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TAHOE HUMAN SERVICES, INC. 77-JS-99-0004

The Status Offender
An Alternative To Incarceration

PROJECT NUMBER: D-3342-2



61056

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The Status Offender - An Alternative to Incarceration

OCJP # D-3342-2

1/1/77 - 12/31/77

SECOND YEAR FINAL EVALUATION

Date Submitted: August 21, 1978
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Overview

In November, 1975, Tahoe Human Services, which had received OYD funding to operate runaway youth services at South Lake Tahoe (TRYS), began working with El Dorado County Probation Department toward their common goal of deinstitutionalizing status offenders. With the support of probation, Tahoe Human Services applied for a two-year discretionary grant, designed to assist local jurisdictions in planning and implementing community-based programs, directed toward this goal. With this grant money, Tahoe Human Services opened a second site at Placerville (PRYS) in May, 1976, and both PRYS and already existing TRYs then offered a wide variety of services to minors and to law enforcement officers who came in contact with them.

Concurrent with the award of discretionary funds to Tahoe Human Services, a grant proposal to evaluate the program was submitted by Region D and approved by LEAA. Work was to begin February, 1976, but the evaluation was halted several times due to uncertainty of funding. The contract was finally signed by LEAA in May, 1977, but the delay contributed to the imposition of two constraints: time press, and the need to use survey research methods instead of experimentation.

The data which Region D Evaluation Unit gathered on project efficiency and effectiveness are contained in a separate document, dated August 17, 1977, entitled An Evaluation of the Deinstitutionalization of Status Offenders in El Dorado County. The conclusions of the report are:

The DSO project was successful in meeting its first-year process program goals as specified in the grant. A program was established at two sites to provide services to status offenders outside the criminal justice system. The program has established and maintained a twenty-four hour telephone crisis line, counseling and referral services, and foster home training and placements. Follow-up interviews of the impact on clients and families indicated that clients felt they benefited from the services, while the families expressed

mixed reactions. Time constraints prohibited an examination of recidivism data or school attendance records. Comparison of the El Dorado County Probation status offender caseload for 1976 over 1975 showed a 27% reduction, but in the same time period, the total number of status offenders appeared to have increased 85%. Such an apparent discrepancy could be explained by the existence of "dual" cases, or by the project "widening the net" to provide services to clients other than status offenders.

Recommendations for improving the DSO program administration were:

- 1) To implement more effective communication and coordination with local system and non-system agencies.
- 2) To establish a record-keeping system which separates actual from potential status offenders.
- 3) To give feedback to law enforcement referral agencies regarding the disposition of referrals so that caseloads can be determined accurately.

During second year, changes took place at both project sites. At PRYS, the coordinator resigned and was twice replaced. Negotiations began with probation, welfare, and American River College, to give academic credit to adults who received formal training in Foster Parenting. Staff spent a larger amount of time in "PR" work, and the number of referrals to the site increased 23%, from 131 to 161. At TRYS, the coordinator resigned and was replaced. There was generally less "PR" here than in first year, and services became more "maintenance/ongoing", than emergency/crisis oriented. The number of referrals increased 38% from 179 to 247. Two new services were added: a Human Potential course, offered at the school to help prevent truancy, and Independent Living Workshops for youth starting out on their own.

During the two years the project was operating, 687 clients received services, 377 of these in second year. Of these 377, detailed information was furnished on 148 caseload clients. Limited information was available on the 229 non-caseload clients, and those who had personal contact could not be separated from phone contacts. The majority of caseload clients were female (61%), runaway (78%),

attending school (83%), and from natural parent homes (79%). They averaged 17-18 hours each, of counseling, and 13-14 hours of "support" services. Fifty-five clients (37%) received foster home placement in the project's 10 homes, for 565 days. Thirty-six clients (24%) were referred to other agencies for additional help.

Some major differences appeared between PRYS and TRYS. PRYS staff spent more time on public relations and communicating with other agencies; were more oriented to crisis intervention and the typical runaway; had more frequent contact with clients in a shorter period of time; provided more hours of counseling per client; placed more clients in foster homes for longer periods of time; made more permanent placements, and made more referrals "out" for additional services. TRYS staff provided innovative services with emphasis on prevention; spent more time developing the Foster Parent Program; spent more time in "support" services to clients, had contact with their clients over a longer period; received referrals for a wide variety of reasons; and rated more of their cases closed, successfully.

Second year evaluation focused on client impact, quality and need for services, and project impact on system and non-system agencies traditionally concerned with status offenders. Insufficient information was obtained from the clients to assess perception of services. For those 1977 cases which were closed at the end of the year, TRYS rated 50% of its cases successfully resolved, and PRYS 33%. Thirty-three percent of PRYS cases and 27% of TRYS cases were considered unfavorable terminations. School status did not appear to change for clients after services. At least 60 (47%) of PRYS clients and 99 (63%) of TRYS clients had contact with the juvenile justice system, either before, after, or both before and after services.

System and non-system agencies staff felt that project staff satisfied status offender needs by providing 24-hour crisis counseling, information and placement services in a non-judgmental fashion and were advocates for youth without alienating parents. Law enforcement officers felt their workload was reduced with the provision of services and alternative delivery sites outside the criminal justice system.

A large part of the evaluation effort was directed toward determining the effect of the project on the work of the probation department. Both the number of referrals for status offenses, and the number of clients seen for status offenses decreased from 1975 to 1977. There was some decrease in the number of contacts per referral. At the probation office in Placerville, cases closed at intake increased and cases where a petition was filed decreased over the three year period, while at the Lake Tahoe office the reverse occurred. Recidivism rates for probation clients at Placerville decreased from 1975 to 1977. The escalation rate to 602 offenses was 14% and similar to that for PRYS/TRYS clients. The probation department experienced increased costs for foster home placements; however, the welfare department, which pays a portion of these costs, paid less for such placements in 1977.

Deinstitutionalization, the project two-year goal, was accomplished in El Dorado County; but it cannot be attributed solely to the project. Juvenile hall status offender population dropped to zero in 1977. However, it had been the administrative policy of the chief probation officer, beginning in 1976, to seek alternative facilities for status offenders; and effective January 1, 1977, deinstitutionalization was mandated by state law (AB 3121). However, the presence of PRYS and TRYS made a significant contribution to carrying out the law by offering expanded facilities and alternative delivery sites to law enforcement officers who came in contact with status offenders.

Present Status of the Program

With funds saved from the 1976 and 1977 operations, the two sites were able to continue operation during January and February of 1978. In March, Tahoe Human Services applied for and received a six-month grant extension from LEAA. It was expected that by mid-1978 both PRYS and TRYS could be phased into local funding under monies available in the new fiscal year. Additionally, with money available under AB 90 (reimbursing local jurisdictions for money expended to implement AB 3121, and authorizing subvention funds), there may be funds available from the county to keep PRYS and TRYS going.

I. BACKGROUND OF THE DSO PROGRAM

A. Program History

El Dorado County is located in Northern California, extending from 25 miles northeast of Sacramento to the southwestern shores of Lake Tahoe and the Nevada state line. There are two main population centers in the county separated by some 60 miles of major highway and mountains; the urban area in the north is a major winter and summer recreation area attracting visitors in large numbers.

Within El Dorado County, prior to the establishment of Placerville Runaway and Youth Services (PRYS) and Tahoe Runaway and Youth Services (TRYs), both system and non-system agencies were working toward the deinstitutionalization of status offenders. The chief probation officer brought with him the experience of working at Sacramento County Probation Department, which had successfully accomplished deinstitutionalization. Under his direction, a non-formal program was begun in 1975, using the services of the Awakening Peace, New Morning, the Foster Parent Association, and other community agencies.

In November, 1975, Tahoe Human Services, who operated the Awakening Peace and who had received OYD funds for Runaway Youth Services at Tahoe, began working with the probation department toward their common goal. In January, 1976, a second project site was planned at Placerville when a two-year LEAA discretionary grant was obtained. Such discretionary grants were designed to assist local jurisdictions and states in planning and implementing programs to develop community-based resources to help end incarceration of status offenders. The Placerville site (PRYS)

became operational in May, 1976, and joined already operating TRYS, at South Lake Tahoe, in providing a wide variety of services to assist law enforcement officers concerned with youthful non-criminal offenders in both areas.

Concurrent with the award of discretionary funds to TRYS and PRYS, a grant proposal to evaluate the program was submitted by Region D and approved by LEAA. Work was to begin February, 1976. The evaluation was halted several times, however, due to uncertainty of funding. The contract was finally signed by LEAA in May, 1977, but the delay contributed to the imposition of two constraints: time press, and the need to use survey research methods instead of experimentation.

B. Program Operation During First Year (1976)

The Region D Evaluation Unit Staff collected data on project efficiency and effectiveness in the following areas:

- Project facilities and staff
- Clients served
- Services provided to clients
- Impact of services on clients
- Community support for the program
- Progress toward deinstitutionalization

The data are contained in a separate document dated August 17, 1977.

The conclusions of the report were:

The DSO project was successful in meeting its first-year process program goals as specified in the grant. A program was established at two sites to provide services to status offenders outside the criminal justice system. The program has established and maintained a twenty-four hour telephone crisis line, counseling and referral services, and foster home

training and placements. (The scope of this evaluation, however, did not include an assessment of the quality of these services.) Follow-up interviews of the impact on clients and families indicate that clients felt they benefited from the services, while the families expressed mixed reactions. Time constraints prohibited an examination of recidivism data or school attendance records. Comparison of the El Dorado County Probation Department status offender caseload for 1976 over 1975 shows a 27% reduction, but in the same time period, the total number of status offenders seems to have increased 85%. Such an apparent discrepancy may be explained by the existence of "dual" cases, or by the project "widening the net" to provide services to clients other than status offenders.

Recommendations for improving the DSO program administration were:

- 1) To implement more effective communication and coordination with local system and non-system agencies.
- 2) To establish a record-keeping system which separates actual from potential status offenders.
- 3) To give feedback to law enforcement referral agencies regarding the disposition of referrals so that caseloads can be determined accurately.

C. Present Status of the Program and Impacting Legislation

On January 1, 1977, AB 3121 (Dixon) became effective in California, making formal deinstitutionalization of status offenders mandatory, and giving official momentum and support to the work of TRYS and PRYS. In that sense, the question of whether deinstitutionalization, as a goal, was accomplished through program efforts, cannot be addressed.

After January 1, 1977, under AB 3121, the El Dorado County Probation Department had three options:

- To continue referring 601's to the TRYS and PRYS programs with no significant increase in its own budget, (if the two projects received refunding to continue their services); or,
- To utilize its own services but continue to contract out for some phases of services to the status offender; or,

- To completely abandon outside services, apply for additional money itself, and develop its own program to provide all phases of services to the status offender.

During 1977, PRYS and TRYS received the full cooperation and support of the Probation Department, as it did from law enforcement agencies. With funds saved from the 1976 and 1977 operations, the two sites were able to continue operation during January and February of 1978. In March, Tahoe Human Services applied for and received a six month grant extension from LEAA. It was expected that by mid-1978 both PRYS and TRYS could be phased into local funding under monies available in the new fiscal year. Additionally, with the passage of AB 90 (reimbursing local jurisdictions for money expended to implement AB 3121 and authorizing monies for subvention) there may be funds available from the county to keep PRYS and TRYS going.

II. CHANGES IN PROGRAM OPERATION IN SECOND YEAR

A. PRYS

1. Staffing

One CETA-paid counselor was picked up under the Grant and two additional CETA positions established and filled. The coordinator resigned and was twice replaced (February and June). Upon resignation of the second replacement in December, a counselor was promoted and became a supervisor until funding became certain enough to warrant filling the coordinator position.

2. Services

Negotiations began with probation, welfare, and American River College to establish a certificated program for those community adults who received formal training in Foster Parenting. No final agreement was reached. One 12-hour Youth Problem-Solving Marathon was held for PRYS/TRYS clients and was opened to clients of other agencies. Four counselors facilitated the group process for 24 participants. Foster home placements were for longer periods of time.

3. Clients

While the number of caseload clients did not change, the number of referrals to PRYS increased 23%, from 131 to 161. Runaway referrals increased from 49% to 74% in second year, and incorrigible referrals decreased from 21% to 14%. Other client characteristics: sex, age, and living situation, remained essentially the same.

4. Referral Agencies

PRYS staff spent more of the time establishing relations with community agencies and in "PR" work in general. The number of referrals from various agencies changed:

	<u>1976</u>	<u>1977</u>
Law Enforcement	19%	32%
Probation	21%	9%
Street Agencies	7%	5%
Schools	7%	4%
Family	19%	24%
Friends/Self	20%	25%

The number of clients who were referred out for additional services decreased from 48% to 27% during second year.

B. TRYS

1. Staffing

The coordinator resigned in March and a counselor took his place. One counselor was added to complete the staff, but resigned in December. Two student workers were hired for the summer under CETA funding, and one was kept on during the Fall.

2. Services

There was generally less "PR" work in second year. Services to clients were more "maintenance/ongoing" than emergency/crisis oriented. Staff felt they were more knowledgeable about the area and the "problem" families and were faced with fewer crisis situations. TRYS had fewer caseload clients in the second year, but

received 38% more referrals. Two new services were added: A Human Potential course offered at the school to help prevent truancy, and Independent Living Workshops for youth who want to start out on their own. Fewer clients were placed in foster homes for shorter periods.

3. Clients

The number of caseload clients decreased 45% in second year, but number of referrals increased 38%, from 179 to 387. The number of runaway referrals decreased. During the first year, two-thirds of the referrals were runaways (120); in second year, less than one-half the referrals were runaways. There was an increase in incorrigible referrals, 13% to 20%. Thirty-six clients (15%) were referred for truancy prevention and independent living workshops. Client characteristics remained generally similar.

4. Referral Agencies

The number of referrals from various County agencies changed during second year:

	<u>1976</u>	<u>1977</u>
Law Enforcement	27%	13%
Probation	29%	17%
Street Agencies	12%	21%
Schools	7%	5%
Family	8%	11%
Friends/Self	15%	29%

The number of clients referred out for additional services decreased from 48% to 21%.

5. Facilities

The building which houses TRYS added a youth employment service, increasing the number of youths in and out on a daily basis.

III. SCOPE OF THE EVALUATION

Since the Region D Evaluation Unit had a grant to evaluate the program, two sets of objectives need to be addressed: the program grant objectives and the evaluation grant objectives. Objectives for second year were:

Program Grant

Measurement of direct benefits to:

- 1) Juvenile Justice System, including reduction of recidivism, juvenile hall attendance and costs, probation department caseload, police man-hours.
- 2) School System, including lowering of drop-out and absence rates, reduction of counseling and administrative time.
- 3) Youth, including elimination from secure detention and the "delinquent" label, continuity of education and return of the youth to a productive life.

Evaluation Grant

- 1) A comparison of the differences in disposition and re-arrest behavior between the program clients and system agency pre-program clients who would be matched on several variables.
- 2) Quality of service assessment from the point of view of other agencies in the community and in the eyes of the client/family participants.
- 3) A comparison of the cost of the program with estimates of the cost of processing status offenders previously.
- 4) System impact of the program. Fluctuation in flow of clients during program and pre-program year, with analysis of impacting events.

The second year evaluation attempted to focus on client impact, quality and need for services and impact of services on system agencies in the community using an amalgam of objectives from the two grants. The base-line data which was needed for a comparative study, using matched samples, was not available due to ongoing deinstitutionalization in previous years (in adjoining counties as well as in El Dorado). Good cost estimates for processing status offenders in previous years were unavailable; therefore,

estimates of cost-per-program client were not determined for lack of realistic comparisons.

To assess client impact, both behavior and attitude were addressed. Criminal justice system records were examined for client names and times of contact. Clients were asked to complete exit evaluation of services questionnaires. Counselors were asked to furnish information on the state of all cases at time of termination of services or at the end of the year for "open" cases. Data was collected on living situation and school status at beginning and end of services.

To assess quality/need for services, interviews were conducted with staff of schools, welfare and mental health departments, law enforcement agencies and probation departments. Contact names were furnished by the project staff at both sites.

To assess impact on system and non-system agencies, probation department records for status offenders in 1975, 1976 and 1977 were examined.¹ Juvenile hall and welfare department staff were questioned concerning cost changes. The Chief probation officer provided invaluable assistance by allowing access to records, answering questions and making suggestions and explanations.

¹ Appreciation is expressed to Claribel Ivy, El Dorado County Probation Department at Placerville, and to Karen Anderson, District Attorney's Office at Placerville, for their patience in examining records and tabulating data for us.

The questions which were specifically addressed, and the data collected or attempted, are outlined in Appendix A.

During the course of the evaluation, it was clear that PRYS/TRYS relations with other agencies had improved considerably, following the recommendation of the first year report. On the other hand, record keeping had not improved noticeably. At all times the staff was cooperative in agreeing to provide the requested data. However, forms were consistently incomplete, not submitted on time, and the number of clients reported in quarterly reports did not agree with the number of data forms. It was not possible to determine which clients were seen in person and which were contacted by telephone. Evaluation staff made repeated trips to the project to clarify information and complete forms for 1977 clients. Data on clients served in January and February of 1978 have not yet been received; the final project report covering the two years and two months of operation has not been received.

IV. CLIENT DESCRIPTION

A. Caseload Clients

PRYS received 161 referrals in 1977; 82 became caseload clients. TRYS received 247 referrals; 66 became caseload clients. Tables I and II show the sex and age breakdown at each site.

TABLE I
CASELOAD CLIENTS BY
SITE AND SEX (N=148)

Site \ Sex	Sex		Total
	Males	Females	
PRYS	28 (34%)	54 (66%)	82
TRYS	29 (44%)	37 (56%)	66
TOTAL	57 (39%)	91 (61%)	148

TABLE II
AGE DISTRIBUTION OF CASELOAD CLIENTS
BY SITE AND SEX (N=148)

Site \ Age	Males			Females		
	10-12	13-15	16-18	10-12	13-15	16-18
PRYS	0	14	14	2	33	19
TRYS	1	13	15	5	23	9

While the number of females exceeds the number of males and is statistically significant, ($p < .05$) at both sites, TRYS staff also saw a significantly ($p < .05$) higher percentage of males than did PRYS staff. Conversely, PRYS staff saw a higher percentage of females than TRYS. Ages of male clients ranged from 13-18 years, while approximately 60% of the females fell in the 13-15 year category at both sites. The primary reason for referral was runaway (Table III); there was a slightly higher percentage of incorrigible referrals at Lake Tahoe than in Placerville. More than one-third of the referrals at both sites came

from law enforcement agencies; probation accounted for 30% of the referrals at Lake Tahoe but for only 12% at Placerville, where the family was the second highest source.

TABLE III
REFERRAL SOURCE AND REASON FOR REFERRAL
FOR 148 CASELOAD CLIENTS, BY SITE

Reason for Referral Referral Source	PRYS (N=82)				TRYs (N=56)			
	Runaway	Bpc	Other	Total	Runaway	Bpc	Other	Total
PD, SO, CHP	27		1	28 (34%)	22		1	23 (35%)
Probation	7	3		10 (12%)	14	5	1	20 (30%)
Mental Health/ Welfare	2			2 (2%)				
Church/School	1			1 (1%)	2		2	4 (6%)
Street Agencies	2	1	2	5 (6%)	3			3 (5%)
Family	17	4	1	22 (27%)	3	3		6 (9%)
Self	8	1	3	12 (15%)	4			4 (6%)
Friends	2			2 (2%)	1	1	1	3 (5%)
Other					2	1		3 (5%)
TOTAL	66 (80%)	9 (11%)	7	82	51 (77%)	10 (15%)	5	66

Composition of the residence from which the client came appears in Table IV; the majority of clients at both sites came from natural parent homes (one or more parents); other living situations characterized approximately 20% of the clients at each site.

TABLE IV
ADULT COMPOSITION OF RESIDENCE FOR THE
148 CASELOAD CLIENTS AT BOTH SITES

Composition \ Site	PRYS	TRYS	Total
Both natural parents	27 (33%)	18 (27%)	45 (30%)
One natural parent alone	15 (18%)	14 (21%)	29 (20%)
One natural parent and another adult	24 (29%)	19 (29%)	43 (29%)
Adoptive or foster parents	4 (5%)	6 (9%)	10 (7%)
Relative or Guardian	3 (4%)		3 (2%)
Other	9 (11%)	9 (14%)	18 (12%)
Total	82	66	148

The school status of clients at time of first project contact appears in Table V. A significantly higher percentage of PRYS clients were attending school; this was expected due to the more transient nature of the Lake Tahoe population.

TABLE V
SCHOOL STATUS FOR THE 148
CASELOAD CLIENTS, BY SITE

School Status \ Site	PRYS	TRYS	Total
Full time student	57 (82%)	50 (76%)	117 (79%)
Part time student	5 (6%)	1 (2%)	6 (4%)
Drop out, suspended/expelled	6 (7%)	14 (21%)	20 (14%)
Unknown	4 (5%)	1 (2%)	5 (3%)
Total	82	66	148

B. Non-Caseload Clients

Both sites had additional referrals that did not receive the full range of available services. These were accepted for limited services as non-caseload clients: 1) single client contact where there was not a significant alteration of the problem, or 2) client contacts for exchange of information or for minimal counseling. PRYS had 79 such referrals; 60 were different clients and 19 were either re-referrals or individuals who later became caseload clients, and were counted as such. TRYS received 181 such referrals; 169 were distinct clients. An indeterminate number of these referrals were phone contact only. At Lake Tahoe, 36 were participants in groups: 25 in Independent Living Skills, and 11 in Truancy Prevention at the school. Table VI summarizes non-caseload data by sex. While the number of females seen at both sites is higher, there were a significantly larger number of males and smaller number of females at Placerville who were seen as non-caseload clients that were seen as caseload clients.

TABLE VI
NON-CASELOAD CLIENTS BY
SITE AND SEX (N=260)^{1, 2}

SITE	SEX		TOTAL
	MALES	FEMALES	
PRYS	32 (40%)	47 (60%)	79 ¹
TRYS	82 (45%)	99 (55%)	181 ²
TOTAL	114 (44%)	146 (56%)	260

¹ Of the 79 referrals, 17 later became caseload clients, and two were re-referrals of the same person. There were actually 60 clients.

² Of the 181 referrals, eight later became caseload clients, and four were re-referrals of the same person. There were actually 169 clients.

The primary reason for non-caseload referrals at Placerville was runaway (67%), but "other" kinds of problems made up a significant portion: inappropriate (300/600 and 602) cases, custodial and child abuse cases, and youngsters in need of independent living skills and help with school. These "other" kind of problems constituted the primary reasons for referral at Lake Tahoe (Table VII), and the largest referral source was street agencies both in and out of the county. Since law enforcement and probation account for only a small part of non-caseload referrals, the question should be raised whether these clients are appropriate targets in a program designed to accomplish deinstitutionalization.

TABLE VII
REFERRAL SOURCE AND REASON FOR REFERRAL FOR
260 NON-CASELOAD CLIENTS, BY SITE

Reason for Referral Referral Source	PRYS (N=79)				TRYS (N=181)			
	Runaway	Bpc	Other ¹	Total	Runaway	Bpc	Other ²	Total
PD, SO, CHP	22		2	24 (30%)	5	3	2	10 (6%)
Probation	1	2	1	4 (5%)	11	4	6	21 (12%)
Mental Health/ Welfare			1	1 (1%)	2	1		3 (2%)
Church/Schools	2	2	1	5 (6%)	1	8		9 (5%)
Street Agencies	1		2	3 (4%)	9	3	37	49 (27%)
Family	8	5	3	16 (20%)	7	6	9	22 (12%)
Friends	11	4	2	17 (22%)	14	3	14	31 (17%)
Self	8	1		9 (11%)	19	12	3	34 (19%)
Other							2	2 (1%)
TOTAL	53 (67%)	14 (18%)	12 (16%)	79	68 (38%)	40 (22%)	73 (40%)	181

¹ "Other" includes 600 and 602 referrals, custodial and child molesting cases, as well as youth with school-related problems and need for independent living skills.

² "Other" includes parental abuse/neglect cases, youth ejected or about-to-be ejected from home, clients in need of information or job referrals, and 36 youth referred for workshops on independent living skills or truancy prevention.

V. SERVICES TO CLIENTS

A comprehensive description of services is contained in the first year report. These consist of:

1. Counseling: Individual, Group, Family/Foster Parent and Peer/Other
2. 24-Hour Crisis Phone Line
3. Consultation/Evaluation
4. Foster Home/Parent Recruitment, Selection, Training, and Supervision
5. Placement of Clients in Foster Homes
6. Referral for Other Needed Services
7. Transportation

Two new services which were added at Lake Tahoe are:

8. Human Potential Course:

This was a truancy prevention and youth development course, offered at South Lake Tahoe Intermediate School to impact student attitudes and relations with teachers, school classes, home, peers, and themselves. It involved development of skills in communication, problem solving and self awareness. Course material was presented twice weekly and coordinated with the school's eighth grade reading material.

9. Independent Living Workshops:

This was an on-going group for 14-17 year old youths to help them acquire the basic skills to get started on their own.

Table VIII shows number and percentage of caseload clients who received various kinds of services at both sites.

TABLE VIII

SERVICES TO 148 CASELOAD CLIENTS, BY SITE

SERVICE	Site		TOTAL
	PRYS	TRYS	
1. Consultation, Evaluation/ Referral w/Counseling	3 (4%)	4 (6%)	7 (5%)
2. Consultation, Evaluation/ Referral w/Placement	3 (4%)	3 (5%)	6 (4%)
3. Counseling, 3 or less	6 (7%)	9 (13%)	15 (10%)
4. Counseling > 3	38 (46%)	30 (46%)	68 (46%)
5. Counseling, 3 or less w/placement	5 (6%)	3 (5%)	8 (5%)
6. Counseling > 3 w/placement	27 (33%)	13 (20%)	40 (27%)
7. Helped establish in- dependent living	0	4 (6%)	4 (3%)
TOTAL	82	66	148

A. Caseload Clients1. Counseling

All caseload clients at both sites received counseling either alone or in conjunction with some other service. For the majority of clients it was the only service, and 46% participated in more than three sessions. Table IX shows the total number of hours spent by project counselors in counseling, and the average number of hours provided to each client. A client at Placerville, on the average, had contact with the project for about 11 weeks and received about 20 hours of counseling during that time. A client at Lake

Tahoe, on the average, was in contact with the project for about 16 weeks and received about 15 counseling sessions. The amount of time for services in support of counseling - research, record keeping, consultation, - also differed at the two sites: counselors at Placerville spent fewer hours, 11 per client, while counselors at Lake Tahoe spent about 17 hours for each client.

TABLE IX
HOURS OF COUNSELING AND SUPPORT SERVICES TO 148
CASELOAD CLIENTS AT BOTH SITES

Service Site	Counseling		Support Services		Average length of client contact
	Total Hours	Average per client	Total Hours	Average per client	
PRYS (N=82)	1660	20.2 hrs	900	11.0 hrs	80.3 days
TRYS (N=66)	971	14.7 hrs	1129	17.1 hrs	115.0 days
TOTAL (148)	2631	17.7 hrs	2029	13.7 hrs	95.8 days

2. Foster Home Placement

Fifty-five clients received foster home placement. The difference between the two sites, both in number and length of placements is significant ($p < .05$). Table X shows that 43% of the Placerville clients were placed for an average of 12 days, while 30% of the Lake Tahoe clients were placed for about $7\frac{1}{2}$ days each.

TABLE X
FOSTER HOME PLACEMENT FOR 55
CASELOAD CLIENTS AT BOTH SITES

Site	Number of clients placed	Number of days placed	Average number of days/client
PRYS (N=82)	35 (43%)	414	12
TRYS (N=66)	20 (30%)	151	7½
TOTAL	55 (37%)	565	10

Tables XI and XII show what happened to project clients who had been placed in foster homes. In some situations, there was a "cooling off" period; 11 of the Placerville clients and ten of the Lake Tahoe clients were returned to the same natural family unit from which they had been removed. An additional five clients at Placerville were returned to a home with a different natural parent in it. Of the 55 clients who were placed, 13 (24%) were referred for or received permanent placement. Just as counselors at Placerville made more placements for longer periods of time, a significantly higher percentage of its clients were permanently placed. Of the cases considered "closed", TRYS and PRYS returned approximately equal percentages of youngsters (approx. 80%) who came from natural parent homes back to natural parent homes.

TABLE XI

EFFECT OF FOSTER HOME PLACEMENT ON 35 PRYS CASELOAD CLIENTS

Final Contact First Contact	Identical Natural Parent Unit	Unidentical Natural Parent Unit	Permanent Placement	Secure Detention	Unknown	Case Still Open	Total
Both natural parents	4		2	1		2	9 (11%)
One Natural parent alone	2					2	4 (5%)
One natural parent +	5	2	4			4	15 (18%)
Relative or Guardian		1					1 (1%)
Adoptive or Foster Parents			2			1	3 (4%)
Other		2	1				3 (4%)
TOTAL	11 (13%)	5 (6%)	9 (11%)	1 (1%)		9 (11%)	35 (43%)

TABLE XII

EFFECT OF FOSTER HOME PLACEMENT ON 20 TRYS CASELOAD CLIENTS

Final Contact First Contact	Identical Natural Parent Unit	Unidentical Natural Parent Unit	Permanent Placement	Secure Detention	Unknown	Case Still Open	Total
Both natural parents	4					1	5 (7%)
One Natural parent alone	4		2				6 (8%)
One natural parent +	2				1		3 (5%)
Relative or Guardian							
Adoptive or Foster Parents						3	3 (5%)
Other			2			1	3 (5%)
TOTAL	10 (15%)		4 (6%)		1 (2%)	5 (7%)	20 (30%)

During 1977, Placerville had three foster homes with a total of five available beds; Lake Tahoe had seven homes with a capacity of nine beds. Since there was some criticism during the first year of project operation, that staff acted as foster parents for their own clients and received payment for placements, no project staff member was a foster parent in 1977.

3. Referrals

Table XIII shows that 24% of all the project clients received referral for additional services. A significantly larger number of Placerville clients were referred ($p < .05$), largely to the county welfare department. This is explained by the fact that county welfare makes most of the permanent placements. Counselors at Lake Tahoe made the largest number of referrals for caseload clients to street agencies.

TABLE XIII

REFERRALS FOR 36 CASELOAD CLIENTS, BY SITE

Referred to \ Site	PRYS	TRYS	TOTAL
County Welfare	12 (14%)	3 (4%)	15 (10%)
County Mental Health	3 (4%)	2 (3%)	5 (3%)
Private Practitioners	3 (4%)	2 (3%)	5 (3%)
Street Agencies	3 (4%)	4 (6%)	7 (5%)
Employment Service	1 (1%)	1 (2%)	2 (1%)
Church	0 (0%)	2 (3%)	2 (1%)
TOTAL	22 (27%)	14 (21%)	36 (24%)

B. Non-Caseload Clients

Table XIV shows services to non-caseload referrals at both sites.

TABLE XIV
SERVICES TO 260 NON-CASELOAD CLIENTS, BY SITE

SITE Reason Service	PRYS (N=79)				TRYS (N=181)			
	Runaway	Bpc	Other	Total	Runaway	Bpc	Other	Total
Ind. Counseling	24	4	4	32 (41%)	38	18	4	60 (33%)
Family Counseling	7	5	2	14 (18%)	16	11	2	29 (16%)
Group Counseling	1	3		4 (5%)	5	9	31	45 (25%)
Placement	5			5 (6%)				
Referral	8		6	14 (18%)	8	2	10	20 (11%)
Information	4	2		6 (8%)	1		1	2 (1%)
Independent Living Skills							25	25 (14%)
Returned Client Home	3			3 (4%)				
Other	1			1 (1%)				
TOTAL	53 (67%)	14 (18%)	12 (16%)	79	68 (38%)	40 (22%)	73 (40%)	181

Counseling was the major service at Lake Tahoe (74%), with workshops on Independent Living Skills and referral accounting for the balance. At Placerville, 64% of non-caseload referrals received counseling. In addition to providing referrals (18%) and information (8%), a small number (6%) received foster home placement.

VI. STAFFING AND USE OF TIME

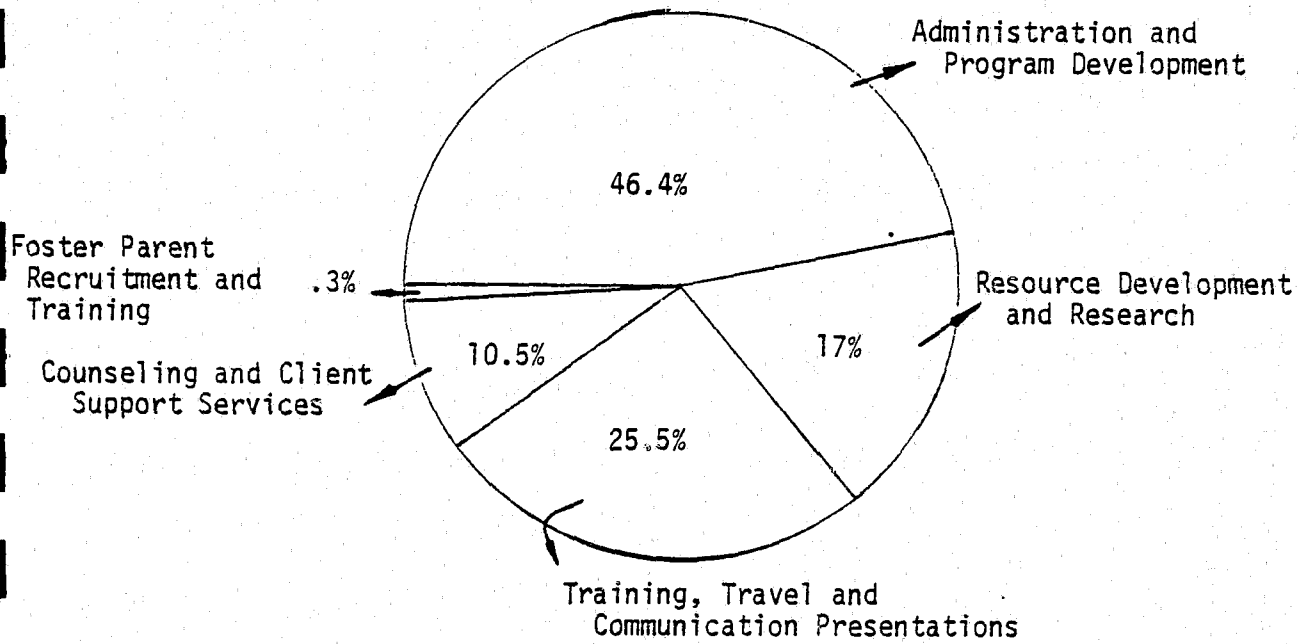
PRYS staff was composed of a coordinator and four counselors, as well as a peer counselor and a data collector, during most of 1978. The coordinator, two counselors and the data collector position were grant funded; other positions were CETA-funded. TRYS staff was composed of a coordinator, three counselors, two peer counselors and two volunteers (during part of the year) and a secretary. Positions for the coordinator, two counselors and the secretary were grant funded; one counselor position and the two peer counselor positions were CETA funded.

Figures 1 and 2 show time use at both sites by project coordinators and counselors. Administration and Program Development was considered the only indirect service; all other categories were direct services to clients (Figure 3). Both coordinators spent nearly half of their time on administrative functions. The coordinator at TRYS spent more time in resource development and counseling than the PRYS coordinator where the emphasis appeared to be on staff training and community relations. Counselors at PRYS spent more time on counseling than did TRYS counselors. At TRYS there was more time devoted to the Foster Parent Program. At the two sites indirect services occupied an equally small portion of the counselors' time.

In addition to regularly scheduled work hours and assignment shown in Figures 1 and 2, the coordinator and counselors at each site were "on call" on a rotating basis to meet emergency needs. PRYS coordinator/counselors spent, on the average, 102.5 hours each month "on call", answered five calls per month each, and actually worked five of those "on call" hours. TRYS coordinator/counselors were "on call" an average of 111.5 hours each per month and used an average of six and one half hours of their time to respond to six and one half calls.

FIGURE 1

TIME USE BY PROJECT COORDINATOR AT PRYS



TIME USE BY COUNSELORS AT PRYS

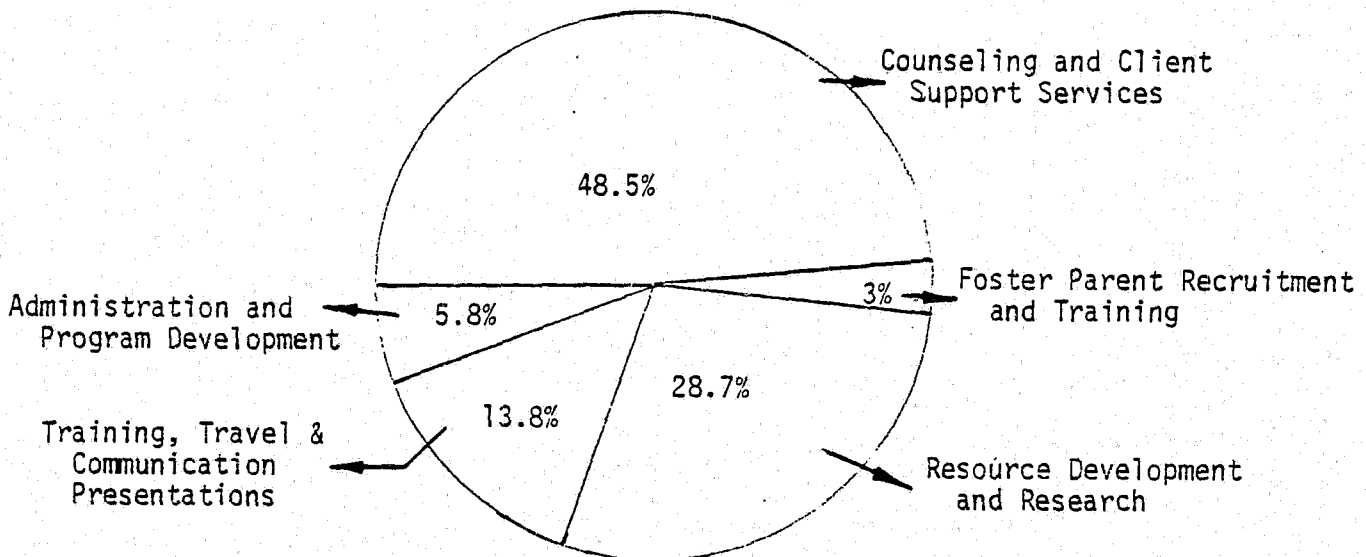
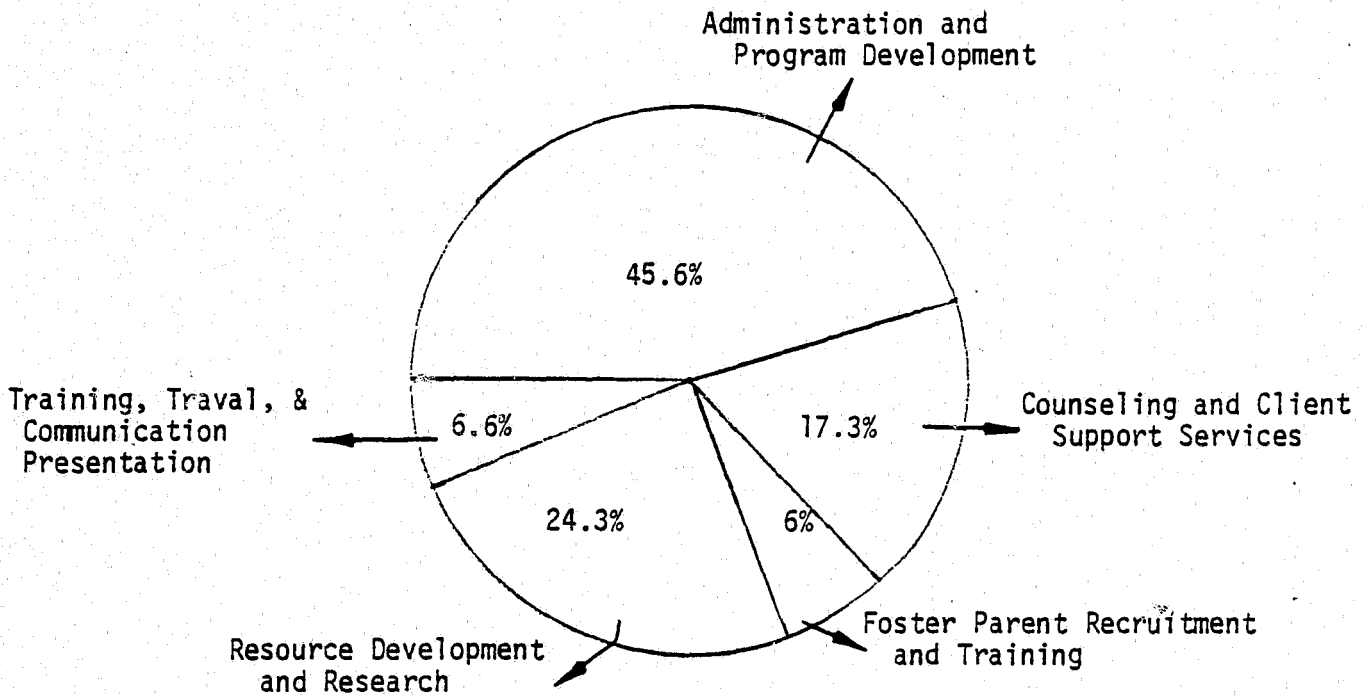


FIGURE 2

TIME USE BY PROJECT COORDINATOR AT TRYS



TIME USE BY COUNSELORS AT TRYS

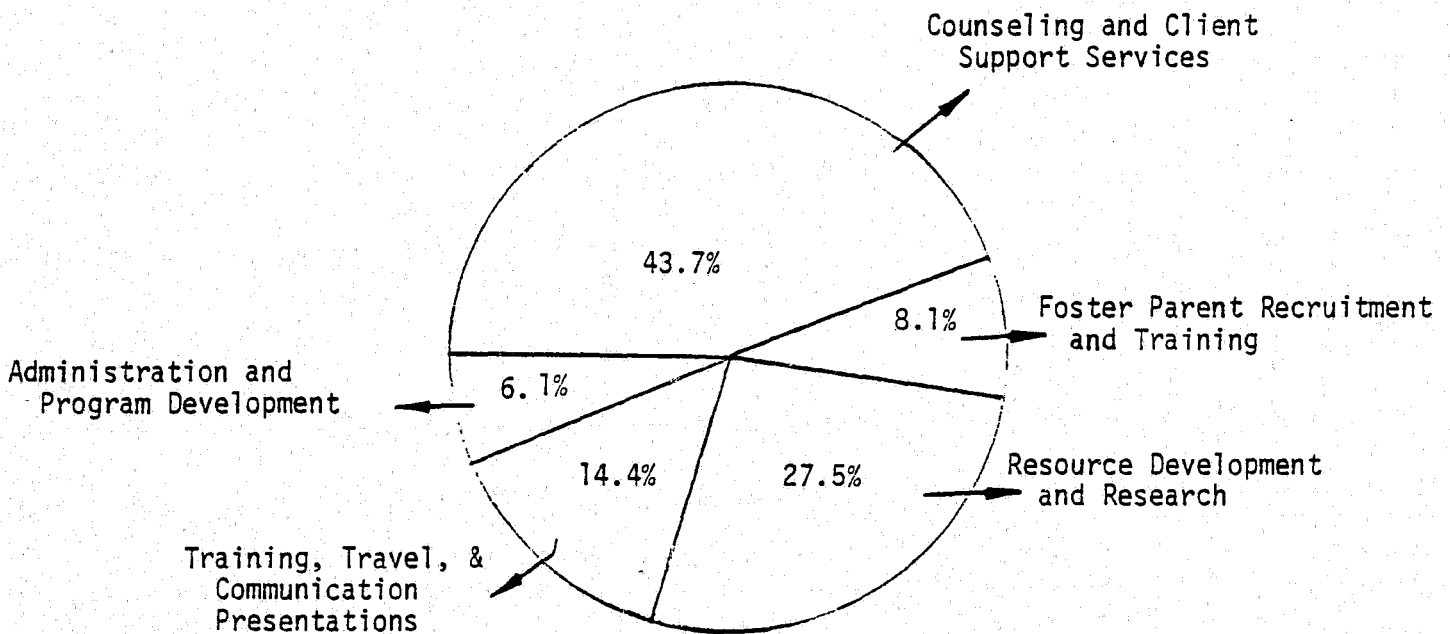
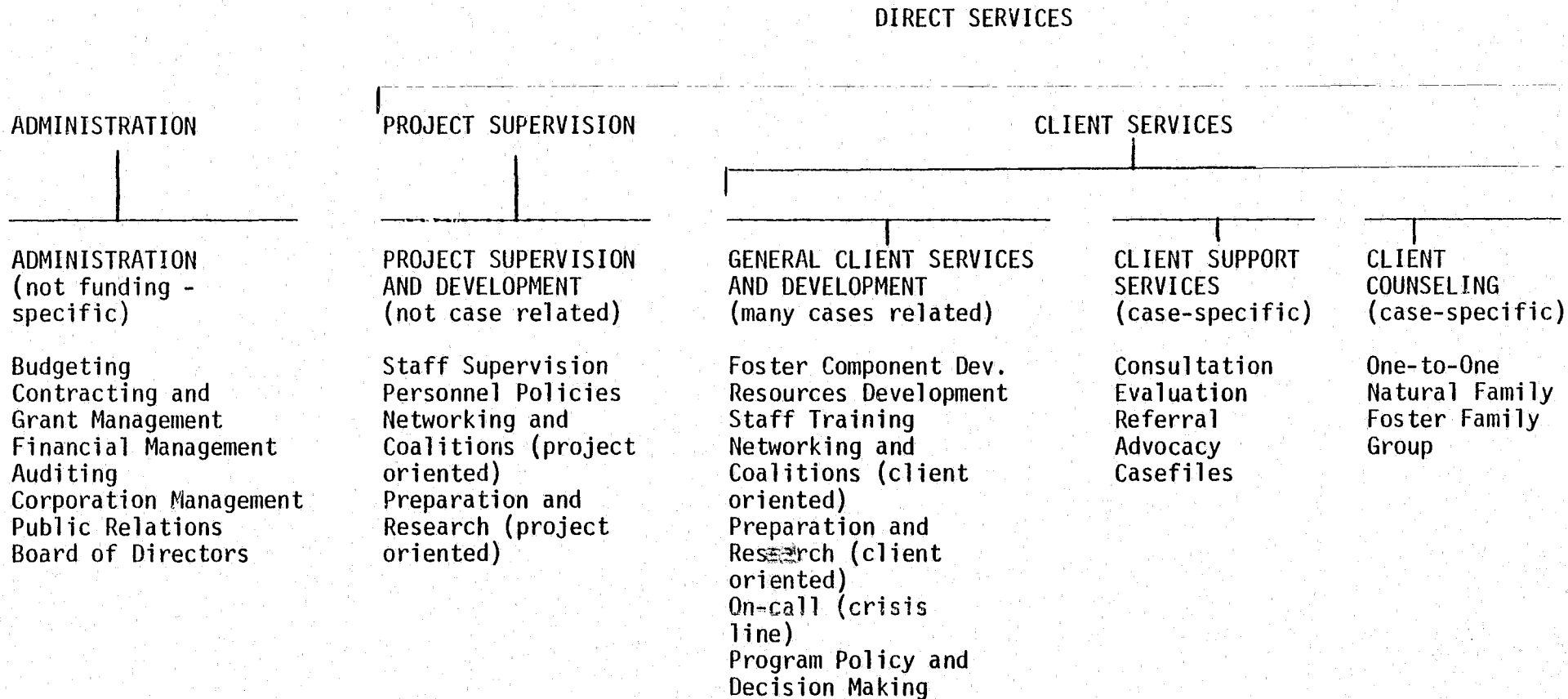


Figure 3

ALLOCATION OF STAFF FUNCTIONS TO
DIRECT AND INDIRECT SERVICES



VII. PROGRAM IMPACT

A. On Clients

Five areas of client impact were examined: client perception/rating of services; project/counselors' records of the disposition of each 1977 caseload client; client's living and school situation at the beginning and end of the year; record of client contact with the juvenile justice system before and after receiving services; and, client escalation to 602 offenses.

1. Client Perception/Rating of Services

Counselors at both sites were asked to have each client, who terminated after August 1, complete an exit evaluation questionnaire. Five complete forms were received from the 19 PRYS and 41 TRYS caseload clients who were eligible; clients sometimes did not show up for the final interview. This method of judging impact had to be eliminated.

2. Case Disposition

Counselors were asked to furnish case dispositions for the 148 who became caseload clients; results appear in Table XV. The clear success rate for all cases (lines 1 and 2) is significantly higher at TRYS (43%) than at PRYS (25%). (When only "closed" cases are considered, it is 50% and 33%). PRYS referred more clients out (20%) than did TRYS (11%). While the two sites are not different in rate of apparent "failures" (lines 6, 7, 8 and 9) i.e. PRYS = 25% and TRYS = 23% , they are significantly different when only "closed" cases are considered, 33% and 27%. A larger percentage of PRYS cases were still open at the end of the year.

TABLE XV

DISPOSITION FOR 148 CASELOAD CLIENTS, BY SITE

Disposition	Site		TOTAL
	PRYS	TRYS	
1. Situation improved; client returned home	13 (16%)	27 (41%)	40 (27%)
2. Situation improved; change of living conditions	7 (9%)	1 (2%)	8 (5%)
3. Client/family moved away	5 (6%)	6 (9%)	11 (7%)
4. Referred for additional services	7 (9%)	2 (3%)	9 (6%)
5. Referred for permanent placement	9 (11%)	5 (8%)	14 (10%)
6. Situation unchanged after services	3 (4%)	2 (3%)	5 (3%)
7. Client/family refused services	12 (15%)	10 (15%)	22 (15%)
8. Client ran away	1 (1%)	1 (2%)	2 (1%)
9. Client is in Juvenile Hall or on Probation	4 (5%)	2 (3%)	6 (4%)
10. Case is still open	21 (25%)	10 (15%)	31 (21%)
TOTAL	82	66	148

3. Living Situation

Tables XVI and XVII show the conditions under which the 148 case-load clients were living at first and last project contact. Of the 47 "closed" cases at PRYS where youngsters were in natural parent homes, 39 (83%) were still with natural parents (not necessarily the same family unit) at the end of project services.

TABLE XVI

LIVING SITUATION FOR 82 PRYS CASELOAD CLIENTS AT FIRST AND LAST PROJECT CONTACT

End Beginning	Same Family Unit	Different Family Unit	Adoptive or Foster	Other	Unknown	Juvenile Hall	Case Open	Total
Both Natural Parents	19		1		1	1	5	27 (33%)
One Natural Parent Alone	4	3			1		7	15 (18%)
One Natural Parent +	10	3	3		1		7	24 (29%)
Adoptive/Foster		1	2				1	4 (5%)
Relative/Guardian	1		1				1	3 (4%)
Other		4	2	3				9 (11%)
TOTAL	34 (41%)	11 (13%)	9 (11%)	3 (4%)	3 (4%)	1 (1%)	21 (25%)	82

TABLE XVII

LIVING SITUATION FOR 66 TRYS CASELOAD CLIENTS AT FIRST AND LAST PROJECT CONTACT

End Beginning	Same Family Unit	Different Family Unit	Adoptive or Foster	Other	Unknown	Juvenile Hall	Case Open	Total
Both Natural Parents	12	1		2			3	18 (27%)
One Natural Parent Alone	11		1	2				14 (21%)
One Natural Parent +	8	2	1	2	2	2	2	19 (29%)
Adoptive/Foster			3				3	6 (9%)
Relative/Guardian								
Other			1	6			2	9 (14%)
TOTAL	31 (47%)	3 (5%)	6 (9%)	12 (18%)	2 (3%)	2 (3%)	10 (15%)	66

Of the 46 "closed" cases at TRYS, where clients were in natural parent homes, 34 (74%) were still with natural parents at termination. PRYS counselors also returned six clients to natural parents where the original living conditions were different; no such changes were made at TRYS.

4. School Situation

Tables XVIII and XIX show client school status at the beginning and end of project services. For the "closed" cases at PRYS, there was no appreciable change either in drop-outs or returnees. At TRYS, 9% of the clients who were out of school returned, and 12% dropped out.

TABLE XVIII

CHANGE IN SCHOOL STATUS FOR 82 PRYS CASELOAD CLIENTS

End Beginning	Full Time	Part Time	Suspended or Dropout	Unknown	Juvenile Hall	Case Open	Total
Full Time	48	-	-	-	1	18	67 (82%)
Part Time	1	3	1	-	-	-	5
Suspended or Dropout	1	-	4	-	-	1	6
Unknown	-	-	-	2	-	2	4
TOTAL	50(61%)	3	5	2	1	21	82

TABLE XIX
CHANGE IN SCHOOL STATUS FOR 66 TRYS CASELOAD CLIENTS

Beginning \ End	Full Time	Part Time	Suspended or Dropout	Unknown	Juvenile Hall	Case Open	Total
Full Time	37	1	5	-	-	7	50 (76%)
Part Time	-	-	-	-	-	1	1
Suspended or Dropout	4	-	7	-	2	1	14
Unknown	-	-	-	-	-	1	1
TOTAL	41 (62%)	1	12	-	2	10	66

5. Juvenile Justice System Contact by Clients

The names of all 1976 and January to June 1977 clients were checked against El Dorado County Probation Department records. Results appear in Table XX. Records of 601 and 602 offenses were tabulated separately; the two categories are not mutually exclusive. Some clients with 601 records may also have 602 records. Therefore, at least 47% of PRYS clients and 63% of TRYS clients had a record. The higher percentage at TRYS may be explained by a larger percentage of referrals from probation. It appears that project services helped cut down the number of PRYS clients who had contact with probation for a 601 offense, after seeing the counselors. The same trend does not appear for TRYS clients, nor for 602 offenses at either site.

TABLE XX

JUVENILE JUSTICE SYSTEM CONTACT BY PRYS AND TRYS CLIENTS

Site Offense Period of Contact	PRYS (N=127)				TRYS (N=157)			
	601	No. of contacts	602	No. of contacts	601	No. of contacts	602	No. of contacts
Before project services	31 (24%) ¹	48	16 (13%) ³	21	44 (28%) ⁵	49	13 (8%) ⁷	19
After project services	18 (14%) ²	21	16 (13%) ⁴	19	45 (29%) ⁶	65	24 (15%) ⁸	27
Both before and after	11 (9%)	33	3 (2%)	7	10 (6%)	30	5 (3%)	13
Total	60 (47%)	102	35 (28%)	47	99 (63%)	144	42 (26%)	59

- ¹ Eleven were "repeat offenders.
- ² Five were "repeat offenders.
- ³ Six were "repeat" offenders.
- ⁴ One was a "repeat" offender.

- ⁵ Seventeen were "repeat offenders.
- ⁶ Seven were "repeat offenders.
- ⁷ Seven were "repeat" offenders.
- ⁸ Three were "repeat offenders.

5. Escalation to 602 Offenses

Thirteen percent of the clients seen by PRYS counselors later became 602 offenders; fifteen percent of the TRYS clients escalated to 602 offenses. Since the names for 1976 and 1977 were not broken down, this rate applies for the two year period.

6. Program Recontact by Clients

Four percent of PRYS' 1977 clients were re-referred to the program at least one additional time; 3% of TRYS' clients were re-referred.

B. On the Probation Department

Five areas of impact were addressed: the number of status offenders in secure detention in 1975, 1976, and 1977; costs for operation of the juvenile hall; costs for foster home placements; number of referrals and number of contacts status offenders had with probation during the same period (workload); and status offender escalation to 602 offenses.

1. Status Offenders in Secure Detention

Table XXI shows the number of status offenders in the county who spent six hours or more in secure detention in 1975, 1976, and 1977. The reduction which appeared for 1976 was probably due to the combination of the presence of TRYS/PRYS plus the administrative police of the chief probation officer to house 601 offenders elsewhere. AB 3121, which became effective January 1, 1977, accounted for the final reduction. No 601 offender was detained more than five or ten minutes. If additional time was needed for record checking, etc., the youth was transported to a crisis resolution home from which he was free to leave. Only if there was a concurrent 602 charge was a minor held in the hall.

TABLE XXI
STATUS OFFENDERS IN SECURE
DETENTION, BY YEAR

Year Site	1975	1976	1977
Placerville	61	21	0
South Lake Tahoe	7	2	0

2. Juvenile Hall Operating Cost

While there was 100% reduction in the number of status offenders in the hall in 1977, this had very little effect on its operating costs, for three reasons:

- A declining number of such offenders in previous years due to administrative policy.
- Increased population in the county and more 602 detentions.
- Inflation.

3. Foster Home Placement Cost

PRYS/TRYS paid \$10 per day for each client placed in one of its foster homes and used 565 placement days in 1977. The probation department payment varied from \$4.50 to \$13.50, depending on client needs and parent skill.² The county welfare department also paid a portion of the cost for probation placements. Table XXII shows foster home placement costs for status offenders in the county for 1975, 1976, and 1977. The increase in probation costs was due to population increases in the county and to increased rates.

² For some homes, a monthly retainer of \$50 is also paid.

The decrease in welfare costs was due to a large number of youth placements being charged to the 300 W & I Code instead of the 601 W & I Code. The welfare department did not believe there was any actual decrease in their 1977 budget for foster home youth placements. Nevertheless, if money spent for placement of youthful offenders is considered alone, there was a 76% decrease in county expenditures in 1977.

TABLE XXII
 MONIES EXPENDED FOR FOSTER HOME
 PLACEMENT, BY YEAR

Agency Year	PRYS/TRYS	Probation	Welfare
1975	not known	1,832.30	15,067.45
1976	3,430.00	2,276.31	21,340.58
1977	5,650.00	3,031.33	2,722.10

4. Probation Status Offender Workload

Deinstitutionalization in El Dorado County was a gradual process which began early in 1975 and followed the informal administrative policy of the chief probation officer. This policy and the implementation of AB 3121 were greatly facilitated by the presence of PRYS/TRYS by offering alternative delivery sites with expanded facilities and services. Table A in Appendix B ³ shows the number of status offenders referred to probation since January, 1975; there were significant reductions in 1976 and 1977, particularly

³ All supplementary Tables A through N appear in Appendix B.

in runaways and incorrigibles at Placerville, and in runaways at Lake Tahoe (Table B). Demographic characteristics of the clients were examined to see if a trend could be located. Tables C and D show that the El Dorado County Probation office at Placerville saw increasing numbers of males and decreasing numbers of females in the middle and upper age ranges from 1975 to 1977, while the El Dorado County Probation Department office at Lake Tahoe saw decreasing numbers of males and increasing numbers of females in all age ranges. One clear trend appears on source of referral to probation: the sheriff's office accounted for an increasing proportion of referrals from 1975 to 1977, while the proportion of referrals from the police department decreased (Tables E and F).

From Tables G and H, it can be seen that at Placerville the number of contacts for runaways decreased in 1977 over 1976, and for incorrigibles contacts decreased over the three year period. At Lake Tahoe, where number of contacts was already low in 1975, there was a small reduction in contacts for runaways, and a small increase for incorrigibles. Figures C and D (Appendix C) show that the reductions in workload occurred primarily in mid-winter and mid-summer.

Tables I and J show the disposition modes used by probation during the three years. At Placerville there was an increasing proportion of cases closed at intake and a decreasing proportion placed on informal supervision or where a petition was filed. At Lake Tahoe the percentage that was closed at intake decreased, a larger proportion of cases had a petition filed, and an increasing proportion

referred to Tahoe Human Services. Tables K and L give the same data for runaways only. The percentage of such cases closed at intake decreased over the three year period and was comparatively smaller than for status offenders as a whole. This may indicate that the more serious cases are still being referred to probation. Recidivism rates for probation clients appear in Table N; recidivism steadily decreased at Placerville from 1975 to 1977; the trend is unclear at Lake Tahoe.

5. Escalation to 602 Offenses

Table M shows the escalation rate for status offenders to criminal offenses, by year. When the 1976 and 1977 data are combined (to make it comparable to that for TRYS/PRYS), the escalation rate for probation clients is 14%, similar to the 13% for PRYS clients and the 15% for TRYS.

VIII. NEED FOR THE PROGRAM IN THE COMMUNITY

A. Needs of Status Offenders

The names of 15 staff members of the county welfare and mental health departments, police and sheriff's departments, schools and county probation, as well as one judge, one district attorney, and a member of the Juvenile Justice Commission, were furnished by the project and were interviewed by the evaluator. These individuals were asked "What services do status offenders need?" and "Who is the primary provider?" Responses appear in Table XXIII. Most respondents felt the project best provided crisis counseling, information and housing/placement because of the 24-hour availability, and well trained, non-judgmental staff, who were "advocates" for youth while not alienating the parents. A few respondents felt that project staff sometimes failed to communicate with other agencies, or, there was implicit permission or support for the youth to leave home. It was generally perceived that the county probation department, schools, and mental health and welfare departments provided the needed services to the community before the advent of the project.

B. Changes in Law Enforcement Functions

Status offenders typically seen by the police and sheriff's department at Placerville and South Lake Tahoe were runaways and incorrigibles. This did not change with the establishment of project facilities or as a result of AB 3121. However, officers had previously cited such offenders to the probation department or booked or put them in jail. During 1976 and 1977 they were generally "ignored", counseled and

released, or referred to PRYS/TRYS. Time spent with minor non-criminal offenders decreased since 1975. Previously, the greatest amount of time was spent in transporting or "baby-sitting"; now, more time is spent in counseling them. Runaways were less frequently seen than in 1975, and rarely picked up. The officers perceived that the project has increased available options for delivery of status offenders and lessened their workload.

TABLE XXIII
 COMMUNITY AGENCY PERCEPTION OF STATUS OFFENDER NEEDS
 (N=18)

Status Offender Needs	No. who Perceived this need	% who saw PRYS/TRYS as the primary satisfier of this need	% who saw PRYS/TRYS as sharing the service with another community agency	% who say PRYS/TRYS not satisfying this need
1. Individual Counseling	18	50%	50%	
2. Family Counseling	10	40%	60%	
3. Housing/ Placement	12	50%	50%	
4. Immediate Shelter 24 hrs/day	6	83%	17%	
5. Help with school	6			100%
6. Information/ advice	4	50%	50%	
7. Jobs/skills	3			100%
8. Medical attention	2			100%
9. Recreation	1			100%

IX. CONCLUSIONS

Tahoe Human Services fulfilled its contractual obligations. A second project site at Placerville was established to provide services outside the formal system to status offenders. Twenty-four hour youth and family crisis counseling, foster home/parent training and placement for youth, referral, information services, and transportation were provided by professional staff at the two youth service centers in El Dorado County.

The project enlisted the full cooperation and support of the police, sheriff and probation departments, as well as other system and non-system agencies, in establishing a referral system and a comprehensive program to meet the needs of youthful non-criminal offenders.

During the two years when the project was operating under a LEAA discretionary grant, 687 clients received services. Staff at PRYS saw 131 caseload and non-caseload clients in 1976; and 142 in 1977. At TRYS, there were 179 in 1976 and 235 in 1977. A description of the full range of services, clients served in 1976, staff background and training, facilities, and problems encountered in program implementation are contained in a separate document: An Evaluation of the Deinstitutionalization of Status Offenders in El Dorado County.

Some changes in program operation took place during the second year. There was staff turnover at both sites, at least partially due to uncertainty of continued funding. New services were initiated especially at TRYS, directed towards prevention of delinquency and development of potential. The number of referrals at both sites increased. PRYS saw more runaways and fewer incorrigibles than in 1976; TRYS saw fewer runaways. While the probation department made fewer referrals, it still accounted for a sizeable

number sent to TRYS. TRYS also received a large number of non-caseload referrals from street agencies and families but the majority of caseload clients came from law enforcement agencies. Law enforcement officers accounted for the largest portion of all referrals to PRYS. Fewer clients were referred outside the project for additional services than in 1976.

Detailed information was furnished on the 148 caseload clients, although incomplete data forms were repeatedly returned to both sites. Limited information was available on 229 non-caseload clients; those who had personal contact with the project could not be separated from phone contacts. The majority of caseload clients were female (61%), runaway (78%), attending school (83%), and from natural parent(s) homes (79%). The 260 non-caseload referrals were chiefly runaways at PRYS, but came to TRYS for a wide variety of reasons. Some were inappropriate referrals while others were in need of information, job referrals, help with school, or independent living skills.

Caseload and non-caseload clients were distinguished by the breadth of services received as well as number of contacts with the project. Caseload clients averaged 17-18 hours of counseling and 13-14 hours of support services. Fifty-five clients received foster home placement in the project's 10 homes for 565 days. Approximately 80% of "placed" youngsters who came from natural parent homes were returned there. Twenty-four percent of caseload clients were referred to other agencies for additional help. Non-caseload clients received the same kinds of services and in addition, truancy prevention courses and workshops on independent living skills were provided. Direct services to clients accounted for 94% of the counselors' time, and for about 54% of the project coordinators' time.

Some major differences appeared between PRYS and TRYS. PRYS staff spent more time on public relations and communicating with other agencies; were more oriented to crisis intervention and the typical runaway; had more frequent contact with clients in a shorter period of time; provided more hours of counseling per client; placed more clients in foster homes for longer periods of time; made more permanent placements, and made more referrals "out" for additional services. TRYS staff provided innovative services with emphasis on prevention; spent more time developing the Foster Parent Program; spent more time in "support" services to clients, had contact with their clients over a longer period; received referrals for a wide variety of reasons; and rated more of their cases closed, successfully.

Second year evaluation attempted to focus on client impact, quality and need for services, and project impact on system and non-system agencies traditionally concerned with status offenders. Insufficient information was obtained from the clients to assess perception of services. For those 1977 cases which were closed at the end of the year, TRYS rated 50% of its cases successfully resolved, and PRYS 33%. Thirty-three percent of PRYS cases and 27% of TRYS cases were considered unfavorable terminations. School status did not appear to change for clients after services. At least 60 (47%) of PRYS clients and 99 (63%) of TRYS clients had contact with the juvenile justice system, either before, after, or both before and after services. Fewer of PRYS clients had formal contact for a 601 offense after project services than had contact before; this does not hold for TRYS clients, nor for 601 offenses. Thirteen percent of PRYS clients and 15% of TRYS clients escalated to 602 offenses. Four percent of PRYS 1977 clients and 3% of TRYS clients were re-referred to the project for services after initial contact.

System and non-system agencies staff felt that project staff satisfied status offender needs by providing 24-hour crisis counseling, information and placement services in a non-judgmental fashion and were advocates for youth without alienating parents. Law enforcement officers felt their workload was reduced with the provision of services and alternative delivery sites outside the criminal justice system.

A large part of the evaluation effort was directed toward determining the effect of the project on the work of the probation department. Both the number of referrals for status offenses, and the number of clients seen for status offenses decreased from 1975 to 1977. There was some decrease in the number of contacts per referral. At the probation office in Placerville, cases closed at intake increased and cases where a petition was filed decreased over the three year period, while at the Lake Tahoe office the reverse occurred. Recidivism rates for probation clients at Placerville decreased from 1975 to 1977. The escalation rate to 602 offenses was 14% and similar to that for PRYS/TRYS clients. The probation department experienced increased costs for foster home placements; however, the welfare department, which pays a portion of these costs, paid less for such placements in 1977. This may have been due to a reclassification of clients. For clients classified as 601's, there was a reduction of foster home costs to the county in 1977.

Deinstitutionalization, the project two-year goal, was accomplished in El Dorado County; but it cannot be attributed solely to the project. Juvenile hall status offender population dropped to zero in 1977. However, it had been the administrative policy of the Chief Probation Officer, beginning

in 1975, to seek alternative facilities for status offenders; and effective January 1, 1977, deinstitutionalization was mandated by state law. The presence of PRYS and TRYS made a significant contribution to carrying out the law by offering expanded facilities and alternative delivery sites from law enforcement officers who came in contact with status offenders.

APPENDIX A

Questions addressed by the evaluation, and the source
and data collected.

Questions addressed by the evaluation, and the source and data collected.

Categories and Description of Data to be Collected

Objective

Source/Data to be Collected

A. Client Impact Questions

1. How effective are program services from the perspective of the client's behavior?
 - a. Have the 1976 program clients had any system contact since receiving services?
 - a. Incidents of contact collected from Probation Dept. records
 - b. How does the rate of system contact for the 1976 program clients compare to any known rate of recidivism for status offenders as a whole?
 - b. BCS data for 1976 Probation Dept. records for 1976, 1975
 - c. How many of the 1976 program clients were referred additional times for program services during 1976 and 1977. How many of the 1977 clients from January -June were referred from July-December?
 - c. TRYS/PRYS records of rereferrals
2. How effective are program services from the client's point of view?
 - a. What changes took place as a result of services?
 - a. & b.. Exit forced choice questionnaire to be completed by client
 - b. How does client perceive his ability to handle similar problems in the future?
3. How effective are program services from the counselor's point of view?
 - a. What changes took place?
 - a, b & c. Exit forced choice questionnaire to be completed by counselor
 - b. How able is the client to handle similar problems in the future?
 - c. How likely is the client to have system contact.

Objective

Source/Data to be Collected

B. Quality/Need for Service

- | | |
|--|---|
| 1. What <u>delivery system</u> for service to status offenders exists in El Dorado County? | 1. Collect from Mental Health, Welfare, Probation, Sheriff, Police and street agencies what services they provide and cross compare for duplication. Forced choice check list to be completed by line staff. |
| 2. What unique contribution do TRYS/ TRYS made to the delivery system | 2. Forced choice questionnaire to be completed by staff responsible for coordination/ direction of services of their respective agencies. |
| 3. Are the clients seen by program similar to status offenders in previous years? | 3. A sample of 50 runaway clients records from 1977, 1976 and 1975 (probation) for a comparison of background information available.

Interivews with Police and CHP in 2 sites using open ended questions. |

C. System/Community Impact

- | | |
|---|--|
| 1. How has the processing of status offenders changed, and what effect do program services have on the Probation Department? | |
| a. How many contacts did probation have with a status offender during 1975, 1976 and 1977? | a. Count number of contacts from case folders in Probation Dept. |
| b. Has the program changed the number of foster homes/bed space used by the Probation Dept? What is the cost compared to the total cost for TRYS/PRYS foster homes? | b. Count number from Probation records. Costs from Welfare. |
| c. What changes in cost of operating juvenile hall have occured from 1975 to 1977? | c. Costs from Probation Dept. records for 1975-77. |
| d. Has the number of status offenders changed since 1975? Is the flow over time different? What was done to and for status offenders in 1975 and before? | d. Number of status offenders seen by Probation 1975, 76 and 77 from records.

Graph monthly referrals for each year.

Examination of number on informal and formal probation. |

APPENDIX B

Supplementary Tables

- A. Number of Status Offenders and Number of Referrals to El Dorado County Probation Department, in 1975, 1976 and 1977 by Site.
- B. Number of Status Offenders Referred to El Dorado County Probation Department in 1975, 1976 and 1977, by Reason for Referral.
- C. Status Offenders Referred to El Dorado County Probation at Placerville in 1975, 1976 and 1977 by Age and Sex.
- D. Status Offenders Referred to El Dorado County Probation at South Lake Tahoe in 1975, 1976 and 1977 by Age and Sex.
- E. Source of Referral to El Dorado County Probation at Placerville for Status Offenders in 1975, 1976 and 1977.
- F. Source of Referral to El Dorado County Probation at South Lake Tahoe for Status Offenders in 1975, 1976 and 1977.
- G. Number of Status Offender Referrals to El Dorado County Probation Department at Placerville in 1975, 1976 and 1977, Average Number of Contacts per Referral and Range by Offense.
- H. Number of Status Offender Referrals to El Dorado County Probation Department at South Lake Tahoe in 1975, 1976 and 1977, Average Number of Contacts per Referral, and Range by Offense.
- I. Disposition of Status Offender Referrals to El Dorado County Probation Department at Placerville in 1975, 1976 and 1977.
- J. Disposition of Status Offender Referrals to El Dorado County Probation Department at South Lake Tahoe in 1975, 1976 and 1977.
- K. Disposition of Runaway Referrals to El Dorado County Probation at Placerville in 1975, 1976 and 1977.
- L. Disposition of Runaway Referrals to El Dorado County Probation at South Lake Tahoe in 1975, 1976 and 1977.
- M. Number of Status Offenders Referred to El Dorado County Probation Department in 1975, 1976 and 1977 Who Later Escalated to 602 Offenses.
- N. Number and Percentage of El Dorado County Probation Department Status Offenders in 1975, 1976 and 1977 Who Were Recidivists.

Appendix B

Table A

Number of Status Offenders and Number of Referrals to El Dorado County Probation Dept. in 1975, 1976 and 1977, by site (exclusive of referrals with whom no personal contact was made).

Site Year	Placerville		South Lake Tahoe	
	Number of Status Offenders	Number of Referrals	Number of Status Offenders	Number of Referrals
1975	123	153	93	109
1976	70	88	65	70
1977	54	58	33	39

Appendix B

Table B

Number of Status Offenders Referred to El Dorado County Probation Department in 1975, 1976 and 1977 by Reason for Referral.

Site Year	Placerville			South Lake Tahoe		
	1975	1976	1977	1975	1976	1977
Reason for Referral						
Runaway	72	34	28	58	47	18
BPC	37	18	8	19	12	10
Truant	3	0	1	0	0	2
Curfew	11	18	17	6	6	3
Total	123	70	54	93	65	33

Appendix B

Table C

Status Offenders Referred to El Dorado County Probation at Placerville in 1975, 1976, and 1977 by Age and Sex.						
Sex	Male			Female		
Age						
Year	10-12	13-15	16-17	10-12	13-15	16-17
1975	9 (7%)	23 (19%)	31 (25%)	2 (2%)	39 (31%)	19 (15%)
1976	4 (6%)	14 (20%)	18 (26%)	1 (1%)	24 (34%)	9 (13%)
1977	2 (4%)	14 (26%)	15 (28%)	1 (2%)	16 (30%)	6 (11%)

Table D

Status Offenders Referred to El Dorado County Probation at South Lake Tahoe in 1975, 1976 and 1977 by Age and Sex.						
Sex	Male			Female		
Age						
Year	10-12	13-15	16-17	10-12	13-15	16-17
1975	10 (11%)	34 (37%)	13 (14%)	1 (1%)	18 (30%)	7 (8%)
1976	4 (6%)	11 (17%)	10 (15%)	4 (6%)	26 (40%)	10 (15%)
1977	1 (3%)	6 (18%)	4 (12%)	3 (9%)	13 (39%)	6 (18%)

TABLE E

Source of Referral to El Dorado County Probation at Placerville for Status Offenders in 1975, 1976 and 1977.

Referral Source Year	SO	PD	CHP	Prob. Officer	School	Parents	Self	Out of Juris.	PRYS	Mental Health Welfare	Other	Total
1975	(47%) 72	(20%) 31	3	5	6	23	2	8	1	2	0	153
1976	(64%) 56	(9%) 8	0	5	1	10	1	5	0	1	1	88
1977	(66%) 38	(7%) 4	1	1	1	10	0	2	1	0	0	58

TABLE F

Source of Referral to El Dorado County Probation at South Lake Tahoe for Status Offenders in 1975, 1976 and 1977

Referral Source Year	SO	PD	CHP	Prob. Officer	School	Parents	Self	Out of Juris.	PRYS	Mental Health Welfare	Other	Total
1975	(7%) 8	(70%) 76	0	3	1	17	0	4	0	0	0	109
1976	(23%) 16	(39%) 27	0	3	0	4	4	15	1	0	0	70
1977	(26%) 10	(31%) 12	0	0	0	5	0	10	2	0	0	39

TABLE G

Number of Status Offender Referrals to El Dorado County Probation Department at Placerville in 1975, 1976 and 1977, average number of contacts per referral, and range, by offense.

Year		Runaway	Incorrigible	Truant	Violation of Curfew
1975	Number of referrals	81	56	3	13
	Average number of contacts per referral	3.07	5.63	4.00	1.39
	Range of contacts per referral	1-30	1-30	1-10	1-6
1976	Number of referrals	43	24	—	21
	Average number of contacts per referral	3.52	6.88	—	1.30
	Range of contacts per referral	1-17	1-20	—	1-6
1977	Number of referrals	33	7	1	17
	Average number of contacts per referral	2.63	2.71	(2)	(1)
	Range of contacts per referral	1-10	1-10	—	—

TABLE H

Number of status offender referrals to El Dorado County Probation Dept. at South Lake Tahoe in 1975, 1976, and 1977, average number of contacts per referral, and range, by offense.

Year		Runaway	Incorrigible	Truant	Violation of Curfew
1975	Number of referrals	67	35	-	7
	Average number of contacts per referral	2.24	1.89	-	(1)
	Range of contacts per referral	1-17	1-25	-	-
1976	Number of referrals	51	13	-	6
	Average number of contacts per referral	1.73	1.85	-	(1)
	Range of contacts per referral	1-20	1-7	-	-
1977	Number of referrals	24	11	2	2
	Average number of contacts per referral	1.29	2.36	(1)	(1)
	Range of contacts per referral	1-6	1-13	-	-

Appendix B

TABLE I

Disposition of Status Offender Referrals by El Dorado County Probation at Placerville in 1975, 1976, and 1977.

Disposition Year	Closed at Intake	Referred to PRYS/New Morning	Referred to M.H. or Welfare	Placed on Informal Supv.	Petition Filed	Total
1975	76 (50%)	1	18	33 (22%)	25 (16%)	153
1976	44 (50%)	4	10	16 (18%)	14 (16%)	88
1977	39 (67%)	2	2	9 (16%)	6 (10%)	58

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Appendix B

TABLE J

Disposition of Status Offender Referrals by El Dorado County Probation at South Lake Tahoe in 1975, 1976 and 1977

Disposition Year	Closed at Intake	Referred to THS (TRYS/Awakening Peace)	Referred to M.H. or Welfare	Placed on Informal Supv.	Petition Filed	Total
1975	69 (63%)	1	22	11 (10%)	6 (6%)	109
1976	27 (39%)	27	11	2 (3%)	3 (4%)	70
1977	13 (33%)	17	3	2 (5%)	4 (10%)	39

Appendix B

TABLE K

Disposition of Runaway Referrals to El Dorado County Probation at Placerville in 1975, 1976 and 1977

Disposition Year	Closed at Intake	Referred to PRYS	Referred to M.H. or Welfare	Placed on Informal Supv.	Petition Filed	Total
1975	46 (57%)	9	3	11 (14%)	12 (15%)	81
1976	17 (40%)	10	1	5 (12%)	10 (23%)	43
1977	16 (48%)	4	0	7 (21%)	6 (18%)	33

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Appendix B

TABLE L

Disposition of Runaway Referrals to El Dorado County Probation at South Lake Tahoe in 1975, 1976 and 1977

Disposition Year	Closed at Intake	Referred to TRYS	Referred to M.H. or Welfare	Placed on Informal Supv.	Petition Filed	Total
1975	37 (55%)	18	0	8 (12%)	4 (6%)	67
1976	16 (31%)	31	1	1 (2%)	2 (4%)	51
1977	8 (33%)	14	0	1 (4%)	1 (4%)	24

Appendix B

TABLE M

Number of Status Offenders Referred to El Dorado County Probation Department in 1975, 1976 and 1977 Who Later Escalated to 602 Offenses.

Number of 601 clients referred in 1975:	216
Number who escalated:	49 (23%)
in 1975	12 (6%)
in 1976	33 (15%)
in 1977	4 (2%)
Number of 601 clients referred in 1976:	135
Number who escalated:	21 (15%)
in 1975	10 (7%)
in 1976	11 (8%)
Number of 601 clients referred in 1977:	87
Number who escalated:	11 (13%)

Appendix B

TABLE N

Number and percentage of El Dorado County Probation Department Status Offenders in 1975, 1976 and 1977 Who Were Recidivists.

Site	Placerville			South Lake Tahoe		
	No. of Status Offenders	No. of Recidivists	Recidivism Rate	No. of Status Offenders	No. of Recidivists	Recidivism Rate
1975	123	36	29.2%	93	23	24.7%
1976	70	11	15.7%	65	3	4.6%
1977	54	3	5.5%	33	4	12.1%

APPENDIX C

Supplementary Figures

- A. Number of Status Offender Referrals to El Dorado County Probation Department at Placerville in 1975, 1976 and 1977, by Reason for Referral.
- B. Number of Status Offender Referrals to El Dorado County Probation Department at South Lake Tahoe in 1975, 1976, and 1977, by Reason for Referral.
- C. Number of Status Offender Referrals to El Dorado County Probation Department at Placerville for 1975, 1976 and 1977, by Month.
- D. Number of Status Offender Referrals to El Dorado County Probation Department at South Lake Tahoe in 1975, 1976 and 1977, by Month.

M. L. R.'S STATUS OF-END-R REFERRALS TO EL DORADO COUNTY PROBATION DEPT. AT SOUTH LAKE TAHOE IN 1975, 1976 AND 1977, BY REASON FOR REFERRAL.

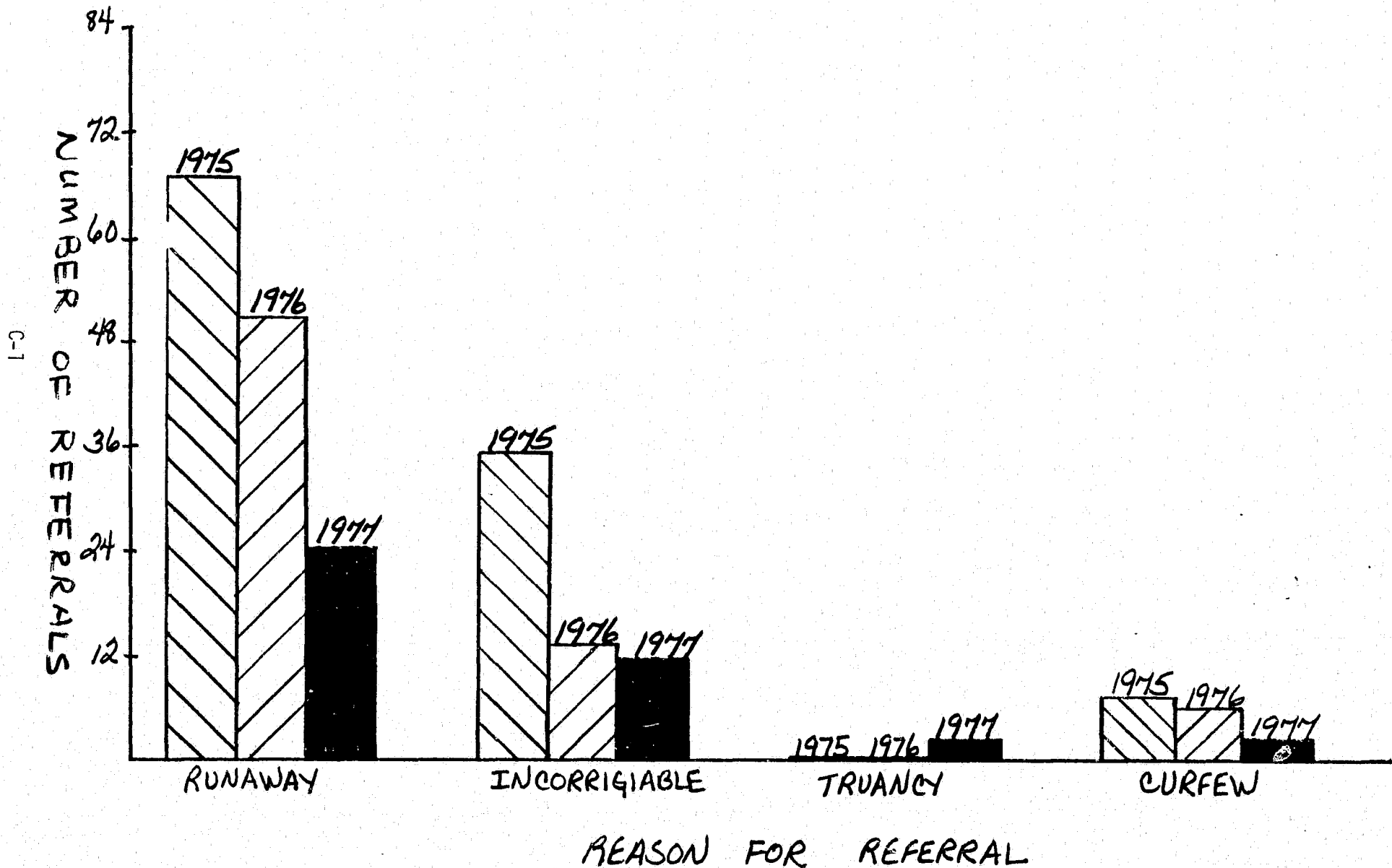
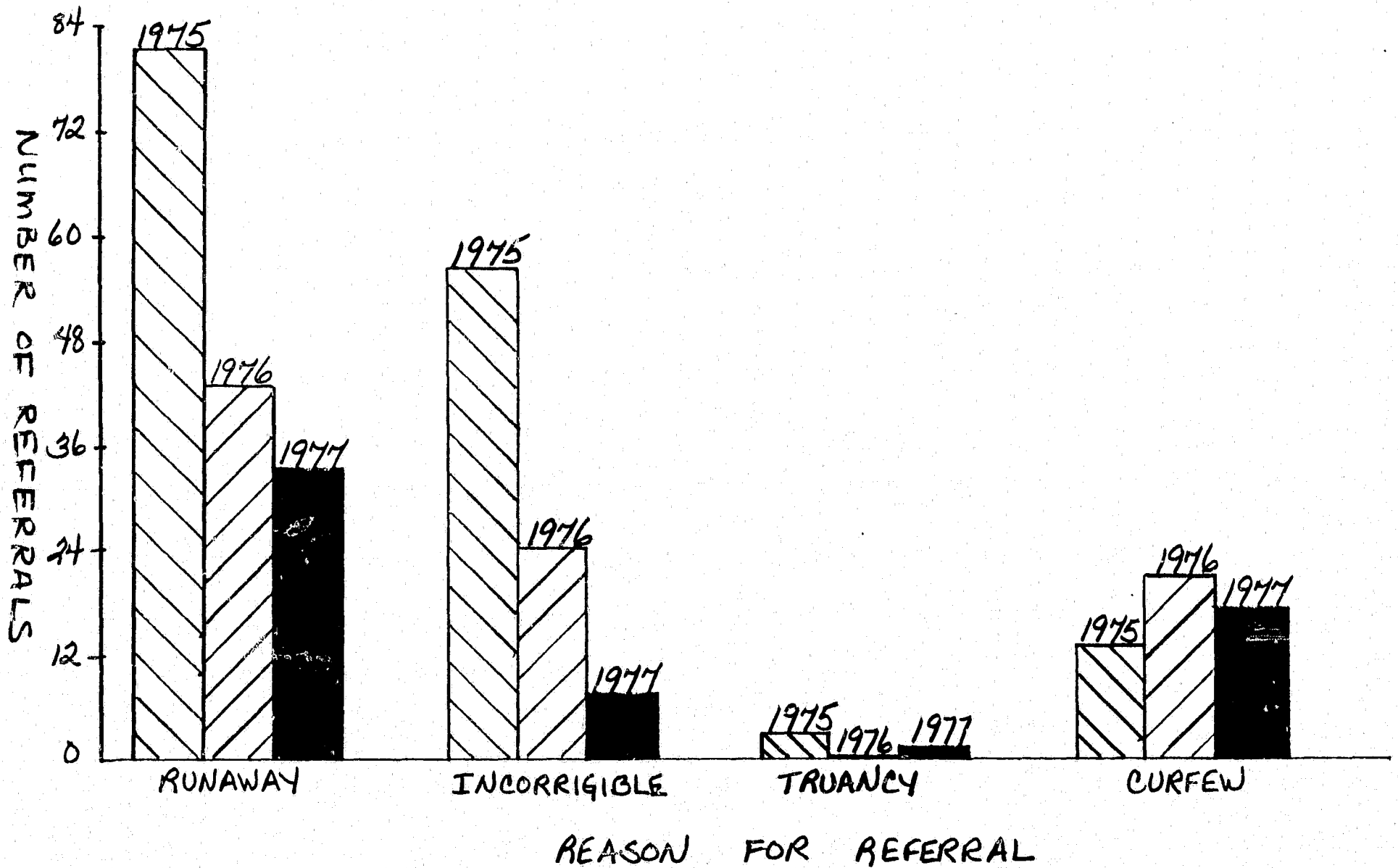


Figure B

NUMBER OF STATUS OFFENDER REFERRALS TO EL DORADO COUNTY PROBATION DEPT. AT PLACERVILLE IN 1975, 1976 AND 1977, BY REASON FOR REFERRAL.



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Figure C

NUMBER OF STATUS OFFENDER REFERRALS TO EL DORADO COUNTY PROBATION DEPT. AT PLACERVILLE FOR 1975, 1976 AND 1977, BY MONTH.

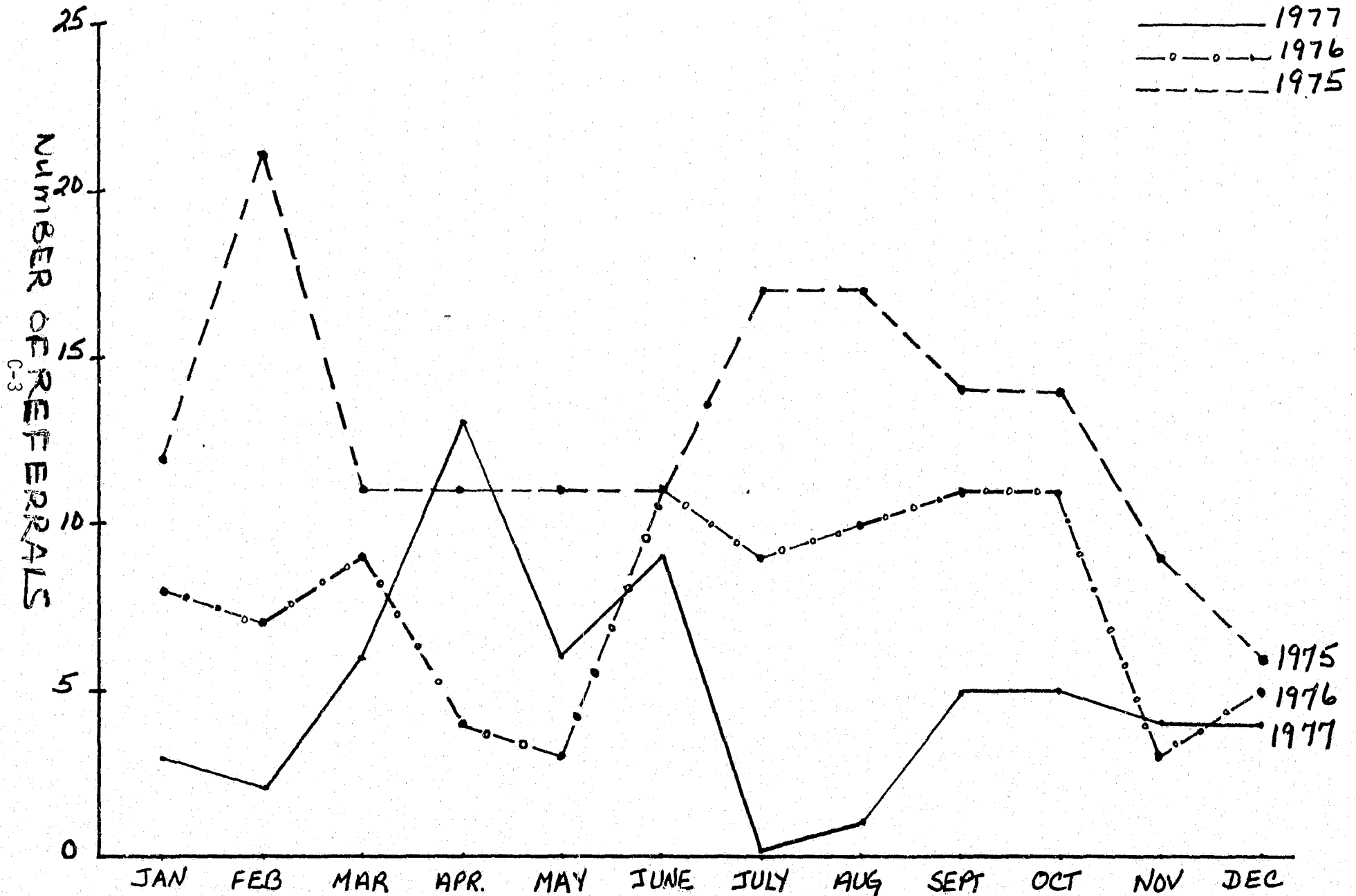
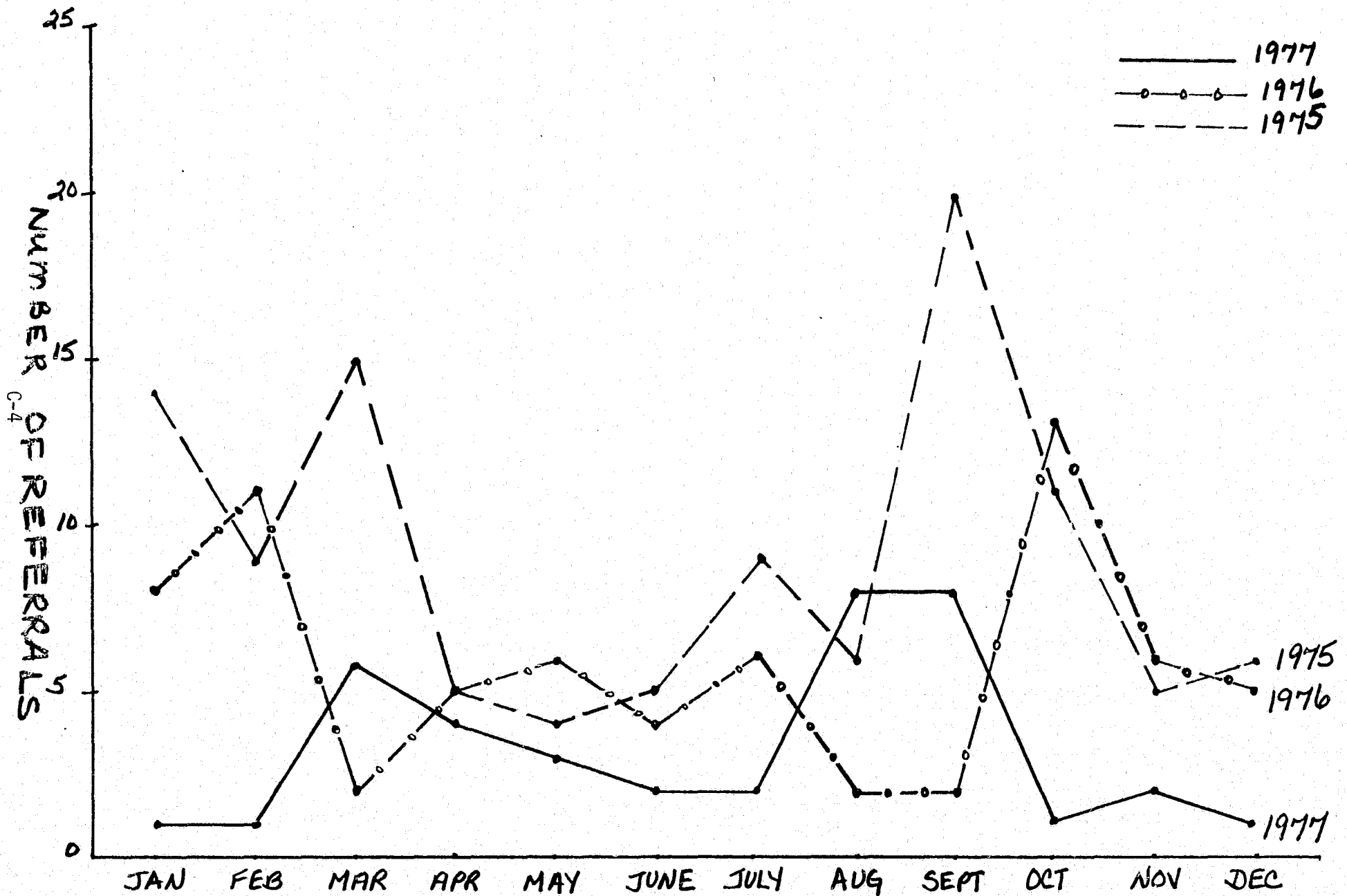


Figure D

NUMBER OF STATUS OFFENDER REFERRALS TO EL DORADO COUNTY PROBATION DEPT. AT SOUTH LAKE TAHOE FOR 1975, 1976 AND 1977, BY MONTH.



END