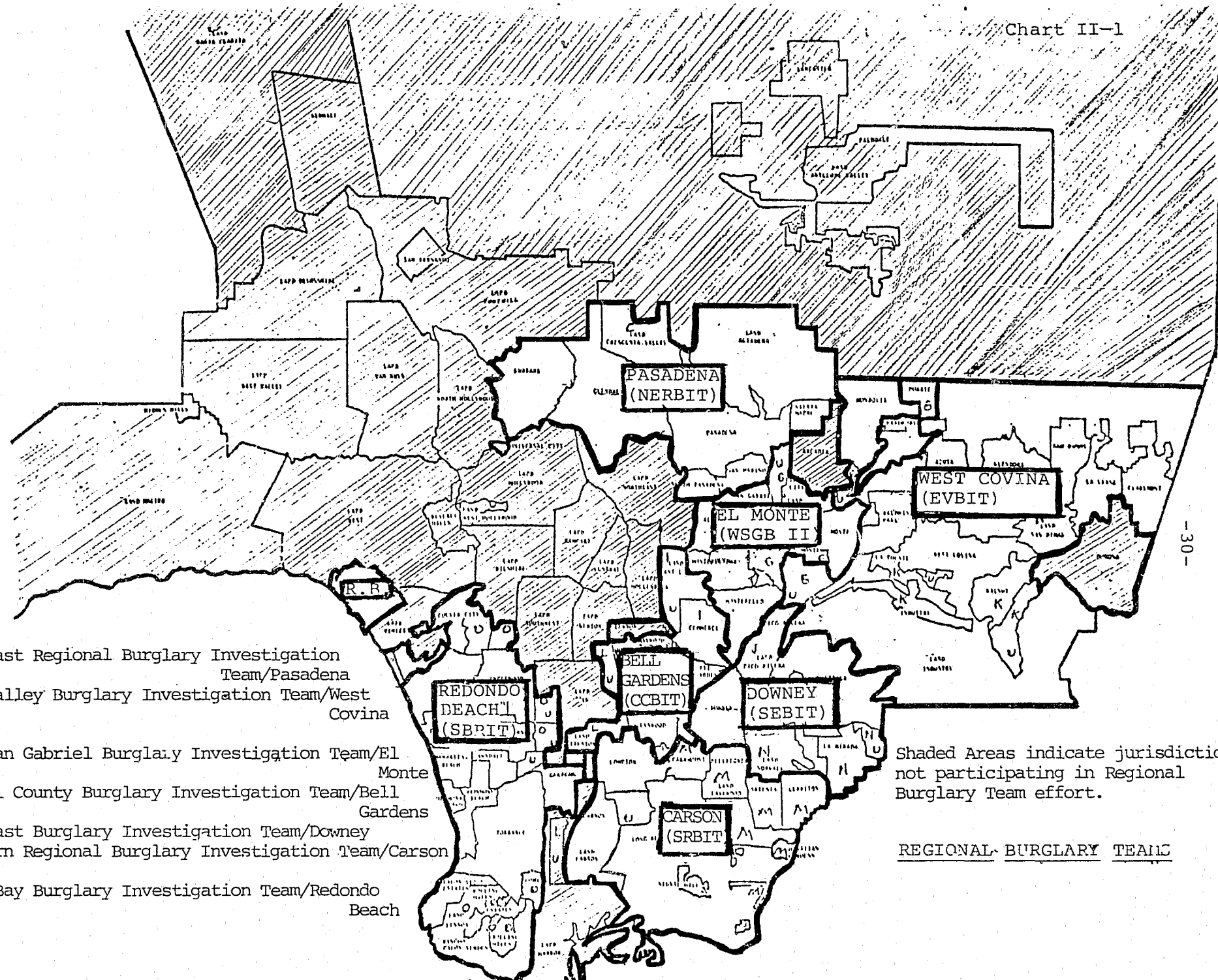
The goals of the Multi-Jurisdictional Burglary Investigation Team (MJBIT) are to establish and increase communication, cooperation, and coordination on a multi-jurisdictional basis to directly impact the actions of the investigative effort, and to apprehend the recidivist and transient burglar. This effort is intended to supplement, not to replace, the normal detective function.

All teams are organized with a Lieutenant as a team commander with one to three squads of investigators under the supervision of a Sergeant. The investigators are from various agencies participating in the multi-jurisdictional program and this, in itself, has been innovative and beneficial in establishing liaison and communication between the involved law enforcement agencies. The map on Page 30 indicates the geographical locations of the multi-jurisdictional burglary teams.

Each team is equipped with undercover cars, radios, confidential funds, electronic recording devices, cameras, and other surveillance equipment. Team members obtain leads on burglars and receivers from a number of sources (e.g. previous knowledge, informants, and surveillance of receivers). The identified subjects, both burglar and receiver, are then placed under some form of observation, and when sufficient incriminating evidence is obtained the suspect is arrested, usually during the commission of an offense.

a. Multi-Jurisdictional Burglary Teams

The multi-jurisdictional burglary team effort, begun in 1975 and 1976, has as of January, 1978, resulted in the following impact on the burglary problem in Los Angeles County:



- Northeast Regional Burglary Investigation Team/Pasadena
- East Valley Burglary Investigation Team/West Covina
- West San Gabriel Burglary Investigation Team/El Monte
- Central County Burglary Investigation Team/Bell Gardens
- Southeast Burglary Investigation Team/Downey
- Southern Regional Burglary Investigation Team/Carson
- South Bay Burglary Investigation Team/Redondo Beach

Shaded Areas indicate jurisdiction not participating in Regional Burglary Team effort.

REGIONAL BURLGLARY TEAMS

- 1) Arrested 2,854 offenders.
- 2) Cleared 4,673 cases.
- 3) Recovered \$2,985,755 worth of property.
- 4) Seized contraband valuing \$5,092,327.

These accomplishments, although preliminary, are encouraging. The final evaluation currently in progress will indicate the impact of the multi-jurisdictional effort as related to the incidence of burglary.

b. Integrated Burglary Information System (IBIS)

In support of the multi-jurisdictional burglary teams, the Integrated Burglary Information System (IBIS) creates a valuable communications link among all law enforcement agencies within the Los Angeles Region in a rapid, useable, form. This ability was not available to law enforcement agencies or their investigative divisions prior to the implementation of the Integrated Burglary Information System (IBIS). Specifically, the System:

- 1) Assisted multi-jurisdictional burglary investigation teams and law enforcement agencies through a central data repository.
- 2) Assisted the teams in identifying suspects based on physical, method of operation, and vehicle description.
- 3) Assisted the teams in recovering stolen property and clearing cases.
- 4) Provided information to the teams in filing additional charges on in-custody burglars.
- 5) Provided information to aid in detaining a known burglar before release by associating the burglar with other crimes.

2. Vehicle Theft

The second priority established by the Crime-Specific Subsystem was vehicle theft. This identified need resulted in the funding of three multi-jurisdictional

vehicle theft programs in the cities of Los Angeles, Long Beach, and Inglewood. These vehicle theft programs focused on organized auto theft rings and auto salvage yards that employed shredders or compactors to reduce vehicles to scrap metal. A vehicle theft public information campaign supported the efforts of the three grant funded programs.

Each multi-jurisdictional vehicle theft team was composed of a team leader (Lt. or Sgt.) and three investigators. These teams were headquartered in their respective agencies and were equipped with undercover cars, radios, and other pertinent items of equipment such as surveillance devices, recording devices, and confidential funds. This enabled the teams to make arrests while the suspects were in the process of committing the crime, and to keep organized auto theft rings under surveillance.

a. Multi-Jurisdictional Vehicle Theft Teams

The multi-jurisdictional vehicle theft team effort resulted in the following:

- 1) Reduced vehicle theft in the City of Los Angeles by 5.4%.
- 2) Reduced vehicle theft in the City of Long Beach by 1.3%.
- 3) Reduced vehicle theft in the City of Inglewood by 5.4%.

The combined reduction in these Cities translates into over \$6,000,000 in preventive impact or vehicle theft losses that would have occurred had there not been a program.

b. Vehicle Theft Public Information Campaign

In addition to the three vehicle theft grants provided to law enforcement, the Regional Board sponsored an anti-vehicle theft public information campaign. Over \$100,000 in advertising was donated by the media and private industry. These included radio commercials taped and donated by Ambassador

College, three television commercials filmed by UCLA graduate students, and bus posters, billboards, grocery bag messages, parking meter stickers, and crime prevention artwork contributed by the Los Angeles Unified School District. The following organizations contributed to this county-wide effort:

- KCBS - TV 2
- KNBC - TV 4
- KABC - TV 7
- KHJ - TV 9
- KTTV - TV 11
- KCOP - TV 13
- Various Radio Stations
- Pacific Outdoor Advertising
- Foster and Kleiser
- St. Regis Paper Company
- Nesbitt Foundation
- Goodyear Tire and Rubber Co. (Blimp)
- Metro Transit Advertising
- Sears Roebuck Co.
- Western Insurance Information Service
- Allstate Insurance Company
- Farmers Insurance Company
- Automobile Club of Southern California
- California Highway Patrol
- National Auto Theft Bureau
- Robert Rockefeller Agency
- Los Angeles Police Department
- Inglewood Chamber of Commerce

The campaign was launched in June 1974, and major advertising continued for at least six months; the television commercials are still being aired on KHJ - Channel 9.

### 3. Robbery

The third priority addressed by the Crime-Specific Subsystem was robbery. Four robbery impact projects were funded. Two of these programs emphasized an alarm system that would broadcast a pre-recorded voice message directly to undercover vehicles staked out in the pre-selected target area with a high robbery potential. These projects were Robbery Alarm Project. The other two programs, Compton Crime Specific Robbery, and Inglewood Crime Specific Robbery, also used the alarm system but to a lesser degree. These programs emphasized data analysis, confidential funds,

robbery intelligence, and prevention through the education of the public in ways to minimize the possibilities of becoming a victim.

The greatest emphasis with the robbery programs was placed on the use of intrusion alarms and informant funds. The alarms broadcast voice coded signals directly to mobile units deployed centrally to respond to an activated alarm. The robbery task forces in Inglewood and Compton also employed a public awareness component which provided a library of prevention materials that were assembled and distributed to the service clubs, block clubs, fraternal organizations, and the Chamber of Commerce. Inspections of businesses with a high potential of being victimized were also conducted, and the businessmen were given direction on how to make their establishment less prone to being robbed.

The robbery projects accomplished the following:

- a. Reduced robbery occurrences in Inglewood and Compton collectively by 12.8%.
- b. Increased the apprehension rate from 24% to 85% in selected target areas.
- c. Reduced investigative man hours by 40% through the RADAR project.
- d. Increased crime prevention through citizen awareness and educational programs.

#### SUMMARY

The primary achievement of the Crime-Specific effort has been an increase in arrests, resulting in harsher convictions due to a stronger evidence based on the emphasis of "in-progress" arrests. The multi-jurisdictional team effort has resulted in more effective coordination and communication among law enforcement agencies which helps to reduce crime displacement. Balancing the Board's intent to apprehend the serious offender, there was also an interest in reducing the number of less serious offenders from unnecessarily being processed through the system. This goal is being achieved by the Diversion Program.



D. DIVERSION

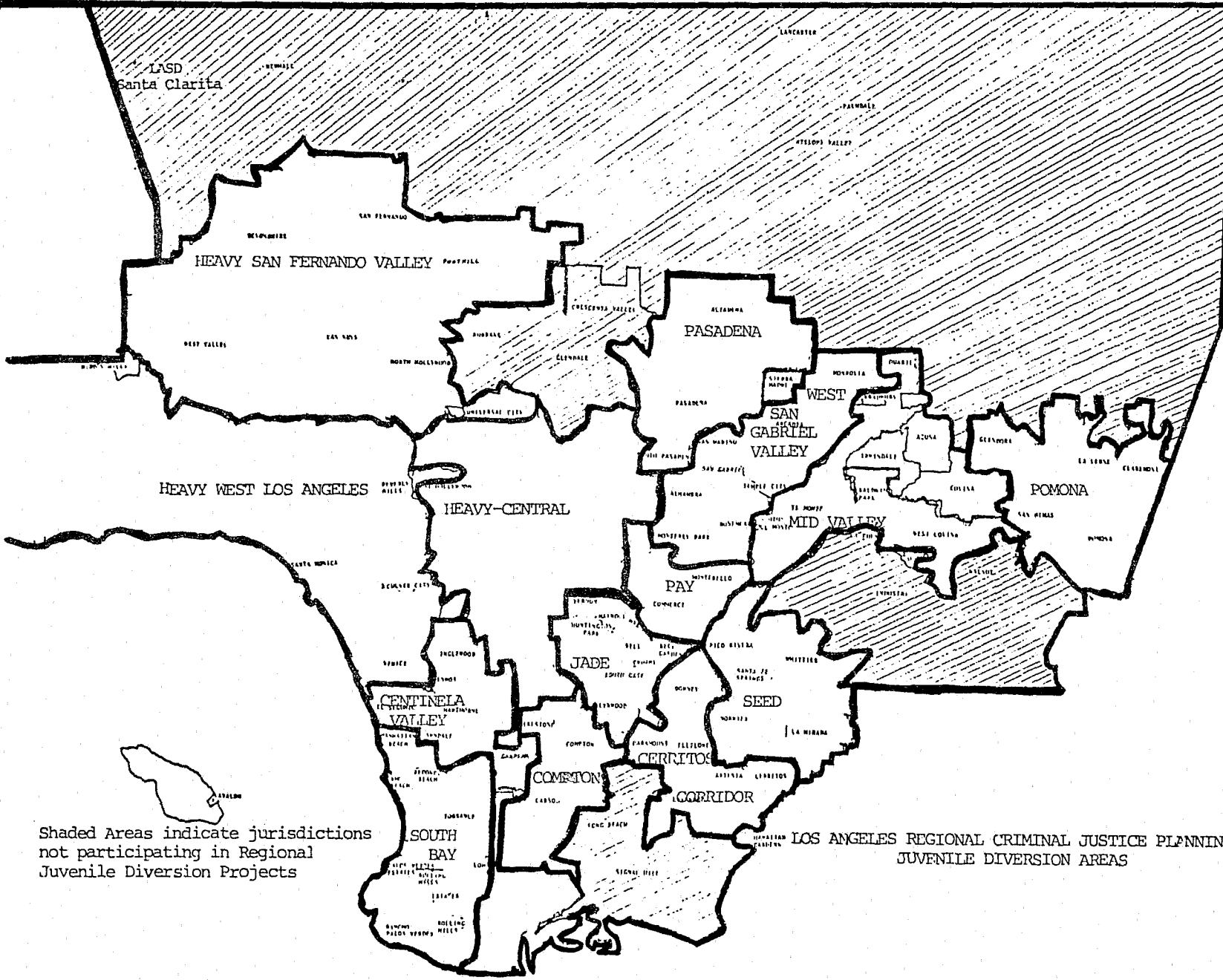
Introduction and Background

Thirteen youth service/diversion networks now link hundreds of private services to the government sector, encompassing over 75% of the cities in Los Angeles County.

Creating an atmosphere of inter-jurisdictional cooperation, the network offers to the schools, police, probation department and the courts, an alternative approach to handling troubled youths in lieu of juvenile justice processing. These projects serve annually over 10,000 youths considered either pre-delinquent or delinquent.

In late 1972, the Regional Planning Board prioritized a number of issues which resulted in youth diversion being made a major program area. The Board's Diversion Program was intended to use the limited LEAA funds to bring together the existing community resources. The problems, regarding juvenile delinquency prevention and particularly diversion, were essentially that there was no one in charge, no one knew what was going on, and no one knew what to do.

The Diversion Program Model was developed as a hybrid of the Los Angeles County Sheriff's Department diversion efforts, and also encompassed the most successful community based structures that the Board had funded independently. The phased implementation of a series of youth projects was initiated through the limited LEAA funds available. The project model called for the development of a multi-jurisdictional Policy Board for each project, including municipal and county elected officials to be in charge and set policy. An Advisory Board of public youth-serving agencies, particularly law enforcement, schools and probation, was to advise the Policy Board on what was going on. The Regional Planning Board, through these diversion structures, provided grant funds for a purchase of service mechanism to establish new and additional services to do something about the problems identified by the elected and professional public participants. The networks were to contract with public and private agencies to secure appropriate treatment or provide opportunities for individuals referred. In addition to traditional services such as counseling, therapy and employment, imaginative private enterprise, and artistic development opportunities were to be provided. The map on Page 36 depicts the geographical areas of the youth service network.



Shaded Areas indicate jurisdictions not participating in Regional Juvenile Diversion Projects

LOS ANGELES REGIONAL CRIMINAL JUSTICE PLANNING BOARD  
JUVENILE DIVERSION AREAS

- Mid-Valley Juv. Div. Pr  
El Monte
- W.San Gabriel Valley Ju  
San Gabriel
- Pomona Valley Juv.Div.P  
Pomona
- Compton Juv.Div.Proj./  
L.A. County Probatic
- HEAVY -Central  
Los Angeles
- PAY/  
City of Commerce
- S.E. Area II Juv.Div.Pro  
(Jade) (so. Gate).
- Cerritos Corridor/  
Downey
- SEED/  
Norwalk
- S.Bay Juv. Div. Proj./  
REDONDO Beach
- Centinel Valley Juv.Div.,  
Inglewood
- Pasadena Reg. Juv. Div.Pr  
Pasadena
- HEAVY-San Fernando Valley  
Los Angeles
- HEAVY-West L.A.  
Los Angeles

While much has been accomplished in any program of this scope, there are features that still need refinement. Of particular concern is that a standardized evaluation procedure for the network has not yet been finalized. However, several outside evaluation teams for the thirteen juvenile diversion networks are measuring the cost effectiveness to the County, the decrease in juvenile crimes and arrests, and the reduction in individual recidivism rates. Each of the over 250 service providers to these projects is evaluated for its work plan and improvement of individual clients. Evaluations on individual projects that have been completed to date point to the positive aspects with the Diversion Network. The projects have demonstrated in the evaluations that they are probably more effective than any other youth diversion program.

The following report outlines three major areas in which positive results have been achieved through the efforts of the Diversion Network. These are:

1. *Regionwide Coordination*
2. *Reduction of Crime and Recidivism*
3. *Systems Improvement*

1. Regionwide Coordination

The Los Angeles Regional Criminal Justice Planning Board has provided overall coordination, technical assistance and management support in the development of these thirteen juvenile diversion projects. The Board, the City of Los Angeles, the County Department of Community Services (now the Department of Community Development), and the Youth Services Division of the Sheriff's Department were extensively involved in coordinating the cities and County in the initial planning phases of this regional effort. The development and implementation of the regionalized system took approximately two years.

After completion of the first phase of the projects, the following has resulted:

- a. Established Policy Boards collectively comprising seventy-five elected officials representing seventy (70) cities and the County of Los Angeles, responsible for establishing policies, assuring responsiveness to the public, coordinating with other local funding efforts,

responding to the differing needs of diverse communities in the County, and providing for inter-jurisdictional communication.

- b. Organized Advisory Boards comprised of representatives from law enforcement, schools, probation, and public and private agencies directly involved with providing services to juveniles. These Boards are responsible for furthering inter-agency and inter-jurisdictional coordination.
- c. Formed an independent Association of Juvenile Diversion and Delinquency Prevention Administrators of Los Angeles County for the purpose of sharing ideas, improving present practices and standardizing procedures for evaluation, programming and coordination. Through the efforts of this Association, seventy cities county-wide have been linked together to consolidate services and programs for youth services.
- d. Produced a series of management manuals to assist managers and planners of Youth Service Programs in Los Angeles County.
- e. Awarded \$8 million in purchase-of-service contracts to over 250 private community-based agencies providing direct services to 25,861 youths.
- f. Provided a structure for coordination of other local, state, and federal funds. Projects have expanded beyond diversion with CETA, Drug Abuse, Mental Health, United Way and other funds.

## 2. Reduction of Crime and Recidivism

The diversion program has played a part in the reduction of juvenile crime through the ability to identify offenders who might more appropriately be handled outside the criminal justice system. Special evaluation reports that have been completed have also validated that the projects have contributed to the reduction of juvenile crime. Specific Diversion programs have achieved the following:

- a. Reduced youth crime in the Pomona Valley Diversion Project cities during the first year of diversion. For example:
  - 1) Juvenile arrests were down 12.1% in the area between 1974 and 1975. Between 1973 and 1974 (prior to the inception of the program), juvenile arrests in the area had shown a 7.2% increase.

- 2) Arrests of law enforcement clients after referral to the Project declined from 21% in the first year of operation to 16.6% for the second year.
- b. Reduced youth arrests and recidivism in cities serviced by three southeast diversion projects. Their findings were as follows:
- 1) With the inception of the diversion projects in 1976, the number of diversions from the participating law enforcement stations increased substantially.
  - 2) The majority of the juveniles selected for diversion would probably have been referred to the Probation Department on non-detained petition applications if diversion had not been available; only a minority would have been counseled and released.
  - 3) The records of the sheriff's stations participating in the diversion projects showed that they sent fewer non-detained petition applications to the Probation Department after the projects began operations.
  - 4) The records of the Probation Department showed that they received fewer non-detained petition applications from the participating stations after the projects began operations.
  - 5) The six-month recidivism of diverted juveniles was lower than that of somewhat similar juveniles referred for non-detained petitions and in some cases lower than that of juveniles counseled and released.
  - 6) The six-month recidivism of diverted juveniles was lower for those who received extensive service from the youth service providers than for those who dropped out, received fewer hours, or received fewer weeks of service.
  - 7) The number of juvenile arrests declined in the participating Sheriff's stations after the projects began operations. The offenses for which the declines were greatest were those from which the greatest number of diversions had been made.

Systems Improvement

The juvenile diversion network has produced measurable improvement in the operations and quality of the criminal justice system. Four of the Region's goals have been achieved by the following:

- a. Provided the coordination to identify and redirect those individuals who are more appropriately handled outside of the criminal justice system.
- b. Identified over 250 private agencies under contract to provide a description of contract services, resulting in an identifiable network of services supported by a youth referral system.
- c. Provided savings to the County Probation Department. For example 836 juveniles which the southeast three diversion projects diverted from probation in 1976 and 1977 necessarily resulted in some savings to the Probation Department. The most conservative estimate of that savings is \$95,112; a less conservative estimate is \$300,191.
- d. Contributed to the coordination/evaluation of diversion program effectiveness. For example:
  - 1) Three independent consultants evaluated four separate projects.
  - 2) The Regional Board adopted the Diversion Evaluation Specification Manual written by Mott-McDonald Associates and an inter-jurisdictional review committee, used as the basis for the development of the first standard evaluation data and methods for evaluating the diversion projects.
  - 3) Three of the Region's projects were included in an evaluation of eighteen youth service and delinquency prevention projects conducted by the California Youth Authority as part of a statewide evaluation.
  - 4) The Northeast Evaluation Project, which is presently evaluating three of the diversion projects, is designed exclusively to assess the direct line-item cost offset of project services to the County budget.

Although there have been problems with the system that will need further research and evaluation, the criticisms of diversion that have manifested in other jurisdictions around the country have not been experienced in Los Angeles County. The sophistication of the evaluation efforts is expected to grow as the program continues to develop. The result should not only be additional definitive evidence of program success, but a new standard of evaluation procedures which could be applicable to any youth service system.

#### SUMMARY

The Diversion network has effectively coordinated services that have been well received by youth and have contributed to impacting the criminal justice system in Los Angeles County.

One of the most impressive features of the program is the structural design of the system, promoting coordination and cooperation among public and private officials and agencies. The success of the Diversion System lies not only in the magnitude of the number of juveniles processed through the system, the level of enthusiasm for services by the youth involved, the reduction of crime and recidivism, but also in the ability of the projects to obtain funding from other sources during their final year of operation under the LEAA program.

Historically, the delinquent element and the social ills of society have been declared and addressed separately, with little result. Now, this new multi-jurisdictional approach to juvenile crime and delinquency prevention links the social service providers and educational institutions with the criminal justice components to provide a complete program designed to prevent the continued development of juvenile delinquency.

E. SUMMARY OF MULTI-JURISDICTIONAL PROGRAM EFFORTS

While this report does not reflect every successful project the Board has funded, it does present the results of the Board's development of multi-jurisdictional programs. Several other projects, such as the Community Resources Against Street Hoodlums (CRASH), Youth and the Administration of Justice, the RTD Bus Security, and the Juvenile Justice Center Evaluation were funded to address issues which were related to, but not directly resulting from the Board's program design.

Although the Board, in its funding decisions, does not accommodate all the desires and expectations of the Region's 81 units of government, it has involved a representative balance of elected officials, criminal justice agency directors, and private citizens among the three major political jurisdictions. This participation in the planning process supports the LEAA emphasis on developing a strong inter-jurisdictional partnership. However, that partnership should not stop with the mere funneling of federal dollars for crime control.

As a one time Board Member, Superior Court Judge Terry Hatter said, "its membership must view its activities as more than just a prelude to action. The Planning Board must be a spur to action, within this County, and within this State. It is already well on its way to becoming this kind of spur, but it needs the interest and support of the community at large." Hopefully, this report will encourage that support.

As the LEAA program evolves, it is anticipated that the Board will continue to refine its program planning process. These future efforts should be made easier because of the planning capability, data development, and crime control operational experience established to date.



**END**