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Delinquency and Crime Prevention (via Diversion of Juveniles and Delinquents from Incarceration)

By

James W. Russell

A.B. (California State University, Hayward) 1969
M.Crim. (University of California) 1972

DISSERTATION

Submitted in partial satisfaction of the requirements for the degree of

DOCTOR OF CRIMINOLOGY

in the

GRADUATE DIVISION

of the

UNIVERSITY OF CALIFORNIA, BERKELEY

Approved:

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Committee in Charge

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ABSTRACT OF THE DISSERTATION

Delinquency and Crime Prevention (Via Diversion of Juveniles and Delinquents from Incarceration)

by

James William Russell

Doctor of Criminology

University of California, Berkeley, 1974

Professor Barry Krisberg, Chairman

This study delineates a strategy for Police Diversion Programs, by which they can prevent the extent of juvenile delinquency and crime from entering communities; from entering the criminal justice system, and effectively initiate and coordinate various prevention projects within the community for the benefit of prevention of delinquency and crime.

A description of police diversion programs for delinquency and crime prevention is presented with emphasis on the policeman's role in confronting delinquents, and with special emphasis on various ways in which delinquents and crime can be prevented namely: through the family, school, recreation, church, police and the courts.

This study also delineates certain recommendations that are relevant for establishing a Coordinating Council; its structure, and its operation, therefore

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enhancing its stability and efficiency in helping delinquents.

The development of worthwhile trends have been compiled and reviewed with an up-to-date recommendation that enhances the efforts in program implementation for crime prevention through research methods.

Doctor Barry Krisberg, Chairman

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PREFACE

Objectives of this Research

The primary objective of this study is a thorough investigation of the demonstration project undertaken by the Richmond, California Police Department on juvenile delinquency diversion and control. This project was designed as a base for coordinated community action in juvenile delinquency and control. The investigation will focus upon the following specific issues:

1. Who conceived the idea that a police department juvenile diversion program was needed?

2. What are the deprivation factors within the community and how have they been dealt with by the program?

3. What role did community institutions other than the police department play in the project? What community organizations were involved?

4. How did the project evolve as an ongoing community service program?

5. How was the project coordinating council established? and What was their guideline for prevention?

6. How were target residents involved in aspects of the project?

7. How was the program input to be measured?

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8. What method was used to evaluate the project and what, if anything, was learned from it?

9. What were the stated objectives of the program and were there unstated objectives revealed by the program operation?

10. Should this program have received continued funding?

My intention is primarily descriptive and analytical. No claim is made for a scientifically pure research design. In Community-based studies such as this one, rigorous designs are often pseudo-scientific and miss several important features of the actual program experience. I am not really interested in whether this particular program succeeded or failed, but rather, I wish to obtain theoretically meaningful insights into the critical problem of how to help troubled youth without stigmatizing them as criminals.

Data Collection

Data for the study will come from a variety of information sources.

Direct data has been sought through the following sources:

1. Brief Case histories of delinquents handled by the project.

2. Interviews of professionals involved in the project.

3. Examination of official documents; correspondents;

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newspapers; reports, announcements and records of the coordinating council and of participating agencies.

4. Interviews with citizen-members of participating community organizations.

5. Interviews with clients.

Indirect data and background information has been secured through the following sources:

1. A review of the manuals and guideline sources used by the coordinating council in establishing objectives and priorities.

2. A review of the pertinent records of the courts and appropriate school reports.

3. A review of professional literature related to the purposes and objectives of the project and by interviews of non-participating but well-informed professionals in the field.

4. A review of the records of organizations to which the juveniles were referred such as religious organizations, child guidance centers, service clubs, and anti-drug centers.

Assumptions

This study and analysis is based, in part, upon the following assumptions:

1. Delinquency and crime is a strategy indulged in by many young people as an attempt to survive under social settings which are hostile and oppressive.

2. In respect to juvenile delinquency, the needs

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of a community must be objectively identified before an effective prevention program can be initiated and coordinated.

3. Characteristics found in communities, or areas of communities, are related to the degree of juvenile delinquency in the area. Among these are:

a. Population mobility.

b. Level and condition of experience of education.

c. Socioeconmic level of the area.

d. Existing recreational and cultural facilities.

e. Intensity of the law enforcement program.

f. How police officers perceive delinquency and crime prevention.

g. Intensity of youth programs.

4. A knowledge and understanding of the major theories relating to the causes of juvenile delinquency; the strategies and programs for prevention, will improve the planning of an effective Program of Prevention.

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CHAPTER I

I. Introduction: Background to the Problem

Relationships between governmental agencies and the communities they are meant to serve and protect have come under increasing scrutiny. While reasons for these analyses are diverse, they may, for the purposes of this work, be generalized as an inability to come to grips with the problems of the agencies' focus. In the field of criminology, and addressed specifically to the problem of juvenile delinquency, governmental agencies have operated on outdated philosophies and assumptions, have used impractical and ineffective criteria for measuring their success, and have, in fact, multiplied and intensified their problems.

For some time now, the problems and ramifications of our Nation's attitudes towards, and treatment of juvenile delinquency have come under increasing criticism. It is becoming apparent to all who are involved in this problem that drastic changes are long overdue. Unfortunately however, awareness of the drawbacks of this Nation's handling of delinquency is easier to come by than solutions or improvements. Because researchers have basically not interested themselves as much with the personality, behavior, and milieu of the delinquent as with

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isolating him from society, social scientists themselves are partly to blame. As one writer has stated:

> Few of our social problems bring out the lack of the scientific approach to human relations so vividly as does juvenile delinquency. The American Society is marked by the great value it places upon the scientific method. Yet it manifests very little of it in dealing with the major problem affecting its children.[1]

The above quote clearly calls for a broadening of the responses of social scientists to meet the challenge presented by delinquency. A reassessment of the traditional approaches to delinquency is desperately needed, as is the implementation of innovative programs and their study. The multi-causal nature of crime in general, and delinquency in particular, is an essential understanding to possess if the problem is to be reduced.

Criminologists and social scientists must, however, be joined with other groups in a concerted attack upon delinquency, but also joined with other groups for changes within the social system. One of the main conclusions of the study completed by the President's Commission on Law Enforcement and Administration of Justice was stated as follows:

> A significant reduction in crime is possible if ...individual citizens, civic and business organizations, religious institutions, and all levels of government take responsibility for planning and implementing the changes that must be made in the criminal justice system.[2]

---

[1]Milton L. Barron, The Juvenile in Delinquent Society, (New York, Alfred A. Knopf, Inc., 1954) p. 1.

[2]The President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Washington: U.S. Government Printing Office 1967), p. v.

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Aside from a coordinated attempt by society's groups and agencies to reduce delinquency, a much greater effort by the larger society is needed. Delinquency is behavior that reflects a multiplicity of symptoms. Just as any doctor who attended to the symptoms of a disease while ignoring or subordinating its causes would be considered unprofessional and negligent, an approach to "curing" delinquency that merely attended to the care of and responses towards delinquents, while ignoring its causes, would be equally negligent. The realities of society and the facts of life which a young person must deal with can only be ignored with the greatest peril to our Nation's youths. Any individual, group, or program impinging upon delinquency yet not taking into consideration social factors outside the delinquent's control may conceivably do little else than merely legitimize that youth's status as a delinquent. One writer has commented on the complete social front needed to attack delinquency as follows:

> ...the problem of delinquency can be best understood on one hand and reduced on the other in a comprehensive societal frame of reference. When juveniles live in a delinquent society, juvenile delinquency becomes a major problem of that society. By the same token, the solution to this problem like that of other social problems, depends on an orderly modification of the American social structure, and some of the values and functions of American society.[3]

At this point in time, any hope for such a broad-based attack on the problems of society by a large-scale

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[3]The President's Commission on Law Enforcement and Administration of Justice, op. cit., p. vi.

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modification of that society seems doomed to failure. Broad and decisive changes in society notwithstanding, any individual dealing with juveniles, especially on a face-to-face level, must be sensitive to the social factors impinging upon the juvenile if any remedial or corrective treatment is to be successful. If the youth himself is only partially aware of outside factors operating on him, such as poverty, racism or bigotry, it is all the more important for those facing him with authority to be aware of, and sensitive to the workings and influences of those factors.

Crime prevention has always been considered as one of law enforcement's primary objectives. Unfortunately, and for many reasons, the policies of our law enforcement agencies have subordinated this phase of their operation to one of only secondary importance and consideration. The police departments nation-wide have a large number of "traditionalists" who actively defend the position that the basic task of police is solely to keep order and protect life and property. This view blurs the distinction and confuses the differences between crime suppression and crime prevention. Prevention of crime is of a very different character than its suppression. To say that modern police work still only entails "holding the line" is to lose sight of the fact that not only is crime prevention another basic and tangible police function, but one which it is in the best interests of the police to pursue.

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Along with a change in the responses and attitudes of criminologists, social scientists, influential molders of society, and other social agencies, the police must also be urged to realize that in prevention lies the key to decreased juvenile delinquency and crime. Emphasizing prevention, society must shift the focus of its attack on delinquency, from a reliance on punishment, that is, "arrest and apprehension," to an attack on the socio-economic factors that contribute to crime and delinquency. Prevention must be relevant to the juvenile's personal motivation which precipitated the lawless behavior. Criminologists have already identified some of the key factors which work at causing delinquency and crime. Such causes as family disruption, illiteracy, dropping out of school, racism, and lack of vocational skills are deprivations of one sort or another. If criminal activities are to be positively rather than negatively discouraged, then prevention must zero in on the origins of these deprivations.

Wheeler typifies the need for understanding this problem in an inclusive manner:

> Delinquency is currently regarded as a critical domestic social problem, one that urgently requires immediate social action. Yet any clear understanding of the significance of delinquency in American life and of our general potential problem for programs of prevention and control requires that the problem first be viewed in its broader outlines. Delinquency is not a new problem in American society. There has been a heightened public concern about its control in recent years, and perhaps some actual increase in the rate of delinquency...But in a society that places a high premium on freedom over

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> order, that prizes material success, and that encourages mobility aspirations, it is not likely to contain all its members within a conventional mold. Delinquency is one way of breaking that mold. Short of major changes in values, such as a return to a more traditional, pre-industrial way of life, members of our society may have to tolerate a fairly high amount of non-conformity among youth. These considerations should serve to caution against an assumption that delinquency can be wiped out by one or another crash program, while leaving all else in society unchanged.[4]

A concerted effort on a program designed to reduce the causes of crime would necessarily involve local police agencies. Their proximity to and knowledge of the roots of crime in their communities and the fact that they are the ones who would take ultimate responsibility for such a program's failures, make the local police candidates to bear a large portion of such a program. The involvement of the police in such a program would also drastically modify the nature of their interaction with the youth of their community, and hopefully reflect the two groups in a light different from what both groups have come to expect from each other.

In addressing the International Association of Chiefs of Police, the Honorable Ramsey Clark, then Attorney-General of the United States, pointed out the need for the concept of police work to keep pace with the changing social, political, and environmental structure of our society and our communities. He

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[4]Stanton Wheeler, Juvenile Delinquency: Its Prevention and Control (New York: Russell Sage Foundation, 1968), Introduction.

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emphasized the fact that by the use of in-depth police-community relations of all kinds, local police agencies would be able to gain the support of the citizenry in their areas of jurisdiction. This could not be accomplished, he added, by impersonal programs far removed from the sources of the problem, but by policemen getting to understand the makeup of minority groups and their grievances.[5]

Sincere and direct police activities having a direct relevance to a commitment towards community betterment should, and can, become the very foundation by which police in a free, democratic society can maintain peace and harmony in their jurisdiction. To be truly effective, the police must be accepted as a part of the community in which they perform their duties. Police departments continue to fail to elicit support from precisely those communities in which delinquency and crime are most prevalent. The role of the individual policeman in crime control and especially in the diversion of juvenile delinquents is obviously a complex and difficult one without help from the community. But to gain the most beneficial and wide-spread community supportative setting, the individual policeman and his department must become responsible, and perhaps even controlled by, the community. No longer is the job of the police simply to stand by and wait to act on a situation only when a blatant criminal

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[5]Ramsey Clark, "The Year of the Policeman," Police Chief, XXXV (May 1968), pp. 12-18.

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act has occurred. To minimize crime and social harm, the main emphasis of police activity must shift to prevention and community involvement.

The above have been tried recently with success by the Los Angeles Police Department (Team Number 28) that consisted of a 41 man unit of patrolmen, detectives, traffic specialists, supervisors and civilians was charged with a 24-hour protective responsibility for a specified area. They developed programs attuned to the precise needs of the community they served, and contacted each of the area's 36,000 residents. Police officers became personally involved in protecting their piece of ground and developed a kind of paternal attitude toward the area.

The responsive attitude of a highly mobilized community made itself felt. Crimes solved through citizen assistance jumped to 50-70 per 1000 (the California average is 7 per 1000). All crime rates dropped in "Team 28" area as much as 50%. Not only was the community an active participant in crime prevention, but continued positive citizen attitude eventually enabled officers to rely on citizens for assistance in various crime prevention programs. The community was asked to become active participants - partners as if it were their own police department. Citizens helped to organize and promote police-community functions. The community itself became a prime motivational factor. Solid community support, improved relationships between policemen and

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citizens resulted.[6]

One of the earliest studies made on the police role in delinquency prevention and control was completed by J. Brennen in 1952.[7] He researched 168 police departments throughout the United States, and found three important deficiencies in police operations with respect to delinquency prevention:

> first, the function of criminal control was not shared with the community-at-large;
>
> second, the police department did not share treatment responsibility for the convicted;
>
> third, the police did not function through community organization projects.

Brennen considered these three points as valid concepts to be included in police administration. They were "new" concepts when he first used them, and admittedly their use would require a departure from the traditional police role. His study acknowledged that the third point--police involvement through community projects--was gaining recognition as an effective means for delinquency prevention. Although this recognition has, in the past, been put to use more as lip-service in public relations than for anything really substantial, in the face of the legal system's failure to deal

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[6]"Team 28," Crime Prevention Review, Attorney General's Office, State of California, Vol. 1 (October 1973), p. 11.

[7]James J. Brennan, "Police and Delinquent Youth," Journal of Criminal Law, Criminology and Police Science, XLVI (March-April, 1956), p. 31.

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effectively with delinquency, however, it is likely that community and police department participation in diversionary programs will indeed become commonplace. The essence of the project involves the police.

Prevention of delinquency within the community by use of the community's resources is the essence of the Richmond, California Diversion and Control Project. The goals of the project are to utilize community resources as diversionary alternatives to probation or incarceration, and thus reduce recidivism or recurrence of delinquent behavior. The thrust of this work is to determine if the Richmond Police Department encountered the problems, and if so overcame them, correctly identified by Brennen as constraints upon police departments in prevention efforts. It is the author's hope that this research will be helpful in describing and pointing out the deficiencies and successes of Richmond's attempt at diversion.

II. The Problems the Richmond Project had to Contend With. Crime Trends in the United States.

The phenomena and incidence of juvenile delinquency have been often studied. To survey the vast outpouring of literature is well beyond the scope of this paper. An ennumeration of the trends of crime is, however, both instructive and ominous. There are now in excess of one million juvenile delinquents who come to the attention of the juvenile court each year. According to the President's

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Commission on Law Enforcement and the Administration of Justice, out of every nine children, one will be referred to juvenile courts for an act of delinquency before his eighteenth birthday. When boys alone are considered, the ratio rises to one in every six.[8]

The California Youth Authority, in Statistical Facts, reported in February 1973 that while the state's youth population, ages ten through seventeen, increased thirty-nine percent between 1961 and 1971, the arrests of juveniles during this same period increased 100 per cent, from 189,443 to 379,464.[9] The above statistics do not, of course, include the juveniles who committed ofically defined acts of delinquency but were never apprehended. Nor do they account for juveniles who committed delinquent acts that were never reported, or those delinquencies which were handled informally.

Crime Trends in Richmond

Appaling as the national figures on delinquency are, the rates for Richmond are even more so, and should be the cause of immediate concern. Telescoping the statistics to Richmond, the 1971 juvenile arrest rate, per 100,000 population in the United States, was

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[8]President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Juvenile Delinquency and Youth Crime (Washington, D.C.: U.S. Government Printing Office, 1967), p. 3.

[9]In Richmond Police Department, Juvenile Justice: A Proposal to the Police Foundation, Third Redraft, an unpublished proposal, April 30, 1973, p. 1-3.

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1,156. For California it was 1,872, or sixty-two per cent greater than the United States average. Contra Costa County had an arrest rate of 2,510, or 117 per cent greater than the United States average. Richmond's rate was 3,769, or 226 per cent greater than the National average![10]

The Uniform Crime Report, which employs seven crime categories to construct a nationally applied index of crime indicates the severity of the crime problems in Richmond. Comparative statistics from 1960 to 1970 reveal that Richmond has the fourth highest crime rate in the United States of Cities under 100,000 in population. For this period, moreover, Richmond had the eighth highest crime rate of all cities in the United States.[11] For the past several years, informal police reports indicate that Richmond has had the second worst crime rate of all moderate sized cities in the United States.[12]

Recidivism: The Special Problem

It is much more difficult to secure information on

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[10]This information was gleaned from Crime in the United States, published by the FBI in 1972, and from data provided by the California Bureau of Criminal Statistics, 1972. Ibid., p. 1-3.

[11]The seven crime classifications include murder, forcible rape, robbery, aggravated assault, burglary, auto theft and larceny in excess of $50. J. Edgar Hoover, Uniform Crime Reports for the United States, 1970 (Washington, D.C.: U.S. Government Printing Office, 1971).

[12]Dovie M. White, "A Preliminary Investigation of the Diversion and Control Program in Richmond, California," an unpublished paper, June 8, 1973.

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recidivism. Several studies, however, have been completed. In the Bureau of Criminal Statistics' 1969 publications, the results of following the progress of 4,765 youths for eighteen months after release from incarceration are charted. Within that time period, 1,316 youths were recommitted to Youth Authority institutions, another 280 were incarcerated in other facilities or placed on probation and approximately fifty per cent became involved in misdemeanor offenses. Recidivism data prepared by the California Youth Authority in its 1968 Annual Statistical Report further demonstrates the rather unpromising situation. In a five-year follow-up study of 14,033 youths who were released, sixty-two per cent violated parole.[13]

It is the long-term perspective of the rapid growth of juvenile delinquency that presents the most disquieting picture. The resultant relationship between delinquency and adult criminality is perhaps the most indicative of our present handling of juvenile offenders. A study of California Youth Authority wards discharged from parole shows that within five years, forty-four per cent returned to incarceration--this time in adult correctional institutions--and twenty-six per cent received non-prison sentences. To put these figures more succintly, over seventy per cent of the Youth

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[13]Richmond Police Department, Juvenile Justice, op. cit., pp. 1-3-4.

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Authority wards graduated to adult crime![14]

In summing up its findings on the results and implications of traditional handling of delinquents, the Richmond Police Department, in a proposal for different approaches to the steadily increasing problem states:

> On the basis of the available follow-up studies, the juvenile justice system appears to have had no major impact on the rate of delinquency--as measured by arrests--and fails to rehabilitate the majority of those youths placed in correctional institutions or on parole. In fact, the statistics tend to support the conclusion that despite the earnest efforts of judges, probation and Youth Authority personnel, the juvenile justice system may actually make a major contribution to the adult criminal problem. The adult correctional institutions are heavily laden with the failures of the juvenile justice process.[15]

III. Problem Backgrounds

Definition of Delinquency

One problem inherent to the field of juvenile delinquency, especially in the United States, is the lack of a clear definition of exactly what the term "juvenile delinquency" means. This is due to the extraordinarily broad definition of juvenile delinquency in virtually every jurisdiction. Young citizens are processed by the criminal justice system no matter whether their problems involve serious crimes such as homicide, forcible rape, aggravated assault, and robbery or involve problems relating to drug abuse, school adjustments, life styles, the family, or economic conditions. Many crimes by

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[14] Ibid.

[15] Ibid., pp. 1-4.

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juveniles are crimes only because the act was committed by a "child." Offenses that fall under juvenile status include truancy, ungovernable behavior or running away. Falling into any of these categories of offense often results in the young person being early labelled as a criminal, which in turn increases the possibility of entry into fully criminal careers.

Discretionary justice, as exercised at all levels of the justice system from the patrol officer in the field to the juvenile court also complicates the issue of exactly defining "juvenile delinquency." The beat officer has some discretion as to whether he apprehends a juvenile. Some of the factors relating to the best officer's exercise of discretion include the community context in which the police operate, the organization and policy of the police, the degree of their isolation from the community, and the typologies of the function of the police. The juvenile officer in the department must decide whether to release the offender, continue justice system contact, or refer the juvenile to other possible agencies. The probation officer has similar discretion in addition to bringing a case before the court. The court has even wider discretionary powers. As Glaser has stated:

> Delinquency is an ambiguously and inconsistently used term. It refers to crimes committed by persons of juvenile age (most frequently defined under eighteen) but, it also refers to many non-criminal acts alleged to be conducive of crime (e.g., undue absence from home, idleness). In addition, whether a youth is officially designated

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> by police or courts is a function of the visibility of his behavior, his status in the community, and the status of the complaint, as well as the nature of his actual behavior.[16]

IV. History of Richmond, California

Sociological literature has long demonstrated, beginning with Durkheim's classic work on suicide, the existence of a relationship between rapid change in the society and resultant instability. The deterioration of stability can be conceptually seen as related to a number of "deviant acts" of which crime is one. While population increase is obviously not the only phenomenon accounting for instability and a rise in criminality, the history of Richmond seems to indicate that is is one factor which might be possibly contributory. It would seem that the Richmond Police Department is of the belief that the turmoil caused by rapid population growth and high mobility has contributed to the city's delinquency and criminal problems. In beginning their proposal for a diversion program, the following capsule history of Richmond is given:

> Richmond lies on a peninsula on the northeastern shore of San Francisco Bay. The city is the population hub of Western Contra Costa County and covers an area of some fifty-four square miles, about twenty-eight of which are land surface.
>
> After incorporation in 1905, the population, almost entirely blue-collar, increased steadily. A minority populace was mainly Mexican-American

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[16]Daniel Glaser, "The Meaning of Delinquency," in J. S. Roucek, ed., Juvenile Delinquency (New York: Philosophical Library, Inc., 1958), p. 1.

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with a small black community.

> World War II brought a population explosion, a major increase in industrial activities and a notable change in the racial composition. By 1943, four major shipyards had been constructed and Richmond Harbor had become a huge shipping port for war supplies. The population from 1940 to 1944 grew from 25,000 to 115,000 persons, an astronomical 360 per cent increase. Since the war years, the population has receded. According to the 1970 United States Census, residents numbered 79,043, of whom about fifty per cent were white, thirty-six per cent negro (sic), and ten per cent Spanish surname or language. The difficulties which resulted from Richmond's period of rapid growth were compounded by subsequent years of national racial turbulence. These gave rise to issues with which the city is yet attempting to cope. An estimated 20,000 wartime housing units were constructed within the city limits. This temporary construction eventually created slums, ghetto-like lifestyles and many of their accompanying problems. Included in these problems are a high degree of unemployment and underemployment, low educational levels and high crime frequencies. And although housing and related problems should not be cited as the sole cause of the increasing crime in this country, they must certainly be considered to have contributed significantly to that increase.
>
> While Richmond falls heir to the urban blights of America's central cities, it does not have Oakland's industrial assets nor San Francisco's cultural and residential wealth. Thus, the city is hardpressed to muster the resources necessary to ameliorate its problems.[17]

Labelling and Police Perception of Delinquents.

Delinquency and crime and reactions to them are social products and are socially defined. As one of the chief proponents of the labelling theory states:

> ...deviance is not a quality of the act the person commits, but rather a consequence of

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[17]Richmond Police Department, Juvenile Justice, op. cit., pp. I-1-2.

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> the application by others of rules and sanctions to an "offender." The deviant is one to whom that label has been successfully applied; deviant behavior is behavior that people so label.[18]

The labelling process to which a juvenile is subjected when adjudicated is frequently a means of isolating him as an offender. While individual differences cannot be denied, nor the importance of inculcating individual responsibility, it must be kept in mind that successful adjustment on the part of the juvenile will require some kind of personal reformation, but will also require conditions within the community which will encourage his reintegration into nondelinquent activities and institutions. Participation of the offender in institutions specifically designed for those labelled as delinquents will actively reinforce such a self-conceptualization, as Frank Tannenbaum describes the former as "self-fulfilling prophecy."[19]

The importance of the police in the labelling process has been widely commented upon. Wattenberg and Bufe, for instance, concluded that "the relatively brief contact between a boy or his family and a police officer may be highly influential on a future 'career' in delinquency." They found that certain officers has a higher proportion of non-repeaters among boys for whom they were the initial police contact. These officers

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[18]Howard S. Becker, Outsiders: Studies in the Sociology of Deviance (New York: Free Press, 1963), p. 9.

[19]Frank Tannenbaum, Crime and the Community (New York: Columbia University Press, 1938), pp. 17-20.

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were described independently by their supervisors in more positive terms than were the officers with a lower proportion of non-repeaters.[20] The behavior of police in dealing with juveniles is one whose outcome in terms of future behavior by youths is important enough to warrant a central policy dealing with such encounters. Likewise, the juvenile courts have an equally sensitive situation when dealing with juveniles. To sum up, "delinquency must be thought of as interactions between individuals and agents of society which define their deviance."[21] By adjudicating and holding a labelled offender at arm's length, then any desire on his part for reintegration may be of little consequence. Until the labelling and reacting process are changed, he will remain, by definition, an offender, an outsider.

V. Diversion in Historical Perspective.

Correctional Trends.

Current trends in reactions to crime are best understood in terms of an historical perspective. Correctional practices have been revolutionized twice in the past two centuries and these revolutions have important implications for contemporary thought on the subject.

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[20] William W. Wattenberg and Noel Bufe, "The effectiveness of police youth bureau officers," Journal of Criminal Law, Criminology, and Police Science, Vol. 54 (December, 1963), p. 475.

[21] A. W. McEachern and Riva Bauzer, "Factors related to disposition in juvenile police contacts," in Malcolm W. Klein, ed., Juvenile Gangs in Context: Theory, Research and Action (Englewood Cliffs, N.J.: Prentice-Hall, 1967), p. 151.

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The first revolution occurred in the late Eighteenth and early Nineteenth Centuries. Prior to this time, the typical response to criminal acts was one of revenge and inhumanity. With the growth of western democracy and the rational bent of philosophers and legalists of that period, the correctional system was established to be more rational and equitable. Imprisonment was viewed as the means of eliminating the cruelties and excesses of that time. Accordingly, imprisonment became the predominant penalty for felonies in most of the western world during this time.[22]

With this conceptual framework, the objectives of correctional institutions were straightforward. The offender was to be punished and society was to be protected. Imprisonment was to be used as a humane lesson, deterring rational men from crime by teaching that crime does not pay. It was discovered, however, that this approach was too mechanistic a procedure to deal with the complex problem that habitually characterized crime and criminals. Furthermore, it did not decrease crime, especially where long and repeated imprisonment was involved. In fact, it soon became apparent that this approach tended to increase rather than decrease the likelihood of further violations. Also, with the number of prisoners confined continually increasing, the issue of whether imprisonment was a more humanitarian response to crime came under question.

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[22]Empey, op. cit., p. 1.

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The late Nineteenth and early Twentieth Centuries were therefore marked by a decline in this classical approach to corrections and a second revolution was introduced. Rather than a deliberate misuse of free will, crime was viewed as the result of complex cultural and psychological factors, and a medical analogy began to be applied to criminals. The criminal's violations of rules were viewed as more of an illness than a conscious choice to do wrong.[23]

This orientation resulted in two striking changes in legal and correctional decision making concerning treatment. First, statutes were introduced which permitted the court to defer sentencing decisions until the offender could be studied and the judge receive recommendations. This brings up the second change in the making of decisions concerning treatment. Responsibilities were divided among more persons for making those decisions about the offender which the court would make. Thus, probation officers, psychiatric consultants, and others became advisors to the court. Furthermore, decision responsibility was divided throughout the whole correctional process. The indeterminate sentence was introduced, specialized treatment programs were added, and maximum, medium, and minimum security prisons were established.

Theoretically, this new approach was expected to

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[23]Jackson Toby, "Is Punishment Necessary," The Journal of Criminal Law, Criminology and Police Science, 55 (September, 1964), p. 323.

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respond to classes of offenders rather than to classes of crimes. In theory, the response of corrections concentrated much more upon the individual than upon his crime.[24] Despite these developments, however, there is an increasing accumulation of negative evidence concerning this second revolution in corrections. While current practices are without doubt more humane than earlier form of punishment, delinquency and recidivism appear to have continued at a high rate. Individualized treatment by specialists also seems to have had disappointing results.

It is to be hoped that a third revolution in corrections is forthcoming. Such a revolution would concentrate on a reintegration of the offender into the mainstream of society. It is beginning to be understood that in order for rehabilitation to be successful, both reformation and reintegration are necessary. Unless both are utilized, it is apparent that correctional programs are doomed to failure. Just as the monstrous punishments of the Eighteenth Century failed to curtail crime, so have the efforts of the Twentieth Century. Some of the causes have already been discussed to explain this failure, such as the changes society itself must be forced to undergo, and the detrimental effects of labelling. A program of diverting the (youthful) offender from the traditional judicial processes of this period may be viewed as a response to the problems of

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[24]Empey, op. cit., p. 3.

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correction, for while society would be much more difficult to change, an individual's relationship to it is much more malleable. Consequently, diverting the offender from situations which would cause the application of destructive labels imposed upon him by himself and society, with the resultant problems of reintegration, is one possible ameliorative action.

Juvenile Diversion

In 1967, the President's Commission on Law Enforcement and the Administration of Justice recommended that diversion from the judicial process should be strongly emphasized in dealing with delinquents:

> ...a great deal of juvenile misbehavior should be dealt with through alternatives to adjudication, in accordance with an explicit policy to divert juvenile offenders away from formal adjudication and to unjudicial institutions for guidance and other services.[25]

To implement such a policy, the Commission recommended the establishment of local Youth Services Bureaus:

> An essential objective in a community's delinquency control and prevention plan should therefore be the establishment of a neighborhood youth-serving agency, a Youth Services Bureau, with a broad range of services and certain mandatory functions. Such an agency ideally would be located in a comprehensive community center and would serve both delinquent and nondelinquent youths. While some referrals to the Youth Services Bureau would normally originate with parents, school, and other sources, the bulk of the referrals could be expected to come from the police and the juvenile court intake staff, and police and court referrals should have special status in that the Youth Services Bureau

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[25]President's Commission on Law Enforcement and the Administration of Justice, Task Force, op. cit., p. 83.

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would be required to accept them all.[26]

Coordinating Councils

The idea of coordinating a community's resources to combat a locality's criminal problems is far from new. Wheelock reports that the first such council started no later than 1905 in Cleveland, Ohio.[27] During 1933 and 1934, the American Prison Association and the National Probation Association, as well as the Senate Sub-Committee on Crime, endorsed the widespread use of coordinating councils.[28]

Unfortunately, these councils have not lived up to their promise of preventing delinquency. An analysis by Saul Alinsky indicates that councils have two basic weaknesses. They tend, first of all, to view a problem that comes to their attention as isolated from other community problems and secondly, there is a failure to recognize that factors influencing the members of their community is greatly shaped by forces that go well beyond the local scene.[29]

Recent developments in the coordinating council approach to delinquency have important implications for

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[26] Ibid., p. 83.

[27] G. Wheelock, "Coordinating Council Guidelines for the Prevention of Juvenile Delinquency" (unpublished Ed.D., University of California, Los Angeles, 1968), p. 20.

[28] Ibid., p. 22.

[29] Saul D. Alinsky, Reveille for Radicals (Chicago: University of Chicago Press, 1946), p. 81.

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the Juvenile Diversion Program of the Richmond Police Department (hereafter referred to as RPD). There has been an increasing emphasis in recent years toward the community treatment of offenders as an alternative to large state institutions. Also, there has been a corollary attempt on the part of California State judicial agencies to keep the penetration of the juvenile offender into the judicial system to a minimum. Thus, another example of the trend to community treatment philosophy has been the subsidy programs in which county probation departments are reimbursed by the State of California for increasing the percentage of juvenile offenders maintained at the county level. Conversely, the county is not reimbursed for those juveniles it sends to the state level, the California Youth Authority.[30]

Another indication of such a change in treatment attitudes is the proposed merger of the Department of Corrections and the California Youth Authority. An integral part of the merger planning includes plans for closing most of the state correctional institutions for juveniles and adults. The long term objectives of these statewide changes, both operationally and philosophically, are to force individual counties to provide facilities for the rehabilitation of most of

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[30]RPD, Juvenile Justice, op. cit., p. 1-5.

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their own offenders.

VI. RPD's Juvenile Diversion Program.

Initiation of the Program

Because the RPD continued to witness a continuation of the extremely high rates of juveniles offenses through the end of 1971, the department was not favorably inclined toward the existing Youth Services Bureau in the area. While the department could have chosen to focus its efforts to amend the existing Youth Service Bureau, it instead chose to branch out into diversionary efforts of its own.

Prior to the establishment of the Diversion Unit, the Richmond Police Department visited and/or reviewed several organizations that were attempting to implement some form of diversion. The strengths and weaknesses of each program were assessed. The programs visited included the Community Youth Responsibility Program in East Palo Alto, California; Project Intercept operated by the North Bay Human Development Corporation in Vallejo, California; a proposed collaborative diversion effort by the law enforcement agencies and probation department in Santa Clara County, and innovative diversion approaches by the Sacremento Police Department and the Sacramento County Probation Department.[31]

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[31]RPD, Richmond Police Department Juvenile Diversion Program, Final application for the California Council on Criminal Justice grant, n.d., p. 14.

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It was discovered that each program investigated by the Richmond police focused upon one area it considered absolutely essential as an effective diversionary mechanism. In a basic and fundamental manner, the approach to diversion by the Richmond Police Departmental differs drastically from the above program concepts. It was felt by the department that there was no single essential area of effort to emphasize because delinquency is related to myriad causes. The RPD's program is therefore multi-faceted in scope so as to best content with delinquency's many causes.

The department was subsequently reorganized in the early months of 1972 to provide increased allotment of its existing resources to juvenile cases and to provide the structure for increased personnel, equipment, and other resources coming to the department as a result of a twelve month grant awarded by the California Council on Criminal Justice beginning July 1, 1972.

Assumptions of Richmond's Diversion Program

While the many policy and program decisions of the RPD's diversion program will be discussed in detail below, the very idea of a diversion program in the community must be investigated. Such a concept embodies two major assumptions. The first assumption is that community based treatment is the preferred approach and setting for remedying or controlling social deviance defined legally, mentally, or emotionally, as opposed

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to institutional treatment. Diversion represents an improved balance between punishment and positive reinforcement for pro-social behavior. There is a decreased involvement with punishing authorities and increased involvement with authorities who focus on and reinforce pro-social behavior. The part labelling theory plays in this has already been discussed. Suffice it to say, then, that if the label is more positive, expectations are more positive, and the probability for improved behavior increases. Thus, where the label of delinquency increases the problem, the most effective diversion occurs at the earliest stages in the labelling process with greatest prevention of contact with the justice system.

The second major assumption of the RPD's Juvenile Diversion Program then, is that of community intervention enabling the juvenile to come into contact with members of the community actively and positively acting in the interests of juveniles. The reasons for such intervention, as described by the President's Commission, are well founded:

> The California Youth Authority for the last five years has been conducting a controlled experiment to determine the effectiveness of another kind of alternative treatment program for juveniles. There, after initial screening, convicted juvenile delinquents are assigned on a random basis to either an experimental group or a control group. Those in the experimental group are returned to the community and receive intensive individual counseling, group counseling, group therapy, and family counseling. Those in the control group are assigned to California's regular institutional treatment program. The

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> findings so far: 28 per cent of the experimental group have had their paroles revoked, compared with 52 per cent in the control group. Furthermore, the community treatment program is less expensive than institutional treatment.[32]

Brief Description of the Program

The Richmond Police Department program is coordinated with the recent reorganization of the entire department, and includes the formation of a new unit designated Control and Diversion. The program is to be integrated within the entire Richmond police system. The specific purpose of the Control and Diversion (hereafter referred to as C and D) Unit is threefold: delinquency prevention, education and training with regard to child and juvenile issues, and juvenile diversion. The program further includes training for all police personnel in the following areas: juvenile crisis intervention, use of juvenile resources in the community, recognition of child neglect and battered children, and drug education. The diversionary unit personnel will receive further training in areas such as group and individual counseling.[33] The C and D Unit is commanded by a Captain, with a complement of a Sergeant and six police officers composed of four men and two women. After investigations are completed by uniform and detective divisions, juveniles are taken to the C and D Unit where the officers of the Unit conduct

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[32]President's Commission on Law Enforcement and Administration of Justice, op. cit., p. 43.

[33]RPD, RPD Juvenile Diversion Program, op. cit., p. 1a.

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an initial interview and dispositions are made. All 601's and most 602's are to be diverted. Thus, neither the nature of the crime, the number of offenses, nor the seriousness of the crime would ideally exclude an offender from the program.[34]

The prevention activities of the diversionary unit will include a tutorial program in which older juveniles tutor younger children who are experiencing school problems; a child and youth employment program to locate and develop part-time jobs for youth; intervention in neighborhood disputes that could potentially result in juvenile problems; and stimulation of community organizations and service groups to provide additional juvenile resources to Richmond youth. The diversionary activities of the unit, for offenders, will include building and maintaining an active referral system utilizing all possible juvenile and child guidance agencies and resources in the Richmond area; group counseling; providing behavior management training to the parents of youthful offenders; and educational counseling.[35]

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[34]White, op. cit., p. 5.

[35]RPD Juvenile Diversion Program, op. cit., p. 1a.

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SUMMARY

Chapter I indicates that the community and police agencies should understand the roles and attitudes toward the treatment of delinquency; that criminologists must join with other social scientists in combatting and preventing delinquency through research, for it is evident that most researchers have not interested themselves in problems of youth, as with isolating youth by incarcerating them. New approaches are vastly needed for implementation of new and innovative programs of attack, and society itself is doomed to despair unless broad and decisive changes are made in this field.

This chapter explains that the policeman's primary duty has been to keep order, protect life and property--this idea is out of date. He must serve a function within the community, as part of the community, and is urged to realize that in juvenile delinquency and crime prevention lies the key to lessen crime. This is where society again is to blame, because it must focus its attack on delinquency and crime in other ways and methods besides apprehending and incarceration; it must focus on the socio-economic factors that contribute to crime. Police must design programs to reduce or alleviate the causes of crime in such an area as Richmond, which is obviously a complex and difficult task without help from the community itself.

Chapter I also suggests the Richmond Police Depart-

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ment, namely: "Team 28", which is discussed in this chapter. This team was successful with the community's help of 36,000 residents. The community helped solve and alleviate crime by assisting the police officers. They were active participants and became a prime motivational factor.

This chapter also explains what James J. Brennan found in researching 168 police departments in the United States that the police did not share the function of criminal control and did not share the responsibility of treatment for those convicted and incarcerated and that the police departments did not function through community organization projects. It seems to me that the police will always be in a struggle for control of delinquency and crime unless they take the initiative to be a part of the community, or even governed by the community.

The Richmond Police Department did try to utilize the community's resources as a diversionary alternative to probation and incarceration. Statistics show that Richmond in 1971 had 117 per cent greater crime rate than the United States average, and 226 per cent greater than the national average, but between 1972-1973 incarceration of juveniles was reduced via diversion. Therefore, the Richmond Police Department Diversion Program did provide an alternative to the institutionalization of juveniles and delinquent youth.

Chapter I also notes the special problem of how

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4,765 youths, eighteen months after release, 1,316 of these were recommitted to youth authority institutions again. It shows the problem of 14,033 youth who were released, sixty-two per cent violated parole. In fact, the statistics support the conclusion that despite the earnest efforts of judges, probation and youth authority personnel, the juvenile justice system may actually make a major contribution to the adult criminal problem. It also indicates that the history of population growth of Richmond is not the only phenomenon accounting for instability and rise of crime. High mobility has contributed to the city's delinquency and criminal problem because of the four shipyards that recruited people from many midwestern and southern states in the 1940's.

In Chapter I the labelling process and police perception of delinquents are discussed. The participation of juveniles in institutions designed for those labelled as delinquents will actively reinforce such a self-conceptualization, as described by Frank Tannenbaum in "Self-Fulfilling Prophecy."

Correctional trends are discussed. Reaction to crime is best understood in terms of an historical phenomenon. It explains the first revolution that occurred in the late eighteenth and early nineteenth centuries, but before this time, the response to criminal acts was one of revenge and inhumanity. In the late nineteenth and early twentieth centuries, another revolution was introduced. Crime was viewed as a result

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of complex cultural and psychological factors. This is where medical analogy began to be applied to criminals. The criminal violation of rules of law was viewed as an illness. It is hoped that a third revolution is on its way; this would concentrate on reintegration of the offender into the mainstream of society.

This chapter also gives a short rundown on juvenile diversion and how the President's Commission on Law Enforcement strongly recommends that diversion from the judicial point of view be emphasized when dealing with delinquents.

Chapter I gives an example of a coordinating council, and the approximate date of formation. Some say the council was first formed in Cleveland, Ohio in 1905. Some say it was first formed in Berkeley, California in 1907. Unfortunately, these councils have not lived up to their promise of preventing delinquency. Saul Alinsky indicates that councils have two basic weaknesses. They tend, first of all, to view a problem that comes to their attention as isolated from other community problems. Second, there is a failure to recognize that factors influencing the members of the community are greatly shaped by forces that go well beyond the local scene.

This chapter gives a brief description of the program and how it has been coordinated and organized with a new approach to control and diversion. The program included training for all Richmond Police

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Department officers in the following areas: juvenile crisis intervention, use of juvenile resources in the community, recognition of child neglect, battered children and drug education, and how it trains in individual counseling. The chapter also explains what officers are in command and how many are used for the C and D Unit.

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CHAPTER II

STRATEGIES AND PROGRAMS FOR DELINQUENCY PREVENTION AS USED BY THE RPD'S DIVERSION PROGRAM

I. The Concept of Prevention

The field of prevention is by far the least developed area of criminology. In scientific and professional circles, the subject of prevention has received remarkably little serious attention. Even the basic concepts in the field of prevention lack precision. It should therefore not come as a surprise to note that Sullivan and Bash emphatically and categorically state that delinquency prevention programs in the United States are ill-defined and unorganized.[1] They give the following reasons for this state of affairs:

(1) The conceptions, agencies, and practices aimed at preventing delinquency are, and have been, characterized by a number of unresolved questions and contradictory issues;

(2) There are no accepted or commonly useful frames of reference to facilitate comparison, classification,

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[1]Clyde E. Sullivan and Carrie Street Bash, "Current Programs for Delinquency Prevention," Delinquency Prevention: Theory and Practice, ed. by William E. Amos and Charles F. Wellford (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1967), pp. 51-65

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and communication between prevention agencies and the agencies of law enforcement and those of the scientific disciplines;

(3) Prevention per se, involves conceptual and operational ambiguities that raise difficulties for adequate and unequivocal definitions.

Enrico Ferri believed that crime and delinquency followed the form and nature of the community. He felt that any given society would have the number and kinds of crimes it "deserved" as a result of its own inherent structure and values. To modify and decrease the incidence of crime, Ferri recommended a social change to replace ineffective punitive measures of social control.[2] It is, however, neither proper nor moral to ask individual delinquents or criminals to wait for such a change in their society's fabric as a whole. Instead, we must assist such individuals to develop survival strategies that will help them transcend society's disregard and malice.

If, then, the only practical alternative available for a reduction of criminal or anti-social acts is a change in the personal behavior patterns of society's criminals and delinquents, then the least that could be done is to reinforce such behavior modifications in those who have already gone against society's fabric, and to

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[2]Enrico Ferri, Criminal Sociology, trans. by J. L. Kelly and John Lislo (Boston: Little Brown and Co., 1917), p. 4.

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prevent any future such occurrences; for those who have not yet committed illegal or anti-social acts, an emphasis must be placed on preventing such an occurrence. It would appear, then, that any positive actions taken in respect to aiding juvenile delinquents must, at present, take into consideration some aspect of prevention.

Any program designed to provide services to children and the adults surrounding them can be rationalized as a program of delinquency prevention. Delinquency prevention activities are those providing direct help and services to individual children and those helping children indirectly by changing their social environment. Many programs operate on the basis of one or the other of these goals. Put in another way, prevention programs either attempt to alter and correct environmental conditions leading to delinquency, or provide services designed to offset and deal with the social and psychological change produced in persons by such conditions.

Another very important occurrence in the changing conceptualization of prevention is the movement away from individual prophylaxis to community treatment, which is now the dominant trend in preventive programs.[3] This means that the focus and evaluation of programs must be related to suprapsychological and superindividual factors.

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[3]Charles F. Wellford, "The Prediction of Delinquency." Delinquency Prevention: Theory and Practice, ed. by William E. Amos and Charles F. Wellford (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1967), p. 35. See also Sullivan and Bash, op. cit.

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II. Prevention and the RPD Prevention Program

An important thesis postulated by the RPD is that the majority of young people within its jurisdiction living in slum or ghetto-like conditions are socially rather than emotionally maladjusted. To better insure the possibilities of socially constructive behavior and the reenforcement thereof, the RPD Diversion Program provides opportunities for association with respected neighborhood adults who will support juveniles' inclinations to behave in a socially acceptable manner, while at the same time keeping the juveniles unscarred by police or judicial contact.

The leadership in these programs will be provided by both professional people and volunteers. All participating individuals, however, will, whenever possible, have a definite sense of "belonging" to the community from which stem the juveniles themselves. A program will best function, it is assumed, if it is operated not by outsiders, but by the natural leaders who are residents of the area and who have shared standards. It is presumed that when a juvenile enters into a program instituted and managed by respected adults operating their own social and educational activities for the benefit of target individuals, a rapport and a feeling of mutual understanding will develop that will be of benefit to all parties.

Because the Diversion Program of the RPD views delinquency as a problem of the entire community, the

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most important attempt at prevention is one which demands the cooperation of the community's entire available resources. This is especially true when the resources are insufficient or not readily available. Such coordination in Richmond is also of extreme importance due to the fact that Richmond is such a high delinquency area where coordination is especially important in concerting the efforts of participating agencies to bring their services to bear in a more efficient and effective manner.

It is the hope of the RPD that, through its centralization of the problem of delinquency by the implementation of the Diversion Program, many of the difficulties encountered by Sullivan and Bash (as mentioned above) can be either eliminated or alleviated. Such problematical areas of prevention as a decisive and unequivocal policy towards the disposition of delinquents, the frames of reference by which to deal with delinquents, and the enlistment of cooperation and the coordination of all community agencies and resources in a "team" approach are the strategies by which the RPD hopes to successfully meet the challenge presented to the department by delinquency. The committment of a major urban police department to respond to delinquency with a program of prevention is in itself highly laudable and progressive. Such a decision must, however, be followed up by concrete programs and proposals in order to enjoy any degree of success. While it is beyond the scope of this paper to investigate the many theories of delinquency and types

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and classifications of prevention (e.g., control, punitive, special, general, and corrective prevention,[4] or primary, secondary, and tertiary prevention[5]), the remainder of this chapter will be taken up with the areas in which the RPD hopes prevention will take place. It is these areas which the RPD has emphasized and focused on in the prevention and diversion program.

Broadly speaking, there are eight spheres of activities that will be used by the RPD to prevent delinquency: (1) prevention through the family, (2) prevention through religion, (3) prevention through the school, (4) prevention through recreation, (5) prevention through the economic structure, (6) prevention through the police, (7) prevention through the courts, and (8) prevention through service clubs and organizations. Each sphere will be described as to how it might be manipulated to reduce the problem.

A. Delinquency and Crime Prevention Through the Family

As a biological, psychological, and social unit, the family is related to delinquency in a number of ways. It is impossible to separate the influence of the family from such environmental variables as poverty, slum residence, ethnic discrimination, broken homes, or lack of education. These factors have been successfully

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[4]Peter Lejins, "The Field of Prevention" in Delinquency Prevention Theory and Practice, ed. by William E. Amos and Charles F. Wellford, op. cit., pp. 1-5.

[5]Wheelock, op. cit., pp. 94-97.

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correlated statistically and indicate a positive connection between the above factors and the incidence of delinquency. Factors such as neglectful mothers, hostile families, broken homes, and families with prior histories of criminality were all positively correlated with delinquency.[6] It is important, however, to note that the statistical study of delinquency, so popular in delinquency research, does not indicate causal relations but merely correlations. Because the relationship between the factors being studied in a statistical analysis are ambiguous and difficult in assessing causality, statements concerning the causes of delinquency are couched in terms of probability. It therefore is not entirely possible or practical to isolate one or another of the factors impingeing upon the family in an effort to reduce delinquency.

A great deal, however, may be learned and utilized when modern learning theory is brought to bear on the study of delinquency and its relationship with the family. This theory postulates the idea that delinquent behavior is learned behavior. It is within this framework that the RPD will attempt to use the force of the family to prevent delinquency.

The learning theory has recently been reformulated as the theory of differential reenforcement. In terms of delinquency, this theory states that delinquent

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[6] Barbara Wootton, Social Science and Social Pathology (New York: The Macmillan Company, 1959), pp. 136 ff.

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behavior occurs in those environmental situations in which such behavior is reenforced; conversely, delinquent behavior does not occur, or is less likely to occur, in those situations where delinquent behavior is negatively reenforced. The implication for the family and its relation to the police on a child is found to be a delinquent or to have delinquent tendencies is, of course, far-reaching. Furthermore, in the context of a comprehensive preventative program, a theoretical committment involving the use of the learning theory of differential reenforcement in regards to working with the active participation of the family in trying to stem delinquency is especially helpful. Such an orientation results in emphasizing the interrelationships between members of the family rather than focusing attention of the family on equally as important factors as the family, but ones which are extraneous to the family and possibly beyond their capacity to influence. In programs lacking adequate funds, the use of the family members themselves through the findings of learning theory, to attempt to curtail delinquency can be particularly important.

Most delinquency prevention programs indirectly involve the family, with the primary emphasis of the program perhaps being a child guidance clinic, a school program, a vocational rehabilitation program, or a housing program. The President's Commission has said, "The programs and activities of almost every kind of

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social institution with which children come in contact--schools, churches, social services agencies, youth organizations-- are predicated on the assumption that children acquire their fundamental attitudes toward life, their moral standards, in their homes."[7]

In a well-known study on the problems associated with the family and its relation to delinquency, Glueck and Glueck found that in predicting delinquency, the best source of data indicative of possible future delinquency involved the family.[8] In both a re-affirmation of the importance the family's attitudes play in delinquency and an affirmation of the Gluecks' study, it was found that 97.1 per cent of the subjects classified by the use of the Gluecks' scale to be low-probability delinquents were not delinquent whereas 84.8 per cent of those in the high-probability group were delinquent.[9]

While the importance of the family in reducing and preventing delinquency cannot be overestimated, the sad fact is that social services frequently do not reach the families that need it most. Perhaps sadder still is the fact that even when families are reached by social agencies, the results are often only mildly successful at best. One study found that in a special effort to

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[7]President's Commission on Law Enforcement and Administration of Justice, Task Force, op. cit., p. 223.

[8]V. A. Leonard, Police Crime Prevention (Springfield, Illinois: Charles C. Thomas, 1972), p. 52.

[9]Maude M. Craig and Selma J. Glick, A Manual of Procedures for Application of the Glueck Prediction Table (New York City Youth Board, 1964).

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effect hard-to-reach multiproblem families, improvement was found in only 18 per cent of those families who had cooperated.[10]

One possible explanation for such disappointing results is that no attempt is made by social service agencies to alter the behavior of the recipient in a meaningful direction. As a result, dependency rather than self-reliance occurs. A successful program must result in meaningful changes in the behavior of the family involved. Neither therapy nor social welfare has achieved these goals. Perhaps the reason is that either the family is overlooked in attempting to solve the problem, or else the family is considered the major solution to the problem, and in such a conceptual vacuum, is left without enough outside resources to fall back on for help and reenforcement.

In connection with the far-reaching influence upon the youngster of the home and home life. Bernard Shaw made the interesting observation that, "The only occupation for which no training is required is parenthood."[11] In order to prevent delinquency through the family, programs must both strengthen and make use of the individual family members through education and other training. Families that do not reenforce social behavior in a socially desirable direction will very

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[10]Harry M. Schulman, Juvenile Delinquency (New York: Harper and Row, 1961), pp. 733-34.

[11]Leonard, op. cit., p. 55.

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likely produce individuals who exhibit a high rate of deviant behavior, including delinquency and crime. The reduction of delinquency greatly depends upon changes being made in the environment in which the individual family exists, because behavior is a product of the environment in which it occurs.

B. Delinquency and Crime Prevention Through Religion

Certainly, the church and religion occupy a commanding position as one of the major social institutions of our society. In a survey of the works of leading authorities in the field of criminology, however, there is a divided opinion with respect to the impact of religion on the prevention of delinquency and crime. While some studies do show certain correlations between religion and delinquency, others indicate that there is no relationship between the two. Likewise, the authorities are also divided as to the importance, effects, and potential of religion vis a vis crime and delinquency. For example, in a doctoral dissertation published at Harvard University in 1961, Juan B. Cortes found that the difference in religiosity of 200 Boston youths (100 delinquents, 100 nondelinquents) was very significant. In studies of matched pairs (20 of each group), and according to their own reports of self-evaluation, the delinquents compared with the nondelinquents lacked intrinsic religiosity. The opinions of the parents of both groups agreed entirely with those expressed by

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their sons.[12] In contrast, Amos and Wellford report that,

> If conclusions were validated by numbers alone, the statement of Walter A. Lunden in his recent publication, Statistics on Delinquents and Delinquency (1964), would best describe the present agreement of social scientists as well as psychologists: 'In spite of the general opinion that religion creates "good" conduct and irreligion causes delinquency, the statistical data available tend to prove the contrary almost to the point of paradox.[13]

No matter what the effect of the ambiguous concept of "religiosity" might be, it is generally felt that as an institution, the church as an institution has generally failed to realize its potential as a viable preventative to delinquency. The main reason for this has been described as the "irrelevancy" in the church's attitude towards human behavior, especially when the behavior under discussion is termed "deviant."

This is not to say that the totality of religion is ineffective in dealing with delinquency, for there are precedents that would seem to indicate that religious institutions can be preventative. Programs such as the YM-YWCA, and the Catholic Youth Organization indicate that church oriented groups can have an impact on the positive reenforcement of youth. As delinquency prevention organizations, however, the value of their programs is not of consequence. It appears then, that the determination to make environmental changes presents the

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[12] In Amos and Wellford, op. cit., p. 105.

[13] Ibid., p. 102.

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church with a new function and the clergy with a new role. While the church has not taken a decisive stand on the matter, it stands in a crucial and important position to do so. Certainly, it can help in analyzing the community's problems in respect to delinquency, it can help educate the community and assist in dispensing other information, it can assist in the development of effective juvenile, family, and criminal courts, it can help rehabilitate offenders, both juvenile and adult, and it can take part in community programs specifically designed to prevent delinquency. Perhaps what the church, and more specifically the clergy needs is some encouragement as to what constitutes the proper functions of religion. Along with suggestions as to what church-related functions might be particularly helpful and some amount of coordination and communication between the two institutions, the police and the churches might become successful and complementary partners in combating delinquency.

C. Delinquency and Crime Prevention Through the Schools

For many reasons, the schools are in a central position to participate in programs designed to reduce and prevent delinquency. For one thing, the fact that the public schools deals with 90 per cent of the children in the United States causes the educational system to bear an especially heavy responsibility.[14] Its universality as well as its actual and potential resources to

[14]Leonard, op. cit., p. 57.

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mount an attack on delinquency further increase its importance to any program of prevention.

This position, however, has not been adequately filled. For one thing, the school has taken on the mentality and perspective of the middle-classes of this country to the neglect of the desires and needs of the lower-income groups who most need help. Another factor contributing to the schools' inability to effectively deal with the problem of delinquency is that the primary causes for delinquency occur beyond the school's boundaries. Policies within the schools and budgets and personnel received and recruited from outside the school also contribute to education's failings in the field of preventative delinquency.

It is important to note that although some of the norm-violating behavior manifested by youngsters is due to emotional disturbances (25 per cent), the cause of the vast majority of the cases can be traced to cultural deprivation (75 per cent), of which all but five per cent are members of the lower class.[15] There are various positions the schools might take to correct these deprivational factors. They can develop a value system that is more in line with the short-range goals and limited hope of too many of their wards. Another thing the school could do is to re-organize both the teaching

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[15]William C. Kvaraceus and Walter B. Miller, Delinquent Behavior: Culture and the Individual (Washington, D.C., National Education Association, 1959), pp. 54-55.

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methods and the curriculum. Such a step would hopefully make both more practical and function to hopefully make the end results of their programs more employable.

There are many things, then, that schools can do to improve their own policies to accommodate those of their students who most need assistance. In connection with the Diversion Program of the RPD or with generally closer and more comprehensive and coordinated programs of delinquency prevention, there are many other steps that might be taken by the schools to mutually reenforce the agencies of society to prevent criminality or deviant behavior. These steps might be generally subsumed under the general heading of an improvement in the self-concept of the delinquent or the delinquency-prone child.

For one thing, special school services working in conjunction with a comprehensive community plan would do much to provide the positive reenforcement and encouragement necessary for a change in behavior patterns that should be received by the youth or child in so important and influential an agency as the school. Such student personnel services should include child accounting and attendance services, and psychological, health, and social services peopled by educators, psychologists, physicians, nurses, and social workers all working for the same goal in much the same manner and closely paralled by other, equally single-minded and important institutions and individuals. Such guidance services would approach the individual as an individual

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and attempt to reenforce and encourage wise choices and adjustments. It should be noted that while such an involvement by the schools might at first be viewed as unrealistic and altogether beyond the budgetary capabilities of, for example, ghetto schools, it must be remembered that not only is it possible for the school to refer students to such services rather than employ those services on a full-time basis, but it is imperative to bear in mind that both the schools and the services they were associated with would be but a part of an overall scheme to deter delinquency. The schools, would, in effect, be bounded on all sides by other community groups and social agencies working in conjunction to deter the problem.

The school is especially important regarding this last point, i.e., actively participating in the coordination of community efforts to encourage pro-social behavior in children and youths. The school is undoubtedly the major social agency that youngsters come into contact with. Perhaps no other social agency or institution has as much of a natural bridge to the home as does the schools. Likewise, the schools are also natural bridges to bring together commerce and industry with prospective workers. It is apparent, then, that the neighborhood school can be preserved as operating in the center of a complex of services, resources, and encouragement, for not only the children involved, but to their families and the adults associated with them. It is

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unlikely that many would debate such a possible perspective. It is equally unlikely that the need for a centralized coordinating function would be debated. For the police to fill that role would, however, very likely stir up a hornet's nest of controversy. This possibility notwithstanding, both the need and a probably solution is now available, and one must be taken advantage of to eliminate the other.

D. Delinquency and Crime Prevention Through Recreation

Recreation provides an especially challenging and attainable deterrent to delinquency. The benefits accruing to a delinquency prevention program that includes the use of recreation are many. It is an important and positive force in the lives of young people that can particularly aid in their development. Furthermore, recreational programs inherently demand the use of many resources, thus making planning and coordination both natural and, in anticipation of the activity, very likely enjoyable.

It is, however, true that professional recreation personnel have generally accepted, without question, the tenet that organized recreation prevents delinquency. It is also true that research has never successfully validated this claim.[17] To the contrary, there are many publications which discuss organized recreation's

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[17]Norman P. Miller and Duane M. Robinson, Controlling the Poor: The Undeclared Goal of Public Recreation (an unpublished Ph.D., University of California, Los Angeles, 1973), p. 2.

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historic ineffectiveness in preventing juvenile delinquency.[18] Other difficulties present themselves as well. For instance old recreational centers in the inner cities such as neighborhood houses, boy's clubs, etc. which once flourished have moved with their former clientele to the new neighborhoods in following the financial support. Also, it appears that public recreation, like so many of the voluntary services, is fast assuming the character of services for a fee, a policy which, of course, is once again geared to the great middle class's needs. The fact that a large and important segment of our population is being squeezed out of recreation programs, either because its members cannot or will not pay even minimal fees or because they are not being offered suitable, attractive programs, will cause increasing problems to both the individuals involved and society.

It has already been suggested that as a device for getting together in an enjoyable atmosphere varying segments of the population in imaginative ways, recreational programs had great potential. The primary reason for this, in fact the raison d'etre for the diversion program, is that recreation is uniquely suited for favorably influencing hard-to-reach youth. There are many reasons for this. Recreation can lure delinquent and predelinquent youths and hold them in an organized social setting without compulsion and legal mandates, for the voluntary nature of recreation is and has been

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[18] Ibid., p. 3.

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an important one in the history of recreation. Further, recreation can provide an ideal situation for developing rapport between adult models and youngsters because such a program fosters close relationships and contact, and equally important, provides many learning situations and situations where the youngster will have to deal with the pressures (as from competition) and urgings that he will find on the street. Recreation thus allows the observation of the youth's behavior pattern in a group situation. A successful recreation program should also be available as an element to satisfy many of the emotional needs of individuals. In this context, it can serve as a form of "therapy" to provide a satisfying group experience or a personal outlet allowing a socially acceptable outlet for various emotions or emotional problems.

Thus, while there is at present a lack of knowledge concerning the relation of recreation to delinquency in general and to the prevention of delinquency in particular, it is fairly safe to assume that such a program, when incorporated into a comprehensive program of delinquency prevention, would almost certainly have some advantages and successes. Thus, while it is not, for example, known if a youth in a recreation program may learn not to become a delinquent, it would nevertheless place him in contact with individuals who are the main weapons in attacking the problem. Further, it would also call for an advantageous mutuality between the agencies and the individuals involved. The least that could be accomplished is

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the creation and furthering of lines of communication, in itself not a bad result.

E. Delinquency and Crime Prevention Through the Economic Structure

The economics of juvenile delinquency have been so reported as to make it seem that a solution to this one problem area would automatically cause the problem to go away. Like human behavior in general, delinquent behavior involves a large number of interrelated variables, of which economics is only one. No single interpretation of the cause of delinquency is possible without the danger of overlooking important other factors at work. Again, it is a matter of incorporating within a program those resources that take into account the full spectrum of the causes of delinquency. Concentration or over-emphasis of any one factor will necessarily lead to a lack of a balanced attack on the problem which will subsequently cause an inefficient solution to the problem. If, for example, the economic causes of delinquency were to be over-emphasized, then the implied goals of such a program would be the prevention of delinquent acts caused by the youth's economic circumstances, an important but rather limited goal when one considers that the major goal is, of course, to prevent delinquency by focusing on its many causes.

Just as the importance of economic circumstances should not be singularly focused upon, neither should it be ignored. The role of economic factors in delinquency

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is not readily known. We simply will never know how much and what kind of delinquency results from non-economic factors until we control the basic economic situation.[19] The young in the population groups of the urban lower classes have surely received the brunt of enforcement agencies' and the media's attention, and at least part of the reason for this has to do with economics. Economic factors, however, also enter into "... the relatively safe deviation...as exemplified by the car-sex-alcohol syndrome...especially as practiced by such privileged groups as college students..."[20]

While the information on any correlations between delinquency and economic factors is inadequate, such information as exists does indicate that the relationship is not insubstantial. Fleisher, for instance, has noted that "...The effect of unemployment on juvenile delinquency is positive and significant."[21] Fleisher has also pointed out that "...The effect of income on delinquency is not a small one."[22] He continues, and points out from his rough calculations,

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[19]James Tobin, "Improving the Economic Status of the Negro," Daedalus, XCIV, No. 4 (Fall, 1965) of The Proceedings of the American Academy of Arts and Sciences, p. 885.

[20]T. M. Martin and J. P. Fitzpatrick, Delinquent Behavior (New York: Random House, Inc., 1964), p. 83.

[21]B. M. Fleisher, "Unemployment and Juvenile Delinquency," Journal of Political Economy, LXXI, No. 6 (December, 1963), p. 53.

[22]B. M. Fleisher, "The Effect of Income on Delinquency," Working Paper No. 40, Center for Organizational Studies, University of Chicago (January, 1965), p. 28.

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> ...That a ten per cent rise in income may be expected to reduce delinquency rates by between fifteen and twenty-five per cent when the income change occurs in every delinquent area and is of the type that will reduce the number of broken homes as well.[23]

It is important to note that such figures are meant to be illustrative than definitive. Nivertheless, they do indicate that there is some promise in manipulating economic factors with delinquency prevention as the goal. Like other spheres of influence mentioned in this chapter, the economic factors that can be manipulated are subject only to the imagination of the program coordinators. Thus, while the first and most obvious manipulation of economic factors in respect to delinquency is procurring part-time jobs for delinquents of age, the scope can be greatly enlarged. Economic circumstances are readily amenable to counselling, for example. Placement in training programs, placement assistance, and even tutoring in industrial subjects or academic subjects to guarantee high school graduation, can all be viewed as attempts to reduce and prevent delinquency through economic measures. Not only should the shop keepers be encouraged to employ youths who may have been in previous trouble with the law, but the youths themselves can, for example, be urged and assisted in helping their own economic circumstances.

It has been stated above that there are many steps a society sincerely committed to curing delinquency

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[23] Ibid., p. 29.

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might take. The economic sphere is surely within this realm. The loss of income through unemployment and incarceration certainly affects our society in an adverse manner, and the direct costs associated with the apprehension and prosecution and maintenance of criminals are immense. As also mentioned above, however, society has been lax in rectifying these problems. If assistance from one realm of government is not forthcoming, then other realms must take up the responsibility. If the federal government is neither willing nor capable, for whatever reasons, to foster full employment, then the local governments that will be the first to suffer and feel the effects of unemployment (to use an example) must also be the first willing to formulate and carry through decisive programs to deal with their problems of delinquency. In doing so, the economic factors will be very much within their grasp to manipulate.

F. Delinquency and Crime Prevention Through the Police

Carrying the power of the State, the police carry a mandate as the first line of defense against crime and the criminal. Because the police, along with the schools, are generally the first to have official contact with a child both before and after he has gotten into trouble, they have an opportunity to deal with the problem that is presented to no other branch of the government. This mandate carried by the police carries with it the obligations of leadership. The attack upon crime is primarily an administrative problem of local

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government in coordinating the forces and resources of the community under centralized direction and supervision. At this point in time, it is apparent that any major effort in the direction of crime control, whether enforcement or prevention, must pivot on local police administration in order to enjoy any real and lasting degree of success.

Delinquency prevention has been a recognized part of police work since the turn of the century. The movement toward prevention and control, however, has been slow to be developed and exploited. Early efforts were sporadic, and many police administrators were unresponsive, believing that such programs as were necessary for prevention to work were more in line with the activities of social workers. It has become increasingly apparent, however, that police personnel are in a strong position to play a commanding role in the preventive approach to these problems, and that one of the basic operations or functions of police in solving the problem of crime is, indeed, prevention programs; since all police are charged with the prevention of crime, and intelligent crime prevention begins with delinquency prevention, the police departments are becoming increasingly aware of the need to allocate delinquency prevention as a legitimate part of their operations.

As mentioned in Chapter One, the earliest studies made on the police role in delinquency prevention and control was completed by Brennan in 1952. This research

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projects police functions in connection with delinquency and crime prevention under three basic operations.[24] These functions are control, the securing of treatment for the individual offender, and community organization. While not many departments conduct all three operations with the same amount of vigor or enthusiasm, it is becoming apparent that each, in its turn, is an important element in the development of police programs designed to prevent delinquency.

The first function of police, that of control, is shared by the department as a whole, although there may be specialized units of the department such as vice squads, narcotics bureaus, juvenile units, etc. In dealing with juveniles, however, the responsibility of the police as a whole must, if prevention is to be truly effective, have a more meaningful and useful role in coordinating control. This can be accomplished with a singleness of purpose when dealing with youths the police come in contact with, an objective that demands both coordination and education. When, in the condition of dealing with juveniles, many of whom may be guilty of minor or initial offenses, the police combine the controlling functions they are responsible for with a deeper and better understanding of the causal factors which predispose delinquency; only from such knowledge may a preventive crime program be designed.

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[24]James J. Brennan, "Police and Delinquent Youth," Journal of Criminal Law, Criminology and Police Science, XLVI, No. 6 (March-April, 1956).

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By the very nature of delinquency, its control and prevention cannot be resolved, nor is it the responsibility of, any one agency. Juvenile delinquency is a problem, that is the problem of, and is caused by, the entire community, and the dynamic forces working within that community. The cohesion of the interactions within a community must be the staging area from which the problem is attacked. Both the responsibility for the problem and its solution must be shared by the community-at-large. What is so essential and is also so frequently lacking is the means of bringing together all the social agencies of the community and of following-up on their services. In attempting to solve the problems of delinquency by such an approach, the police are in an especially unique position for its initiation. The hesitation manifested by both the police and some communities for enforcement agencies to become involved in "social work" should be dispelled by successful applications of police initiated and coordinated prevention programs.

G. Delinquency and Crime Prevention Through the Courts

The deficiencies in judicial control of delinquency and crime has already been well documented. It has been reported that, by and large, the courts are experiencing a lessening of community support for the judicial process. The reasons for this are outside the scope of this paper. Suffice it to say that while there are many reasons for this declining trust, they being almost as numerous as the causes of the crimes the courts must deal with (e.g.,

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economics, education, cultural deprivation, etc.), the law itself has limits.[25] The courts, "...which necessarily focuses in some measure on the offender rather than on the environmental process of crime, can never adequately deal with criminality."[26]

Other limitations also prevent the courts from adequately dealing with the problems of delinquents. The vast quantities of misdemeanors that come to the attention of the lower courts are handled by a small number of judges who are not able to adequately investigate all the facets of the case relevant to disposition. Likewise, shortages of trained personnel in the juvenile court process aggravates the problem. With inadequate numbers of probation officers, psychiatric personnel, pre and postrelease counsellors, etc., serious questions are raised concerning the whole conception of the benefits that are really available to the juvenile.[27]

The courts have also been criticized for their preponderant traditionalism in their refusal to allow for legitimate adaptions. While the social sciences have made considerable advances in the understanding of the psychiatric and sociological dimensions of delinquent behavior that would seemingly have broad implications

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[25]President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Juvenile Delinquency and Youth Crime (Washington, D.C.: U.S. Government Printing Office, 1967), pp. 84-90.

[26]Ibid.

[27]Ibid.

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for the juvenile courts, the courts have remained unaffected by such knowledge. Responses directed at juveniles by the courts that are supposedly responsible for their well-being and protection are nevertheless reacting with antiquated notions of human behavior. In a similar vein, the courts, in most cases, have not adapted to the need for more facts and data in handing down their decisions.

While changes in court proceedings cannot fundamentally alter the political, economic and social bases of crime, nor substitute for the necessary resources that are presently lacking or inadequate, there nevertheless remain certain areas in which the existing institutions and structures can be modified to meet some of the problems and criticisms mentioned above.

One suggestion would end the court's semi-isolation from the community and utilize many of the resources therein. Unless the system of sentencing, the police, the prosecution, or probation agencies drastically modify their operations, it is highly unlikely that the courts will ever enjoy adequate resources in dealing successfully with the problem individuals appearing before them. Furthermore, such an involvement by the community could influence the attitudes and perceptions of delinquents toward support of the legal system. Estrangement from the community can only heighten the problems.

Another step the courts might well take is to re-

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examine and redefine their functions. As an instrument of social control, the court has varying methods of disposition at its disposal. The most widely used application of its power, however, is the court's use of sanction imposed upon those who deviate from the law of the land. The theories of retribution, deterrence, and prevention that have been previously discussed all rely on this power. The failure of this emphasis on sanction, as, for example, revealed by the recidivism rates, suggests that this emphasis is destructive and inappropriate. It is apparent that a different approach is needed in combination with an intensification of efforts in areas not as yet involved with the judicial process.

Further, for juvenile courts to function with more creativity, to begin the involvement of the community's resources, or to even be perceived as fair and accessible, it is necessary to improve decision-making in all stages of the judicial process. Particularly in the dispositional stages of the judicial, the adversary process might well be reexamined with advantage. Regarding individual cases, the court should actively seek any information relevant to disposition, including psychiatric and social-science data and testimony, and all facts material to the case. Presently, justice is too frequently made synonymous with punishment. This serves neither society nor the transgressor.

H. Delinquency and Crime Prevention Through Service Clubs and Organizations

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Nearly every community has agencies that provide opportunities for its youth to interact with positive, reenforcing adults, to make friends, have fun, acquire skills and attitudes in various forms of recreation and hobbies, and, in general, experience the advantages of social responsibility and positive group dynamics. The primary goals of these organizations are generally citizenship training and character development.

There are also a number of programs sponsored by service clubs that, while not directly being involved with juveniles on a day-to-day basis, strive to aid needy juveniles through a great diversity of youth programs. Their contributions of money, talent, and personnel benefit such groups as Y.M. and Y.W.C.A.s, Boy Scouts and Girl Scouts, etc. Other service organizations provide assistance to individuals in need, such as to students, the blind and other handicapped, etc. Whether these youth-serving organizations sponsor their own groups or assist independent groups or individuals, their efforts are considerable, and they reach millions of young people.

For the purposes of this paper, however, the efforts of these varied youth-service organizations and clubs are fragmented, inefficient, and sporadic. While these groups are certainly beneficial to non-delinquents, many studies indicate that the recreation and youth-serving agencies do not reach a large proportion of the delinquent or potentially delinquent children in their

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communities.[28] While some of these organizations do encourage the participation of delinquents, such as the Boys' Clubs, for example, which is primarily a guidance rather than a recreation agency, there is little effort by the majority to reach potentially delinquent children. Of those agencies that do make such an effort, many have little or no contact with them.

The effectiveness of an individual organization is extremely difficult to measure, for much depends upon the leadership, the activities, and the attitudes and experiences of the participants. The task of evaluating their combeined effectiveness is almost impossible, for in their varied emphases and operations, there exists a great deal of autonomy and lack of communication. This, in fact, is one the chief drawbacks of individual service organizations. Thus, many of these organizations have either little or solely informal communication, making solutions to their problem areas all the more dependent on isolated individuals who are all too frequently far from any professional advice and counsel, and who have a similar communication problem between themselves and the judicial process. This lack of communication amongst themselves and between the agencies empowered by society inevitably results in shortchanging the juveniles.

Aside from less than optimal efficiency and success,

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[28] C. Wheelock, "Coordinating Council Guidelines for the Prevention of Juvenile Delinquency" (unpublished Ed. D., University of California, Los Angeles, 1968), p. 113.

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the lack of cohesion evident in service clubs and organizations further works against the juveniles' interests in that while such organizations may or may not have a certain target group upon which to concentrate, these groups are less than totally effective in enlisting the attention and participation of the very individuals they most want to assist. The organizations are, in effect, dependent upon the juveniles' decision-making to avail themselves to the facilities and programs of the various organizations. This is obviously a less than perfect situation. Such a situation indicates that those who might most benefit from affiliation with these organizations fail to do so, while those who do benefit, i.e., those who come forward voluntarily to participate in socially positive activities, are youths who are less likely to be socially deviant. It would therefore seem highly likely that without giving social clubs and service organizations more opportunity to rationally interact with juveniles, their successes and benefits will be severly limited. These agencies will not be able to reach potential or actual delinquents effectively without increased "legitimization." This can be accomplished if the impressive resources of such organizations can be put to use by a coordinating agency designed to reduce crime by youths. When such an agency is empowered or directed to refer juveniles as a condition of sentencing or disposition to such an organization as might most benefit them, and at the same time serves as a link among the various organizations, then the real potential among

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such organizations to prevent delinquency and actively shape the lives of youths may be met.

SUMMARY

Chapter II speaks about change in the social structure that could have some effect on the reduction of crime, but goes on to say it is neither proper nor moral to ask individual delinquents or criminals to wait for such change. This chapter also gives a short description of Richmond Police Department Prevention Program and how it provides opportunities for different organizations to become associated with juveniles helping them to keep out of the criminal justice system, while, at the same time, it views delinquents as a problem of the entire community.

Chapter II gives eight main spheres of activity used by the Richmond Police Department in preventing delinquency and crime, namely:

1. "Prevention through the family." Most delinquency prevention programs directly or indirectly involve the family. One reason is because the family is seen as a biological, psychological and social unit. This relates delinquency to the family in various ways.

2. "Delinquency and crime prevention through religion." The church is seen as one of the major institutions in preventing delinquency and crime. The chapter explains pro and con of religion. Some say religion is ineffective in dealing with delinquency and there are a

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few who say that religious institutions can serve a preventive function.

3. "Delinquency and crime prevention through the schools." The schools are in the control position to participate in programs designed to reduce and prevent delinquency, for they deal with 90 percent of the children in the United States. This chapter also brings out the point that the schools inability to effectively deal with the problem of delinquency is not the primary cause of delinquency - that occurs beyond the school's boundaries, probably in the family.

4. "Delinquency prevention through recreation." Recreation indicates that the activity is a challenging one that provides an alternative to delinquency and crime, but it is also true that research has never successfully validated that claim. Recreation can have delinquent and predelinquent youth held in an organized social setting without compulsion and legal mandates, for the voluntary nature of recreation is and has been an important one in the hostory of prevention of crime.

5. "Delinquency and crime prevention through economic structure." This chapter indicates no single interpretation of the cause of delinquency is possible without the danger of overlooking other important factors at work. If, for example, the economic causes of delinquency were to be overemphasized, the implied goals of such a program would be the prevention of delinquent acts caused by the youth's economic circumstances, an important but rather

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limited goal when one considers that the major goal is, of course, to prevent delinquency by focusing on its many causes.

6. "Delinquency prevention through the police." Chapter II states, delinquency prevention has long been recognized as part of police work, but the movement toward prevention and control has been slow to be developed and exploited. One of the basic operations or functions of police in solving the problem of crime is, indeed, prevention programs; an intelligent crime prevention program begins with delinquency prevention. In dealing with juveniles, however, the responsibility of the police as a whole must, if prevention is to be truly effective, have a more meaningful and useful role in coordinating control. By the very nature of delinquency, its control and prevention cannot be resolved, nor is it the responsibility of any one agency.

7. "Delinquency prevention through the courts." This sphere remarks that the judicial control of delinquency and crime is experiencing a lessening of community support. The explanation of this is beyond the scope of this chapter. The courts have been criticized for their preponderant traditionalism in their refusal to allow for legitimate adaptations. The courts have remained unaffected by the progress the social sciences have made in the understanding of the social, psychological and economic dimensions of delinquent behavior. Unless the system of sentencing, the police, the prosecution or

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probation can drastically modify their operations, it is highly unlikely that the courts will every enjoy adequate resources in dealing successfully with society's problem of delinquency and crime.

8. "Delinquency prevention through service clubs." This sphere is broad, for every community has some kind of service club for young people to make friends, have fun, acquire skills and attitudes in various forms of recreation and hobbies. There are programs sponsored by service clubs that are certainly beneficial to delinquents and non-delinquents. This sphere indicates that recreation and youth services do not reach a large proportion of the delinquent or even potentially delinquent children in their community. This sphere also shows how many young people benefit from service clubs where recreational facilities are plentiful. These are the youngsters who come forward and take advantage of what is given.

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CHAPTER III

Background History
of the Richmond Police Department's
Juvenile Control and Diversion Program

I. Philosophy and General Objectives of the Program

The dilemma Chief L. Phelps had to contend with could not have been eliminated without the "Diversion Program." His city was faced with more arrest rates than any modern city in California with a population of 100,000 people, and Richmond at that time had the highest crime rate in the United States per 100,000 population. Something had to be done and fast.

In 1967 The President's Commission for Law Enforcement and Administration of Justice recommended that diversion from the judicial process should be strongly emphasized. Following the recommendation the federal government allocated millions of dollars for law enforcement and programs of prevention. At this time Chief Phelps got the idea "when the time had come" to survey other delinquent and crime prevention programs in California. He formed a committee of concerned citizens, including his staff, to investigate and suggest what kind of a proposal should be written. A diversion program was formed after many meetings discussing the

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areas of need within the city.

The Project was funded in part by a 1972-1973 grant from "C.C.C.J." California Council on Criminal Justice, with the support of the California Youth Authority. Under the direction of Chief Phelps, the Richmond Police Department was striving to make more constructive dispositions for the 2,000 to 3,000 juveniles coming to its attention each year.

For the most part, this objective was to be achieved during the initial penetration of the judicial system by juveniles, i.e., the initial police processing. The Program consequently provided for both department-wide training and the more intensive instruction of personnel particularly involved in the disposition of offenders. Community resources were utilized as diversionary alternatives to probation or incarceration. The Program would, therefore, assist in a more closely coordinated community agencies suitable for this purpose.

A. Agency Coordination

This objective was to institute, within the juvenile justice system, more effective coordination of agencies both within and outside the system. Rather than functioning in an organized and effective manner, the juvenile justice program in most localities operated in what can best be described as a "non-system." It was generally acknowledged that juvenile justice agencies operated indiscriminately, unconstructively, and thus

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ineffectively in dealing with juvenile offenders. This may have been due to a lack of suitable alternatives to deal with a problem that, although manifested individually, had a plethora of causes. In such circumstances, it was foolhardy to believe that one response was all that was necessary.

B. Minimum System Penetration

Diversion did not mean that youthful offenders had no contact at all with the juvenile justice system, but that, during the course of their involvement with the system, offenders had been diverted from continuing within it directly. There are two important implications of this philosophy. The first involves the relationship between the offender and society. Thus, rather than a desire to punish as a means of instilling pro-social behavior, or a desire to incarcerate an offender for the protection of society. The philosophy of minimum system penetration viewed the juvenile offender as, eventually, amendable. This emphasis from punishment or removal towards constructive and pro-social change is of vast importance.

The second implication involved the juvenile's perception of the official upholders of the social sanctions which he or she has broken. The Department elevated the importance of the juvenile's viewpoint of the criminal system and conceptualized the juvenile's penetration into that system as a learning experience. Thus, the Richmond Police Department took an important

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step in directing the future behavior of that juvenile. Perhaps due to its obvious nature it has long been overlooked that, for the juvenile, penetration into the criminal justice system is an experience which may affect behavior for years to come. For the employees of the juvenile justice system, however, the arrival of any juvenile is merely another part of a normal day's work.

The justice process, even in its earliest stages, frequently had extremely negative consequences for some offenders. Not all juveniles processed at Juvenile Hall needed to go through the procedures of probation and adjudication. Keeping to a minimum the stressful interviews and intimidating circumstances practiced in the "inner workings" of the judicial system benefited both the police and the juveniles in both the short and the long run.

C. Development of Community Alternatives

The ambiguity attached both legally and semantically to the meaning of "delinquency" has already been discussed in Chapter I. Juveniles who continued to be incarcerated for family problems and adjustment difficulties rather than for serious crimes were not appropriate subjects for probation or juvenile court. Nevertheless, the few programs aimed at the juvenile either already in trouble, or threatening to be a future problem to society were seriously inadequate. The Program's philosophy was that it was the community's

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responsibility to develop such resources. Once all these resources were operating in a more coordinated manner, it would be possible to identify gaps in the services to juveniles. The Program worked upon the following limiting factors: overload of agencies, resulting in little time for prevention programs; budget constraints; and traditional approaches, oriented towards the juvenile who had already committed an offense rather than being directed towards the non-offender or the pre-delinquent.

II. Specific Objectives

The general goals were achieved by meeting a number of more specific objectives, among which were the following:[1]

1. To develop diversionary alternatives to the juvenile justice system.

2. To provide agencywide training in the use of these alternatives.

3. To evaluate the various alternatives which have been developed.

4. To follow juvenile offenders after disposition has been made to determine their eventual status with

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[1]From Chief Lourn G. Phelps, Richmond Police Department, Juvenile Justice Demonstration Project: A Proposal to the Police Foundation, Third Redraft, an unpublished proposal, April 30, 1973, chapter III, and Chief Lourn G. Phelps, RPD, Richmond Police Department Juvenile Diversion Program, Final application for the California Council on Criminal Justice grant, n.d., chapter on Project Objectives.

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12. To provide part-time jobs for the youthful offenders.

13. To develop a tutorial program with a twofold purpose, helping both the tutor, a youthful offender, and the tutee, a younger child experiencing learning difficulties in the regular classoom.

14. To use highly specialized behavior modification techniques in working with parents of the young predelinquent children.

15. To provide a juvenile drug detail, emphasizing prevention, education, and counseling.

A. Approach for Achieving the Objectives

The Project encompassed three general areas: prevention, education and training, and diversion. It was previously explained how, if the problems of children and juveniles were multifaceted, then any program attempting to deal with these problems must itself have consisted of a variety of components. For example, a program that only offered employment would only be able to reach an offender who might have been helped with a job. Thus, "...the single most innovative aspect of the Richmond Police Department program is its scope, which is extremely comprehensive."[2]

Unless a project had a preventive component or emphasis, it remained basically reactive in nature. Even when diversionary procedures were effective, by

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[2]Chief Phelps, Richmond Police Department Juvenile Diversion Program, op. cit., p. 20.

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definition they must deal with a population that had already had negative contact with the authorities. The policeman was in an excellent position to locate pre-delinquent youth and take steps, preventive in nature, which would hopefully obviate the need for later diversion or incarceration.

This Program stressed education and training for both members of the department and for the community. Such educational and training needs were extensive. They included such diverse factors as highly specialized training for patrolmen in the Richmond Police Department's Uniform Division and parent education on topics such as drug abuse.

After investigations were completed by uniform and detective divisions, offenders were taken to the C and D Unit where juvenile officers provided individual dispositions of juveniles who might have been processed by any element of the department. The Unit attempted to divert all 601's and most 602's. According to conceptual guidelines, diversion was not limited to a highly selected group of first offenders. Ideally, neither the nature of the crime nor the number of offenses caused a juvenile to be excluded from the Program.

III. Department Training and Team Policing

A career incentive program encouraged continuous education and training of Richmond Police Officers. For training in the juvenile area, selected officers

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throughout the department attended various institutes and conferences. The entire patrol force and the majority of the remainder of the sworn personnel of the RPD received instruction in the methods and techniques of juvenile crisis intervention, battered and neglected children, orientation to the juvenile justice system, juvenile and child resources in the community, communication with youth and parents, and drug education. The department felt that such an agency-wide training program was a necessary adjunct to a diversionary project. A few enlightened individuals operating a program the rest of the agency personnel knew nothing of or opposed, would obviously be counterproductive.

Of all the individuals working in the various components of the juvenile justice system, the single most important decision maker was the police officer. "It is the man in blue who has most of the juvenile contacts and it is the man in blue who is responsible for most of the attitude formation about police on the part of the young citizen."[3] One of the two primary recommendations by the Task Force on Juvenile Delinquency of the President's Commission on crime was for the extensive training of patrol officers in the handling of juveniles. However, even though the average policeman came into frequent contact with juveniles, formal training in work with juveniles was seriously lacking.

Nine five-day seminars in juvenile work, minority

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[3] Ibid., p. 41.

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youth problems and new directions in juvenile diversion efforts were conducted in a rural retreat. They were directed specifically toward the patrol officer on the street. Those attending also included representatives from the County Probation and Social Services Departments, the Richmond School District, the Parks and Recreation Department, Richmond Model Cities, and members of neighboring police agencies.

All officers of the Preventive Services Division were members of the Northern California Juvenile Officers' Association. Four officers were graduates of the Delinquency Control Institute at the University of Southern California.

For five years previous to the time of this research, the RPD utilized a system of team policing. These teams were an excellent means of training, providing lateral transmission of knowledge and expertise. Additional juvenile training was given to a designated officer on each patrol team, who transmitted this information to other team members, improving their ability to make dispositions in the field. It was believed that the team policing concept, coupled with continuous training for all personnel, would greatly contribute towards achieving the Project goals.

Departmental Organization

The major Divisions of the department were Administration, Field Operations and Preventive Services. The latter two were principally involved with youth.

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The Preventive Services Division dealt exclusively with juveniles, particularly to provide individual dispositions for offenders. The three elements of this Division were the Control and Diversion, Juvenile Drug Abuse and Staff Psychologists Sections. The fact that this unit was accorded Division status emphasized departmental interest in juvenile matters.

IV. Description of the Control and Diversion Unit Job Classifications Police Juvenile Officers

Under direct responsibility of Chief Phelps, the Control and Diversion unit was commanded by Captain T. G. Farnsworth, with the complement of Sergeant W. M. Moore and six police officers: PW L. Bartlett, D. McCormac, R. Becker, A. Johnson, PW B. Williams and Off. J. Rogers.

Chief Phelps had ultimate command of this project and followed its operations and progress.

T. G. Farnsworth supervised and reviewed policy decisions made within the diversionary unit. He also monitored the progress of the unit for the Chief.

Moore had direct supervisory responsibility for all of the police personnel in the diversionary unit. He participated in all specialized training and worked directly with youths and families.

In addition, Sergeant Moore served as an Interagency Liaison Officer. One of his principal duties was to develop and maintain effective working

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relationships with community agencies and elements of the juvenile justice system in city, county and state governments. He supervised the county representatives, school counselors and other specialists employed in the project, and maintained continuous contact with project staff and all related agencies. He was to identify service gaps or other areas of operational concern, enabling personnel involved to be brought together to work on any mutual problems. If, for example, an inappropriate referral had been made, the Liaison Officer would contact the proper agency representative to improve any future dispositions.

The specific components of the juvenile justice system with which Sergeant Moore tried to develop and maintain an effective working relationship included the following: Public Defender, District Attorney, Judiciary, California Youth Authority, County Medical Services Department, County Social Services Department, County Probation Department, County Parks and Recreation Department, Richmond Model Cities Program, Richmond Unified School District, Richmond Youth Services Program and various private social service agencies.

The six sworn officers in the diversionary unit were used, primarily, to handle youthful offenders and their families and to process juveniles who were referred to the Control and Diversion Section. They worked under the clinical supervision of behavioral scientists and engaged in behavior modification. These officers had

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the additional responsibility of maintaining liaison with the various community agencies serving as juvenile and child resources.

Collateral assignments included:

1. Counseling juveniles and their families.
2. Coordinating the Police in the Schools Program.
3. Coordinating the Speakers Program.
4. Coordinating the Teacher's Aide Program.
5. Providing information about the Juvenile Justice Demonstration Project.
6. Providing continuous coordination with all public and private agencies involved.
7. Maintaining a Juvenile Drug Abuse Unit.
8. Providing intra-agency training on juvenile matters.
9. Sustaining a consolidated prevention program.
10. Providing information to parents and community about the project.
11. Supporting interagency liaison for specific and identifiable needs.

V. Non-Departmental Job Classifications

Probation

During the preparation of the C and D Unit Program, the Chief Probation Officer committed the County Probation Department to assign two Deputy Probation Officers to the project. These officers, housed full-time in the Richmond Hall of Justice, assisted in the processing

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of those youths who might be sent to Juvenile Hall, twenty miles from Richmond. An immediate release from Richmond Hall was thus circumvented, as the criteria for detention would have to be met before a juvenile was transported. Aside from collaborating with juvenile officers on intake and dispositions, these probation officers, trained in counseling, assisted juvenile officers in providing case work service to the youth and family. Finally, stronger interagency coordination and cooperation resulted from the closer association of probation officers with the police department, and it was anticipated that, as understanding of respective functions increased, it would have an influence on the future policy and operation of both departments.

A. Social Services

The Director of the County Human Resources Agency, which embraced the Social Services Department, assigned one County Social Worker to serve the project as a Victim Advocate and make referrals to public and private agencies. This Social Worker was housed full-time in the Richmond Hall of Justice to work both with the juvenile officers and as a victim advocate, in conjunction with uniformed and investigative personnel of the Field Operations Division. He extended social services and improved coordination and communication between County Social Services and the Police Department. As mutual understanding increased, it had an influence on future policies and operations changes in both departments.

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B. Mental Health

The Director of the County Human Resources Agency, which embraced the Mental Health Department, assigned one County Mental Health Psychologist to the project. This psychologist was housed full-time in the Richmond Hall of Justice to work in collaboration with the staff. He used psychological expertise to assist project personnel in counseling juveniles and their families, provided parent education in juvenile matters and led family discussion groups. The daily working relationship of this representative of the County Medical Services with the Police Department resulted in closer coordination and communication between the two agencies, as did that of the Social Worker.

C. School Counselors

The Superintendent of the Richmond Unified School District agreed to provide the project with three educational specialists to work one-half day per week. In conjunction with the project staff, the counselors worked with youthful offenders within the diversionary unit who were experiencing difficulty in school. They assisted, through counseling, to develop educational or vocational goals. Their second major function was to act as liaison between the diversionary unit and the Richmond Unified School District. This meant that the educational specialists would coordinate the activities of the diversionary unit staff with the activities of counselors or other personnel coming within a juvenile's

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individual scope. In addition, the educational specialists helped in the development of agencywide training. They supervised the Student-Teachers Aides, counseled along with project staff members and provided improved coordination and communication between the school system and the Police Department. These educational specialists included the following: Mr. G. Buxa, Mr. G. Lopez, Mr. B. Williams, and Ms. L. Ferrill.

D. Staff Psychologists

Preliminary research clearly indicated that the City of Richmond would not have sufficient resources to handle the increased caseload which would result if most juveniles falling under 601 W&I and 602 W&I categories were to seek counseling, either individually or in groups. Consequently, if the RPD was to divert a large number of children and young adults from the juvenile justice system, it had to institute this important aspect of the program itself. Because the Department felt that it was unrealistic to expect major improvements in the handling of youthful offenders to occur by simply finding them new places to be shipped. It took, as its own responsibility, the development of this alternative to the traditional solutions of the juvenile justice system.

As a result, two psychologists, Doctors D. Liebman and C. Schwartz, and a technician, W. Cornell, were hired as part of the diversionary unit's professional staff. They provided counseling and group leading

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services, which generally took the form of training and supervising the sworn officers, so that these personnel would be able to do such work themselves. The psychologists met with the Diversion staff on a regular basis and encouraged qualified personnel to continue this training.

Family counseling was emphasized whenever possible. In cases where the parents were not cooperative or were unavailable, the juvenile was seen individually. Certain types of offenders were worked with in groups, especially those who had been brought before the RPD for the first time or for drug charges. In cases such as these, an attempt was made to involve the parents in mixed parent-juvenile groups.

One of the psychologists was an expert in behavior modification. He trained sworn officers of the diversionary unit extensively in these techniques, emphasizing the specific methods developed by Gerald Patterson at the Oregon Research Institute. This approach, in the diversionary situation, was especially practical for parents trying to work with their children. It emphasized an explicit contractual agreement between parents and children which distinctly enumerated privileges and responsibilities. This method of contracting was goal directed, and could affect behavior the family defined as a problem in a minimum of time. This was not in-depth therapy, the counselor did not need to understand the causes of a person's behavior. In this sense, it was

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not a "mentalist" approach, but a form of behavioral psychology. It was easy, both to teach and to learn.

Thus, the paradigm consisted of behavioral scientists training and supervising diversionary unit personnel. These sworn officers then worked with parents, to teach them methods of handling their children. Literature and other such aids for this kind of program were readily available and were utilized whenever possible.

E. Employment Specialist

A full-time employment specialist was hired for the purpose of developing and obtaining jobs for selected local youth. The employment program served two functions: diversion and prevention. Its emphasis was to find large numbers of jobs, readily available on a part-time basis, at relatively low rates of pay. Jobs such as babysitting and gardening were good employment possibilities for the young teenager. These types of jobs were widely available, as long as someone was there to locate and coordinate employers and employees. Work could be done after school or on weekends, and could easily be managed by a youngster of 14, 15 or 16. These low-level, part-time jobs could offer the young adolescent a measure of responsibility, a way in which to earn spending money, and something to get involved in; thus, they became an important preventive element of the program.

First priority for these jobs went to youthful

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offenders handled by the diversionary unit. Jobs that were not given to juvenile offenders were available to other adolescents in the City of Richmond. In this manner, the employment specialist and the youth employment program served a preventive function for young people who had not become involved with the criminal justice system.

Aside from finding such jobs as described above (which, it should be noted, is a difficult and needed function presently unmet in Richmond), the employment specialist provided job counseling and established workshops designed to equip youths to meet employers' expectations. Counseling included such items as how to fill out applications, advice on personal grooming and practice interviews. Student assistants were utilized to help the employment specialist, Oscar Powell.

F. Evaluator

Staff evaluating the diversionary program consisted of an evaluator, working less than half-time, a full-time assistant evaluator, and a half-time secretary. Using applied research methods, these people investigated the dispositional decisions of a sizeable percentage of juvenile offenders. They collected and analyzed dispositional data and other data on all juvenile offenders handled by the department. Routine computer processing analyzed dispositions, recidivism rates, types of offenses, program variables, offender characteristics, and survey results. The evaluators gave the project

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staff regular feedback on the ongoing progress of the program. Furthermore, they compared program operations with the results of analysis. Based upon such comparisons, recommendations concerning needed program modifications were made.

VI. Juvenile Programs of the Richmond Police Department's Control and Diversion Section

Policeman in the Schools Program

This was a subprogram of the RPD's Control and Diversion Unit, coordinated by D. McCormac. It provided for approximately 100 hours of police officer time to be spent in the Richmond school district classrooms. This program had many officers making such presentations, not just one, as most other agencies do, and all officers were encouraged to participate.

Classroom presentations began with a brief discussion of Richmond's youth and juvenile services, and then a related topic was briefly discussed. Next, the children were encouraged to bring up subjects and ask questions, creating an informal give and take. This served several purposes: it was a method of educating the young citizens about police work and certain specific police programs, it provided an opportunity for the children to get to know some of the officers of the RPD, and it was extremely valuable experience for the officer involved.

It was believed that this kind of program had great

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potential for reducing the characteristic hostility between youth and police. To be most effective, it was imperative that the officers be in uniform and that they represent, as much as possible, a cross-section of the Richmond police. The program was a two-way street between the police officer and the young citizens, and the two directions were equally important in fulfilling its goals.

A. Tutorial Program

This was a subprogram of the RPD's Control and Diversion Unit, coordinated by Arthur Johnson. Juvenile offenders worked for pay tutoring younger children who had problems learning in the regular classroom. The establishment of this program involved finding minicipal facilities scattered around the Richmond area for use as study halls in the afternoons, evenings and weekends. When space had been secured in churches, schools, and the like, the employment specialist began to coordinate job possibilities. The officer in charge of this program with the assistance of the educational specialists, located young children who had learning problems. Tutoring sessions from two to four hours per week were arranged for those children in their homes or, if their houses were not conducive to study, in the nearest available study hall facility. The program alloted 3,636 hours of tutoring. Tutors were paid at the uniform rate of $1.00 per hour for actual work with the children. Before they started work, each tutor was given a brief

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orientation and training by the officer in charge, assisted by the educational specialists. The course of the tutoring was supervised by the educational specialists or by the officer coordinating the program. The tutor had the responsibility of contacting the child's regular classroom teacher.

Young offenders handled by the diversionary unit were given first priority for tutoring positions. As with other jobs coordinated by the employment specialists, juveniles who had not had police contact were given secondary priority. Although this program's main emphasis was diversionary, strong secondary emphasis was placed on its preventive aspects; that is, at the same time the young offenders were helped by the responsibilities and opportunities of a tutorial position, they also provided important assistance to children who were starting to encounter difficulties in school. The availability of tutorial positions to juveniles who had police contact added to the preventive aspects of this program.

B. Speakers Bureau

This was a subprogram of the Control and Diversion Unit, coordinated by R. Becker. The Bureau consisted of both diversionary unit officers and professional staff, who were prepared to speak on a wide range of issues concerning young children and juvenile, from drug abuse to the juvenile justice system. All the members of the diversionary unit participated. Speaking engagements

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throughout Richmond were encouraged, and the bureau's resources were available to any interest civic group. A public information officer stimulated community interest in the program. The speakers tried to emphasize the need for change in the present system evidenced by the steady increase in juvenile delinquency and the rising recidivism rates, and also tried to obtain the support of the community for the Control and Diversion Program.

C. Juvenile Drug Abuse Program

This was a subprogram of the Preventive Services Division, staffed by PW B. Williams and J. Rogers, handling all cases in which juveniles were involved with drugs. The energies of the detail were aimed specifically at drug abuse prevention and education. Its basic functions were:

Drug Abuse Prevention.

1. The detail was available to schools for consultation on any drug problem, such as drug overdose or drug traffic.

2. It encouraged citizens to bring in any material they felt might be a drug, so that it could be identified or analyzed. People requesting this service could remain anonymous, in which case no record was to be made.

3. The members of the detail were available to talk with anyone having a drug related problem they wished to discuss informally, and referral agencies were recommended to assist with these problems.

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D. Drug Education

1. The detail was involved each year in a drug education program with all sixth grade classes in the city.

2. Members lectured to civic groups within the community and participated, upon request, in several high school programs each year.

3. It provided printed materials for anyone requesting them. The staff of the detail was also available to anyone who wished to talk informally, or who requested information about drugs for school assignments, projects or for their own information.

As a preventive effort, the juvenile drug detail organized and coordinated parent drug education groups. It was assigned to lead groups organized by the Project's behavioral scientists. Its services were made available to groups that aimed at involving parents in efforts to combat the use and spread of drugs. This group activity was consistent with the community stimulation philosophy, encouraging community groups to develop needed resources and services for juveniles and delinquents.

E. Juvenile Referral System

A multitude of agencies and groups appeared to offer help to juveniles and delinquents. However, upon closer examination of these organizations, there was a conspicuous absence of such services. Many agencies only acted as clearing houses for further referral instead of

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providing direct service. Other agencies had extensive waiting lists which usually meant between a six months to two years delay in receiving assistance. Some agencies provided help within a reasonable amount of time, but only at a high cost, beyond the reach of many citizens.

The problem of juvenile referral was further exacerbated by the lack of knowledge about agencies which actually did off readily available assistance. Like the average parent or teacher, the average policeman was not familiar with such resources. Few people in the community knew anything at all about either making referrals or the availability of resources. Thus, a major task of the diversionary unit was to organize an effective referral system for juveniles and delinquents.

Personnel from the diversionary unit personally contacted each potential resource in the Richmond area and gathered information about services that the agency offered, its hours and fees, the conditions under whish citizens were eligible for services, and any features which might distinguish a particular agency. The individual making referrals was informed of any pertinent facts that might bear on his decision.

In order to be considered for inclusion in the diversionary referral system, agencies had to meet the following criteria:

1. There had to be no waiting list, or, if there was one, it had to be less than two weeks long for crisis

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cases.

2. The agency had to offer services free or at a nominal charge to poor citizens.

3. The agency had to be willing to accept referrals from the Police Department.

During initial contact with the various agencies, the diversionary personnel attempted to establish a beginning working relationship with those agencies that had a good potential for inclusion in the referral system, and it was their responsibility to maintain such a relationship. Information gathered during these initial visits was added to the Richmond Police Department's community resource manual. It was the diversionary unit's responsibility to maintain this manual and keep its contents current. If an agency that was already in the manual appeared to be ineffective, refused to see children, or simply had gone out of existence, its page was removed from the manual. Every officer was issued a copy and was extensively trained in its use.

VII. Control and Diversion Community Resource Manual

The community resource manual divided referral organizations by category of the need they filled. Thus, the individual making the referral could quickly note the need of a particular juvenile and locate the organization that was most likely to be of help.

The following need categories were listed in the community resource manual, along with an example of an

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agency in that category enjoying a working relationship with the Police Department. (It should be noted that the information included the agency's address, hours, eligibility rules, the services it rendered, and the procedures for making a referral, including the names of specific individuals which the person making the referral would deal with together with information on that person's duties or title. Any other relevant information was included in a miscellaneous section.)

1. General counseling

This category included such needs as probation assistance, psychiatric and social services, counseling, and family problems.

An example of such an agency was the Outreach Center, part of the Youth Services Project. Its services included group and drug counseling, with emphasis on the individual. They assisted Richmond residents between 14 and 18 years of age. There was no fee. The intake procedure was described in detail, and the report concluded with the comment that the Outreach Center focused on juveniles whose parents could not take part in the treatment. Another agency serving juveniles and parents was suggested.

2. General youth services

This category included recreation, rap sessions, job training and services to Spanish speaking citizens. Community Services to the Spanish Speaking was designed to assist Spanish speaking youths in tutoring, rap

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sessions, translation, assistance with legal papers, emergency transportation, etc. There was no fee.

3. Crisis Counseling for Runaways

This was a new service provided expressly for the Police Department through a cooperative effort of several Social Service Departments and the Youth Services Project. Any juvenile under 17 years who could not or would not return home immediately, who had acute family problems, and who would accept counseling was assisted by the Edgar Children's Shelter. The juvenile could not be a ward of the Court nor on probation. There was no fee. The Shelter provided immediate temporary protective custody, crisis counseling, and a follow-up, including filing appropriate juvenile court petitions when necessary.

4. Child abuse, neglect, abandonment

This included needs for foster-home placement, institutional placement, relative placement, transfer of custody, and other needs of abuse, neglect or abandonment cases.

Child Protective Services investigated and helped place any child, provided there was substantial proof of abuse or neglect. There was no fee. A comment was that large caseloads currently precluded counseling for parents, for whom a separate counseling referral should be made.

5. Drug counseling

These services included rehabilitation, education

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workshops and lectures, methadone programs, encounter groups and drug abuse seminars.

The Discovery House assisted any juvenile with a drug-related problem. Counseling was on a weekly basis at first, twice weekly later. Each youth was expected to be present for the session unless absent for a serious reason. All referrals were initially on a drop-in basis, and the youth was allowed into the program only after he or she and the staff had established a mutual trust.

6. Pregnancy related problems

This category included pregnancy tests, counseling, contraception information, sex education, abortion counseling, medical exams, psychiatric counseling, venereal disease examinations and adoption placement.

The Richmond Clinic gave assistance to residents or non-residents who did not want to have their baby born and were less than four months pregnant, and to those for whom abortion was not possible. It was noted that the Clinic operated specifically for those who were sure they wanted an abortion and were less than two months pregnant. An abortion cost $250, unless on Medi-Cal. For those who could not afford this fee, financial arrangements could be made through the abortion clinic social worker.

7. Alcohol

This service aided teenagers whose parents

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had drinking problems; thus, both family and individual counseling were given.

Alateen assisted any teenager whose parents had a drinking problem. There was no fee. A weekly meeting included orientation and group discussion. The comment notes that Alateen stressed the anonymity of all individuals involved.

8. Suicide, drug or psychiatric emergencies

This much needed category included drug overdose cases, suicide attempts and prevention, and services aiding individuals who exhibited uncontrollable psychotic or markedly suicidal tendencies.

Brookside Hospital treated emergency suicide attempts, drug overdose and psychiatric emergencies. It admitted anyone; the fee was based on the service rendered. The hospital provided only emergency treatment, after which the patient was sent to the County Hospital for inpatient services or was admitted to a psychiatric ward.

9. Legal advice or assistance

This category included services handling civil problems and referrals for criminal cases and fee-generating cases.

Centro Legal de la Raza, for example, assisted low-income Spanish speaking families or individuals in quasi-legal services. There was no fee. This agency would act, if necessary, as a go-between for the attorney and his Spanish speaking client, handling interviews and

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translation.

10. Survival services

This category included monetary assistance and emergency aid, including food and lodging.

The Food Pantry accepted Police Department referrals, feeding persons whose regular monthly funds were exhausted or were insufficient to handle an emergency.

11. Medico-dental

This category involved those in need of health or nutritional education, or an evaluation of health needs.

The Health Care Outreach Project assisted children up to 17 years of age, along with other individuals or families with school-age children, by informing them of what was available for their needs. The agency had an educative, preventive orientation, and had a good knowledge of agencies in the area. The Project would provide transportation to a medical appointment if necessary. It also operated immunization, well baby and pediatric clinics.

12. Child care

This category included the different sessions of child care, some including breakfasts and/or lunches.

The Rusd Child Care Centers cared for children between two and twelve years of age who had working parents, parents who were ill, going to school or in a

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special training program. The sessions were from 6:00 a.m. to 6:15 p.m., twelve months a year, weekdays, fee based on a sliding scale.

VIII. The Course of the Juvenile through the Control and Diversion Unit

Entrance into the C and D Unit

Initial police processing of youthful offenders began when the yough was contacted by the Reporting Officer. The Reporting Officer decided whether the youth would be held in the Police Department downstairs for preliminary questioning and investigation or brought directly upstairs to the C and D Unit. Arrestees detained downstairs generally were sent to Juvenile Hall (though they usually were transported there by representatives of the C and D Unit). This decision seemed to be based on the seriousness of the offense as perceived by the Reporting Officer. For example, if the youth had been involved in a fight where a weapon had been used, he would probably have been kept downstairs. On the other hand, if the youth had been picked up for something like shoplifting, he would probably have been brought upstairs. There were other circumstances in which a youth might not have been seen by the C and D. If, for example, an offender was on probation or parole, he would be taken directly to Juvenile Hall where they would initiate disposition. In some cases, the Reporting Officer will have to make a discretionary decision to

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take a youth he perceived as "threatening" to Juvenile Hall without the initial interview by C and D Unit.

Once the youth entered the C and D Unit, the matter was out of the Reporting Officer's hands. The case was then taken over by one of the unit's six officers, who interviewed the youth about his age, siblings, parental situation, school attended, etc. The officer also questioned the youth about school activities, like sports, his grades and what he liked to do best. This was called the initial interview. The youth was then advised that his parents would be called and told where he was, and asked to come down. They were then told the circumstances of the police contact, according to the Reporting Officer. They were interviewed separtely about the youth's behavior at home, after which the youth and parents were interviewed together.

The parental interview seemed to be of particular importance in the decision of the C and D Unit. The officer in charge was specifically interested in determining parental concern for the youth and the willingness of the parents to agree to C and D recommendations. If it was clear that they would cooperate, interviews were generally curtailed. Parental interviews served two functions: they provided information about the youth's habits and idiosyncracies and eased the making of adverse decisions about the child. This latter point was of particular importance. The C and D Unit was interested in avoiding "trouble." If parents resisted

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suggestions that their child be sent to Juvenile Hall, the unit would attempt to respond to this resistance. Such an attitude was understandable if one took into consideration the Unit's desire to be regarded favorably by the community and accepted as a vital and important agency in dealing with its youths.

A. Dispositions in the C and D Unit

The disposition was then made through a process called "randomization." First, the Duty Officer reviewed the Reporting Officers report to determine whether the offense was a 601 (misdemeanor) or 602 (felony). Then the Duty Officer went to the Disposition Box, supervised by the Sergeant of the C and D Unit, and pulled the front card from the appropriately colored section. White cards were for 601s and Blue cards for 602s. There were several dispositions randomly scattered through the White and Blue cards. The alternative dispositions for White cards were:

1. YSP (Youth Service Program)
2. RPD (Richmond Police Department)
3. Community Service (Agency to be decided by the DO)
4. DO decision (DO can choose 1, 2 or 3)

The alternative dispositions for Blue cards were:

1. Probation
2. RPD
3. Community Services (Agency to be decided by the DO).
4. DO decision (DO can choose 1, 2 or 3)

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"Randomization" served the purpose of program evaluation. It was an attempt to remove bias among officers in making dispositions by randomly assigning them throughout the population. Whatever effects the program might have had on delinquent rates would not, therefore, have been a function of inequalities in dispositions due to police decisions. In practice, it was not clear how honor bound officers felt towards randomization. It might have been scientifically important, but it appeared that, as a standard operating procedure, it ran counter to police perception of police procedure.

B. Exit from the C and D Unit

Youths handled by the C and D Unit could be:

1. lectured and released to parents
2. referred to probation
3. referred to Juvenile Hall
4. referred to another agency
5. NCP (released to parents because of insufficient evidence

Technically, any of the above dispositions dismissed a youth from the C and D Unit. Independent of the disposition, however, a case record was always maintained, and in this sense one was never completely dismissed.

C. Preventive Services Division Personnel

The Preventive Services Division, which encompassed the Control and Diversion Unit, attempted to form a new type of police officer, the juvenile specialist.

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Perhaps the biggest difference between this officer and the more traditional police was in the specialist's attitude towards prevention. The juvenile specialist's approach fostered a non-punitive attitude towards police work with youths, and consequently demanded a greater understanding of the sociology of juvenile crime. This officer began to work closer to the community directly affected by its youths' criminal delinquency, including speaking engagements, investigation into community resources available to combat delinquency, and attempted to coordinate the work of various social agencies who efforts bore on juveniles and delinquency prevention. By means of their training and activities, the members of the Preventive Services Division, Control and Diversion Unit, began to successfully uncover new and better preventive methods.

IX. Background Experience of Diversion Officers

The Characterization of Staff from the R.P.D.

Chief Phelps has been associated with the R.P.D. since 1950. As a patrolman, he worked in the Criminal Investigation Division, the Special Services Bureau and the Juvenile Bureau, among others. As a sergeant, he was a detective in the Criminal Investigation Division and also served as Commander of the Special Services Bureau. He served as Uniform Division Watch Commander in the capacity of lieutenant, and as a captain, he was Commander of Administration Division,

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Commander of Inspectional Services Division, Commander of Uniform Division, and Acting Chief. At this time, Chief Phelps was granted a one-year training leave to attend the University of California, Berkeley, on O.L.E.A. Fellowship, obtaining M. Crim. degree in Law Enforcement. He was Chief since May 1, 1971. He was, at the time of this research, a D. Crim. candidate, School of Criminology, University of California, Berkeley. His area of interest was Law Enforcement and Police Administration.

T. G. Farnsworth

Captain Farnsworth had been associated with the Richmond Police Department since 1956 and rose through the ranks to the position of captain, which he obtained in 1968. He held a masters degree in criminology from the University of California, Berkeley. He had been commanding the Preventive Services Division, but at the time of research was on a two-year leave of absence as a law enforcement consultant with the California Youth Authority.

Walter M. Moore

Sergeant Moore had been in the RPD for 17 years. He served as a Patrol Officer in the Uniform Division, an Evidence Technician and a Training Officer, a Juvenile Officer in the Criminal Investigation Division, a sergeant in the Uniform Division, and from 1972 to the time of research he had been working as Sergeant in the Juvenile Control and Diversion Unit. Sergeant Moore

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was the Assistant Project Director of the Juvenile Diversion Grant from July 1972 to June 1973. He had an A.A. Degree in Police Science and was a graduate of the Delinquency Control Institute, University of Southern California.

Betty J. Williams

Ms. Williams had 15 years experience as an officer. For 11 years she served in the Criminal Investigation Division assigned to the Juvenile Bureau. For one year, she worked in the Narcotics Detail Assignment in the Juvenile Drug Abuse Detail, where her primary tasks were Community education and the investigation of narcotics violations. In the Preventive Services Division, Officer Williams served in the Juvenile Drug Abuse Detail. She had a B.A. Degree in Political Science from the University of California, Berkeley. She won "Patrolman of the Year" Award, 1970, and had numerous letters and certificates of appreciation on file from community organizations where she had spoken.

James C. Rogers

Officer Rogers had six years of experience with the Richmond Police Department. He worked as Acting Sergeant, and while in the Preventive Services Division handled all cases of juveniles involved with drugs, in addition to coordinating drug education in the schools. He additionally maintained a link between the police and the schools to coordinate drug related activities, and provided counseling for drug offenders. Officer Rogers had

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received training and been awarded certificates in community drug abuse programs, juvenile crisis intervention, and narcotics and dangerous drugs workshops.

Mary L. Bartlett

Officer Bartlett was born in Richmond and had been associated with the Richmond Police Department since 1949. She was assigned to the Juvenile Bureau, where she handled both investigations and follow-up work with families and maintained liaison with the various agencies serving the community. In working with the Control and Diversion Unit, Officer Bartlett emphasized alternatives to the juvenile justice system.

Dennis H. McCormac

Officer McCormac served in the Richmond Police Department since 1970. In July, 1972 he was selected as one of the three new Juvenile Officers for the Control and Diversion Unit. His assignment at the time included Coordinator of the Police in the Schools Program, member of the Department's Speakers Unit, Family Counselor and Investigator of juvenile cases for proper referral dispositions.

Robert L. Becker

Officer Becker was a police officer since 1969. At the time of research, he was enrolled in the Criminal Justice Program at California State University, Hayward. As a juvenile officer in the Control and Diversion Unit, he investigated misdemeanors and felony offenses. He was Coordinator of the Speakers Bureau and represented

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the Preventive Services Division as a public speaker.

Authur L. Johnson

Sergeant Johnson's law enforcement experience began in 1967. He held teaching credentials for Police Science, physical education and social dance. In the Uniform Division, he served as a Patrol Officer and on the School Patrol; in the Juvenile Bureau as a member of the Criminal Investigation Division; and in the Preventive Services Division, he served in Community Relations.

SUMMARY

This chapter gives the philosophy of the Diversion Program, and how it came into being. The main emphasis of the program was to divert juveniles from the traditional juvenile justice system by a 1972-1973 grant from the California Council on Criminal Justice (C.C.C.J.).

The Diversion Program had agency coordination, both within and outside the system. It was generally acknowledged that juvenile justice agencies operated indiscriminately, unconstructively and, thus, ineffectively in dealing with juvenile offenders due to a lack of alternatives in dealing with the problem.

The Program had minimum system penetration; offenders had been diverted from continuing within it directly. This philosophy had two important implications. The first was the relationship between offender and society. The second involved the offender's perception

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of official upholders of the law. Although juveniles who continued to be incarcerated for family problems and adjustment difficulties rather than serious crime were not appropriate subjects for probation or juvenile court.

Department training and team policing policies encouraged continuous education and training for Richmond Police Officers. They received methods and techniques of handling juvenile crisis intervention, battered and neglected children. The Richmond Police Department felt that such a training program was a necessary adjunct to the diversionary project. A five day seminar was conducted in juvenile work which especially concerned minority youth. This work session was directed toward the officer on the street who had contacts with youth. There were a number of agencies attending this workshop, namely: representatives of the Probation Department, Social Services, School District, Parks and Recreation, Richmond Model Cities and neighboring police departments. Additional training was given to the Richmond Police Department patrol team who transmitted this information to other team officers.

Description of the control and diversion unit job classification of police diversion officers. The Chief of Police was in command of this project; following him was Captain Farnsworth, Sargeant Moore and six police officers. Their assignments were counseling juveniles and their families, coordinating school programs,

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speakers bureau, teacher's aid program and several more that made up the collateral assignment.

The program had non-departmental job classifications, such as County Probation Department with two probation officers. It had a social service department that was housed in the Police Department. The social worker improved the relationship between county social services and the police department. A mental health program was also attached to the diversion unit. A psychologist was used in this capacity to assist project personnel in counseling juveniles and their families.

School counselors were used; in fact, there were three educational specialists that worked one half day a week. They worked with youth experiencing difficulty in school, and they acted as liason between the diversionary unit and the Richmond Unified School District.

Two additional staff psychologists were employed. They provided group counseling that took the form of training and supervising the sworn officers. One of the psychologists was an expert in behavior modification, which was easy to teach and to learn.

An employment specialist was hired for the purpose of developing and obtaining jobs for selected local youth.

The Policeman in the Schools program was a subprogram of the Richmond Police Department. It had many officers making presentations on youth and juvenile

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services. Children were encouraged to bring up subjects and ask questions. This also provided the children with an opportunity to know some of the officers. It was believed that this program could reduce the hostility between youth and police.

A tutorial program was part of the diversion unit. In this program juvenile offenders worked for pay tutoring younger children who had problems in learning in the regular classroom.

A speakers bureau was set up which consisted of diversionary unit and professional staff who were prepared to speak on a wide range of subjects concerning youngsters.

A drug abuse program was set up to handle all cases in which juveniles were involved with drugs. A drug education program was set up with all six grade classes in the Richmond School District. Lectures were given to civic groups within the community, and lectures were given to all high schools in the city of Richmond. It also provided materials for anyone requesting them.

The juvenile referral system did not play a major role in the diversion program until it was reorganized by the Richmond Police Department. There was an absence of such services at the beginning because other agencies had long waiting lists that meant a six months to two years delay in receiving assistance. Few people in the community knew anything at all about making referrals.

Personnel from the diversionary unit contacted all

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the resources in the Richmond area and gathered information about services. They set the criteria for a working relationship between the organizations and the Richmond Police Department.

General counseling was set up in the diversionary unit for probation assistance and for psychiatric and social services. The emphasis was on the individual. It assisted youngsters between the ages of 14 and 18, with no fee attached.

The services that come under the heading of general counseling are: general youth services that provided help for Spanish speaking citizens in tutoring, rap sessions, translation and assistance in legal matters; crisis counseling for runaways, who had family problems. All youth under the age of 17 were admitted to this service. The children's shelter provided immediate temporary protective custody for such youth.

A child neglect and abandonment agency was initiated. This included needs for foster home placement and institutional placement. This service investigated and helped to place any child.

Drug counseling was formed. The service included rehabilitation, education workshops and lectures, methadone programs and drug abuse seminars.

Pregnancy-related problems groups were formed which included tests, counseling, contraception information, sex education and medical examinations. This was with no charge.

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Suicide, drug or psychiatric emergencies group was formed to aid individuals who exhibited uncontrollable psychiatric or markedly suicidal tendencies.

A legal service agency was formed to assist Spanish speaking families. This agency would act, if necessary, as a go-between for the attorney and his Spanish speaking client.

A medical and dental unit was set up to assist children up to age 17, and this unit informed the family as to what was available for their needs.

The child care category included breakfast and/or lunches. The center cared for children between two and twelve years of age who had working parents or parents who were ill. The session was from 6:00 p.m. daily except Saturday and Sunday.

Delinquents' entrance into the C and D unit, Richmond Police Department. Those who were arrested were sent to Juvenile Hall and transported to the C and D unit. If an offender was on probation or parole, he would be taken directly to Juvenile Hall where disposition would take place.

Once the youth entered the C and D unit, the matter was out of the reporting officer's hands. The case was taken over by one of the six officers who interviewed the youth about age, mother, father, siblings, school attendance and other activities like sports, grades and absenteeism. The parents were called to the C and D unit and interviewed. If parents resisted suggestions

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that their child be sent to Juvenile Hall, the unit would attempt to respond to this resistance.

Disposition in the C and D unit. The disposition was made through a process called "randomization." White cards were for 601's, blue cards for 602's. The alternative dispositions for white cards were: YSP (Youth Service Program), R.P.D. (Richmond Police Department), "D.O." decision (D.O. chose 1, 2 or 3). The alternatives for blue cards were: probation, R.P.D. and D.O. decision (D.O. chose 1, 2 or 3).

Exit from the C and D unit. Youth handled by the C and D unit could be: lectured and released to parents, referred to probation, referred to Juvenile Hall, referred to another agency.

The personnel for the program were sworn officers who had special interest in dealing with juveniles and who had specialized training that could be seen as enhancing the program.

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CHAPTER IV

A SAMPLE OF JUVENILE DELINQUENT CASE HISTORIES FROM RICHMOND POLICE DEPARTMENT FILES

This chapter consists of some case histories of young people who came in contact with the Richmond Police Department during the operation of the Control and Diversion Project 1972-1973.

The case histories reflect a diversity of delinquent social conditions, namely: youngsters who were involved in marijuana and dangerous drugs; teenagers who were "Runaways" - that had severe parental problems and could not find a solution; case histories of young people who were "Out of Parental Control" - those who found other situations far better than the home or the school; case histories of those who were "habitual truant", who had been cutting school because of the company they kept on the street was more satisfying than the school; case histories of youngsters who were caught in "Petty Theft and Gambling" - those who had no means of earning money legitimately, and where their parents were in very low economic brackets.

Some studies indicate that marijuana is the primary illicit drug of choice among young people, and various high schools campuses that the proportion of students

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who have tried marijuana ranges to approximately 74 percent. Some social theories see youthful drug use, especially marijuana, as a result of alienation, and many students and other young people are opposed to the values and life styles of the "establishment" generation, and use marijuana as a visible sign of their dissent. For example, one popular view of marijuana is that it is used to "escape from reality," i.e., as a way of avoiding having to deal with difficult problems. This appeared to be the case of many Richmond youths. A related view is that habitual marijuana use is a sign of underlying emotional problems, neurotic conflicts, or anti-authoritarian sentiments.

A dominant sociological theory holds that heroin addiction among lower class youth is a result of blocked access to either legitimate or illegitimate opportunities to achieve socially approved success goals.

Many individuals use heroin to relieve anxiety, to express resentment against society or to fulfill self-destructive wishes.[1]

Runaway youngsters are estimated from 200,000 to 300,000 boys and girls annually in the United States. The size of the problem varies from state to state. California and Florida have a major number of the runaways, and nearby states have a problem with these young transients passing through. States handle the problem of

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[1]Clausin and Harris Isbell in Medical Aspects of Opiate Addiction, New York, Harper and Row, 1966, pp. 1-26.

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runaway youngsters in a variety of ways. Some states make excellent provisions for supervision, investigation and returning them to their homes; others jail runaways or run them out of town or just neglect to take any action.

The majority of the Richmond Police Department cases consisted of parental inconsistent or overstrict discipline that deterred the teenagers from forming any code of right behavior. Bickering, groundless complaints, nagging--all these symptoms of parental rejection contributed to rebellion of the youngster and his desire to escape from unpleasantness to look for acceptance and affection outside the home. The delinquent is not the youngster, but the adult who has failed in the early life of the child to give him that combination of love, security and discipline that is needed to help him grow up to wholesome adulthood.

If the family's income is so low that extreme frugality is necessary and the youngster does not fully comprehend the reason for deprivation, he may resort to dishonesty and deceit to satisfy natural desires. The Richmond Police Department encountered many situations of this nature, including teenagers who stole car batteries, tires, gasoline and automobiles; who entered homes and stores to steal, who pilfered from ten cent stores; boys who organized in gangs to steal, destroy property, and boys who did things that endangered their own lives or those of others, such as playing with fire

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and tampering with heavy truck and railroad equipment.

The Richmond Police Department processed girls who had run away from home to seek excitement or to get jobs or to follow and be near boy-friends who have moved, or to become sex delinquents and sometimes prostitutes. All of these youngsters are classified by the community and the Police Department as "juvenile delinquents." Actually they are individuals who need help, not just from their families, but who need understanding and help from the community and social agencies. These should encourage the delinquent's reintegration into non-delinquent activities, organizations and institutions. Reintegration may succeed or fail depending upon the community's labeling and reacting processed towards the youth.

Truancy has been called the "kindergarten of crime." In the Richmond Police Department Diversion Program most of the delinquents were truants. This responsibility in most communities rests with the school authorities, and especially the personnel workers who deal directly with the problem of truancy, but in the Richmond community the police officer is more helpful with regards to truancy, because of available manpower and use of their techniques and tactics.

Truancy from school can mean one or two things: the pupil is escaping from an intolerable situation, in which the school program brings him nothing but failure, shame, disgrace and redicule from his peers, or the pupil is

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suffering from serious emotional conflict. In either event, truancy is a symptom demanding immediate attention from responsible adults. Since truancy indicates desperation on the part of the child, all the forces in the home, the school and the community should be marshalled to help if they are needed.[2]

As a social problem juvenile delinquency is no longer a primary phenomenon of large, complex urban communities, because it has been increasing in rural areas as well as in cities. Youthful offenses are no longer limited to the poorer or near-poverty level classes of peoples and nations. Except for a few rare instances, current methods of treating delinquent offenders have been considered to be maladjusted individuals without due consideration of the total configuration in which they live. In all probability, the delinquent is a "normal" person living in a delinquent society. Most authorities have approached the problems of delinquency as a minor and temporary factor and fail to relate the problem to the total culture of the society. Knowlingly or unknowingly, they have overlooked the fact that adults and juveniles live according to basic moral and legal principles. Ultimately, that which determines how an individual conducts himself depends on the value system of the people.[3]

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[2]Kathering D'Evelyn. Meeting Children's Emotional Needs. New Jersey, Prentice-Hall, Inc., 1957.

[3]P. A. Sorokin. "Three Basic Trends in Our Time," in Main Currents in Modern Thought, XVI, nos. 3 and 4, January - March 1960-72.

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Richmond Police Department delinquent case histories should not be solely the burden of the police, the courts or the correction agencies, but the problem must be shared by the family, schools, churches, social agencies, industry and trade, civic and private groups and all adult citizens. A number of major problems facing the police today require an understanding of the psychology and the socio-economic conditions of underprivileged individuals. The police departments have been notably unsuccessful with these individuals. The understanding and treatment of juvenile delinquents from disadvantaged backgrounds have been something less than earthshaking, and the cleavage between the deprived individual delinquent and the police appears to have reached new heights.

The following are samples of juvenile delinquent case histories:

M.C. (Dangerous Drugs 1135 OH&S).

Reporting Officer made check on suspect, who was warned at that time for the previous two contacts with the Richmond Police Department in 1971. The suspect was warned at that time for those offences. A record check also revealed that the suspect had been on three months probation for driving without a license back in 1971. At this time the suspect was not on active probation. The Reporting Officer talked to the suspect about this report after the suspect was admonished, and he told the Reporting Officer that he understood his rights and wanted to talk to the Reporting Officer. The suspect

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was very cooperative. The suspect told the Reporting Officer the pills belonged to his father and he had given them to him for a cough. The Reporting Officer checked with the suspect's father. The father told the Reporting Officer he had given the suspect some pills once for a cough, but that was some time ago. The Reporting Officer, after talking with the suspect for some time and because the suspect is not currently on active probation, decided to release the suspect to his parents with a warning.

Jane R. (601 W&I Runaway Juvenile).

Jane turned herself into the San Francisco Police Department as a runaway from Richmond Police Department. The Reporting Officer went to the San Francisco Police Department where he talked to the suspect at great length. The suspect told the Reporting Officer that she lived with her dad and step-mother, two sisters and one step-brother. The suspect's real mother is dead and one of her step-sisters teases her about his all the time. Jane R. thinks her step-sister gets new clothes all the time, but she doesn't. Jane R. told the Reporting Officer that she would not go home.

The Reporting Officer then contacted the suspect's father who came to the Richmond Police Department. The father was made aware how Jane R. felt, and he showed a concern about the above problems. Between the father and the Reporting Officer it was agreed that all parties

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would try to do better and the suspect's father would have a family meeting to discuss the problem of Jane R. The suspect agreed to go home at this point with her father. Reporting Officer will check back with this family to see how things are going.

Curtissa W. (Smoking Marijuana).

Curtissa W. was reported by her mother on March 20. This case was discussed and Curtissa admitted smoking marijuana on previous occasions. Curtissa said she bought the marijuana from a woman, name unknown, and that smoking marijuana does not create any serious problem with her.

Curtissa and her parents both agreed that their major disagreement centers around the school. Curtissa is not doing as well in her subjects as she is capable of doing, and her parents are putting pressure on her to improve. Curtissa states that her parents continually nag at her about her school work and she feels that if they would say less, her school work would improve. Curtissa also resents that she is not allowed any privacy in her home and is not allowed to close the door to her room. Mrs. W. stated that she likes the door to be open because she does not want Curtissa burning incense and generally is not in favor of closed doors.

After discussion of the problem involved, some agreements were reached within the family. It was decided that the "W." family would continue trying to

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resolve the problems within the family and would contact this department if they would like to continue counseling with the Reporting Officer Miss Farrell, a Social Worker who joined the Reporting Officer in this interview.

Curtissa was advised regarding the marijuana issue, that she would have to face the consequences of arrest and a police record if she continued to use marijuana.

Annette M. (Runaway Juvenile, 601 W&I).

Reporting Officer checked with Mrs. M. who stated the suspect, her daughter, was seen several times by juveniles during the past few days. Early this day she was seen at Scotties, an eating establishment across from the high school.

On October 20, the Reporting Officer checked with Mrs. M., who says she believes the suspect is living with Bill S. at 1 - 2nd Avenue. She states Bill denied he was letting suspect stay with him.

On October 23, the Reporting Officer checked with Mrs. M. who stated that her daughter had been seen in various locations. Yesterday she was seen at the wash house. She was also seen on 1st and 4th streets on the 22nd.

On October 25, the Reporting Officer checked several times in order to locate the suspect at the home of Bill S., but was unable to make contact. The date Reporting Officer called Bill S., who admitted

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knowing Annette. His manner was very evasive. He stated that if Annette was coming and going at his house, he was not aware of it because he works at nights. He admitted he lived alone, but then said what were the neighbors doing going around his residence. He was advised that it was his responsibility to see that Annette did not frequent his residence, and if she was located at the house, an effort would be made to have him charged with contributing to the delinquency of a minor.

On November 1, the Reporting Officer called the M's home and asked to speak to Mrs. M. When Mrs. M. learned that it was the Police Department calling, she told the small child answering the phone to say she had not seen Annette.

Mrs. M. said her daughter was at Bill S.'s apartment. The Reporting Officer went to the apartment to see Bill S. where the suspect was located. Bill S. was not at home at the time. The suspect admitted she was living at the apartment, but stated her mother had put her out of her home. She later changed this story, but stated on one occasion that, when she went home, her mother did not stop her when she said she was returning to Bill S. She stated her mother told her if Bill S. wanted to support her, then he could take care of her. Annette stated she was three months pregnant by Bill S. and states they have spoken of marrying in April. She did not wish to return home, because her step-father

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would scold her. Mrs. M. agreed the suspect could spend the night at home of another daughter. The Intervention Unit, a segment of the Diversion Unit, would be contacted in a day or so to help Annette. The Intervention Unit contacted the girl immediately.

Pedro C. (Petty Theft at Montgomery Ward's).

Removing a price tag from a bicycle, Pedro C. placed it on a bicycle handlebar mileage meter. Value: $2.25. Pedro then took the meter to the toy department, purchasing it. He was observed by Security and put under city arrest. Pedro was then transported to Juvenile Hall of Justice and turned over to Officer Art Johnson in the preventive services division. At this time the Reporting Officer conducted a brief interview with the suspect, doing the best he could due to the suspect's inability to speak English. The Reporting Officer has no background in Spanish. The suspect explained to the Reporting Officer that he found the above mentioned tag on the shelf containing the mileage meter, and, thinking it belonged on the mileage meter, he placed it there, after which he purchased the item.

The Reporting Officer then contacted the parents of the suspect and they responded. They had no contact with the Police Department in the past. The Reporting Officer decided to divert the juvenile and referred him to the school department to be handled by Mr. Buxa from Downer Junior High School.

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Therefore, the report can be cleared as referred to the School Department for supervision.

Henry P. (Petty Theft of an Auto Battery).

Henry P. was taken into custody and his records were checked. He had had numerous contacts with the Richmond Police Department in the past.

Henry P. was charged with possession of stolen property for having the battery in his possession. The Richmond Police Department contacted the boy's grandmother, but with negative results. The Reporting Officer suggested that the boy be sent to the Probation Department. The case was closed as cited Probation Department. Later the boy was sent to the Diversion Unit for supervision. The Diversion Unit called the suspect's grandmother and both received counseling and recommendations for a better family unit.

Dewey N. (Petty Theft of Gasoline).

Reporting Officer was dispatched to investigate a report that three or so boys were standing around a pick-up. As the officer arrived, he saw the suspect pouring gas into the other car's gas tank. After further investigation, all three boys were brought to Juvenile Headquarters and then released to their individual parents. Reporting Officer suggested that the boys be placed in a group that is located in the Diversion Unit, so they can hear lectures on citizenship and honesty.

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Helen J. (Out of Parental Control).

Helen was brought to the Control and Diversion unit for the above crime. Reporting Officer had the suspect booked and transported to Juvenile Hall after making a record check on the suspect. In January, the suspect was involved in a 1135 H&S (possession of grass). The suspect was released with a warning. In February, Helen was picked up again out of parental control. Reporting Officer referred her to Protective Services for counseling. In March, Helen J. was a suspect again involved in a 381 P.C. drug incident. This case was again referred to protective services. In April, Helen J. was involved in disturbing the peace. She was released to her mother with no other action being taken. In May, the suspect was involved in another disturbing of the peace and this report was closed with the suspect being warned. In August, Helen J. was involved in a burglary report but no charge was made.

The suspect's home life is not a good one. Her mother is not living with her first husband. She has different boy friends come and go, and the suspect's father is now living in Oakland. Helen J. told the Reporting Officer that she cannot get along with her mother, and she wants to live with her father in Oakland.

It is obvious to the Reporting Officer that the suspect is out of control and that an effort should be made to make some other home for Helen J. She was referred to the Diversion Unit for supervision and placement,

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either with her father or in a foster home.

Bonnie Park (Runaway, Out of Parental Control).

Mrs. Park brought her adopted daughter in--she left home to meet a girlfriend without permission. She said that they had planned to run away from home. Bonnie insisted she had not been running away; instead, she had been merely accompanying her friend. Her friend is still missing. Bonnie's mother stated that she had problems for the last two years. She is capable of doing well in school, but is failing in all classes. It will be necessary for her to attend summer school, and she may, even then, not be allowed to enter high school. Bonnie's mother stated another problem of her daughter--she is assigned to a room at the motel and she had been allowing both boys and girls into her room and letting them stay until late at night.

Mrs. Park said she has certain rules for Bonnie, such as she must sleep in the bedroom behind the office and she should be in that room by 9 P.M. She is expected to do two hours of work a day at the motel and will be paid $1.85 per hour for these duties.

Mrs. Park believes Bonnie is disturbed because she is adopted; she has never asked about her natural parents but has made inquiries to other people. Mrs. Park said that she is actually Bonnie's aunt but has never told her.

The officer recommended that the parents visit the

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diversion counseling unit where he could see what the problem was.

Eima A. (Habitual Truant, 601 Welfare and Institutional Code).

Mrs. A. could not control her son. He left home without permission after being told to stay in the house. Mrs. A. had trouble before this. The father wanted the boy picked up and brought to Juvenile Hall. The Reporting Officer contacted Mrs. A.'s home, She said the boy had returned home about 3 P.M. The Reporting Officer went to the boy's home and found the boy sleeping in a living room chair and was still fully clothed. Mr. A. stated the suspect had been told not to leave home on June 1, because he had stayed out the previous evening until 2 A.M. The mother stated her son constantly gambles for pennies, drinks wine and beer. He also smokes marajuana. She said Eima had been cutting school for some time and had fights with other boys. The Reporting Officer told the suspect he was to be taken into custody. The suspect left the room and locked himself in the bathroom and refused to come out until the older brother tried to force the door open. Mrs. A. states she does not have the strength to make Eima mind. He was booked and taken to Juvenile Hall on a 601 and processed through the C&D units.

Through the interview, the Reporting Officer learned the reason Eima was truant and was not attending school--because of a mathematics class where he does not get along

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with the teacher.

Shala A. (Runaway Juvenile 601 W&I)

Shala's mother has children ranging from 11-19 years old. Shala is 16. The mother states she has had problems with the suspect for the past three years because of belligerent attitudes. She further states that Shala is going with a 33 year old married man named Jim, who lives nearby. The mother wants Shala to be taken to Juvenile Hall when she is found.

The Reporting Officer was contacted by Ms. B. Dean of Girl's School, who stated that Shala had been in touch with her. Ms. B. said some of Shala's sisters and brothers have had many contacts with the police. She said Shala is an excellent business student who will be able to graduate in January of 1974. She is doing "A" work in all but one class, where she manages to make a "B". She is doing well in typing, shorthand and office practice, etc. Ms. B. said Shala told her the home is a very disturbed one, and Shala's main problem is with her mother's boyfriend in the home. Shala had found a place to stay with a girlfriend. Ms. B. said that Shala desired to finish high school and go to college, but if she is taken into Juvenile Hall, this will ruin everything, and she is apparently aware of her mother's desire to keep her in Juvenile Hall until she is 18 years of age.

The Reporting Officer contacted Shala's mother and attempted to work out some arrangement whereby Shala

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might be allowed to remain away from home, if that is the proper place.

Reporting Officer contacted Shala's mother again. She had changed her mind about Shala being taken to Juvenile Hall. She thought some arrangement could be worked out for her to stay with her grandmother who lives two blocks away. The grandmother agreed to take Shala in.

M. Lee, Possession of Marijuana

In June, 1973, Reporting Officer contacted the mother (foster mother) of suspect M. Lee, 16 years old, via phone, requesting consent to a permissive search of the suspect's room. The foster mother consented to the search. Reporting Officer and a detective went to the location and in the presence of the foster mother, the officer searched the suspect's room. In this search the Reporting Officer found a small amount of plant material in a cardboard box that was located under a small coffee table which was located against the north wall of the room, just west of the entrance of the room. The plant material was placed in a plastic bag and in an envelope as evidence to be sent to the county lab to be analyzed. The suspect was then booked into the Richmond Police Department jail. Suspect was then released to his parents and referred to 'YSP' Youth Service Program.

Reporting Officer noted on this date June 25 that the suspect in this report had a runaway report. The

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report was sent to YSP crisis intervention unit.

Bobby T. and Louis J., Loitering About School

Reporting Officer was contacted by the arresting officer in the Control and Diversion Division. The arresting officer told the Reporting Officer that the suspects were arrested after they were told to leave the campus, and refused to do so. The arresting officer went on to say that the suspects were very uncooperative, and that suspect #1 had to be physically restrained and handcuffed. Reporting Officer then interviewed suspect #2 in the Control and Diversion unit. Suspect #2 told the Reporting Officer that he was with suspect #1, but he had not gotten involved in any physical aspect of the situation. Furthermore, he was not with suspect #1 on the previous day when he was warned to stay off the campus. Suspect #1 was in the Reporting Officer's office approximately a month ago, and at this time he was very hostile toward his father, mother and the police. Suspect #1 would not attend school, nor would he obey his parents; therefore, he was booked in Juvenile Hall. The suspect was very hostile to the uniformed officers on this occasion, and fought with them; therefore Reporting Officer sent him to the Juvenile Hall. Reporting Officer released Suspect #2 to his mother after he was properly warned.

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Summary

This chapter consisted of a number of juveniles who were involved in misdemeanors and felonies that were processed by the Richmond Police Department, then referred to the C and D unit, and then to organizations for further treatment. The case histories were: one of narcotics use, marijuana use, theft of stores and private homes, runaways, a female sex deviant who ran away to live with a male; those who were guilty of gambling, car theft and incorrigibility, out of parental control.

Most of the juvenile delinquent cases were processed within the C and D unit and released with a warning, or the juvenile would attend classes on being honest, or would attend family counseling sessions, or released to the parent with a follow-up by the Reporting Officer to see how well the youngster was living up to his agreement he had made to the Reporting Officer prior to his release.

In some cases the Reporting Officer referred the juvenile to the school authorities for his best interest and other cases the juveniles were sent to the probation department for further disposition. None of the many delinquent cases from 1972-1973 were referred to C.Y.A., California Youth Authority, nor any other juvenile institution.

The actions that were taken by the Richmond Police Department Diversion Program appears to have solved some problems of many teenagers. The Diversion Reporting Officer adhered to the Program Guidelines, that was to

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keep the teenager out of the Criminal Justice System.

As stated in Chapter III that: formal police training in work with juveniles is seriously lacking. To erase this myth the Richmond Police Department gave special training to six of their sworn officers in counseling and guidance prior to the Diversion Program being completely established. The officers were trained and worked under the direct supervision of the behavioral scientists.

The six police officers lived in the community in which they served; they understood many teenagers and community problems, in that particular community. They had acquired a socialogical responsibility as well as a protector for the people.

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CHAPTER V

PROGRAM COMPONENT EVALUATIONS: TREATMENT VARIABLES AND TREATMENT SUPPORT VARIABLES

Almost all fund-givers, whether or not they advocate a cost/benefit analysis, will insist upon some form of program evaluation. This evaluation always starts with a certain value or values, either explicit or implicit. A "value" may be defined as any aspect of a situation, event or object which is given a preferential interest, or invested with a quality that defines it as being "good," "bad," "desirable," "undesirable," or the like. As defined by King, "values are the principles by which we establish priorities and hierarchies of importance among needs, demands, and goals."[1] Clearly, value orientations are highly relevant to all public services and to other areas of purposeful human activity. Such orientations, on the part of both professionals and the public, do much to determine the objectives of public service and other social programs, the kinds of program operation that may be established, and the

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[1]Stanley H. King, Perception of Illness and Medical Practice (New York: Russell Sage Foundation, 1962), p. 53.

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degree of success achieved by these programs. The nature of evaluations can vary considerably, depending upon who is doing the evaluating and the nature of the goals pursued. Obviously, not everyone will agree on what approach is best: some forms of evaluation will be seen as a threat; some can create chaos; and others can endanger future programs. However, without some form of assessment, systematic progress is impossible.

The most obvious way to evaluate a delinquency prevention program is to see if the program has led to lower arrest rates. This criterion is usually the one best understood and appreciated by the public.

The data collected by the Richmond Police Department's Diversion Program on Components has led me to believe that it would be worthwhile to evaluate the "treatment support variables," the program components. If the components are successful, the program itself is successful. If any component is not helpful in generating productive measures to eliminate recidivism, or incarceration, it should be evaluated, revamped, or removed.

Therefore, if any component can save one out of ten juveniles from being processed through the criminal justice system, that component is worthy of remaining within the program.

The superior approach to program evaluation examines and evaluates goal and non-goal activities;

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these two types of activities have, for purposes of narration, a distinctive "line" between them. Goal activities are those which are generally regarded as having a direct effect on program outcome, and which can be further classified into treatment variables and treatment support variables; both of these categories of variables are built-in components of the program and both are necessary. In a community intervention program, treatment variables include: individual counseling, group counseling, other therapy techniques, case reviews, supervisory procedures, training, and behavioral science consultation from outside experts.

Treatment support variables include: employment, drug abuse detail, police and school programs, public information, speakers' bureau, tutorial program, and referral of social service community agencies.

The eight components of the Richmond Police Juvenile Diversion Program are narratively described and assessed. To insure informational consistency in these narratives, the following format is devised:

Name of Component

Description of Component as Specified Proposal

Description of planning process to implement Proposal (i.e., who had input? problems?)

Changes made prior to implementation (was the component, as described in the proposal, actually planned? If not, what was changed and why?)

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How was it implemented? Specific as to procedures, and number of people worked with, etc.

Problems in Operation

- Personnel
- Supervisory
- Policy
- Community
- Other

Fiscal

- Was money spent as allocated in grant? (over? under? changes?)
- Fiscal problems

Impact on Community

- Citizen Groups
- Other Agencies
- Other Community Involvement

Impact on Department

- Within Diversion
- Other Elements of Department

Impact on Juveniles

- Offenders
- Non-Offenders

Program review and monitoring

- How often, and by whom?
- How adequate?
- To whom were results communicated?

Major Accomplishments of Program Component

Major Problems

Parts of Program that should be maintained; justification for maintaining them.

Practical problems anticipated in maintaining Program without federal funds.

Kinds of data that could have been collected to evaluate Program effectiveness.

Other areas of importance in understanding Program Component.

The eight program components, as we will describe and characterize them, are as follows:

Behavioral Science Consultation

The Richmond Police Department's Juvenile

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Diversion Project proposed the employment of two Behavioral Scientists, one full-time (100%) and one half-time (50%). These behavioral scientists were charged with four responsibilities: the provision of training relative to behavioral issues for the personnel within the Juvenile Diversion Project; the provision of direct counseling services to juvenile offenders and the parents of juvenile offenders; the provision of clinical supervision to diversionary project members engaged in furnishing counseling services to juvenile offenders and the parents of juvenile offenders; and the provision of consultation services pertaining to behavioral issues.

The Behavioral Scientists had extensive involvement in the planning, orientation program development and the implementation of training for every programmatic component within the Juvenile Diversion Project.

The initial planning coupled with this component and an overall resources review by the supervisory staff of the Juvenile Diversion Program resulted in a revision of the original intent to employ one full-time (100%) and one half-time (50%) Behavioral Scientist. Two behavioral scientists would be utilized but each would be employed at half time (50%). Additionally, their roles were expanded to include the following functions: (1) the provision

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for individualized consultation relative to specific component development; and (2) active participation in the development of an operational Community Resource Manual.

Two planning meetings were convened prior to the initiation of the Juvenile Diversion Project. These meetings focused upon the development of an overall conceptual orientation of diversion for incoming program personnel. The actual orientation was five days in duration. This time was utilized for programmatic planning and policy formulation to facilitate the project's operation. The behavioral scientists provided must input relative to the conceptual orientation.

Several operational problems, pertaining to responsibilities, functions, policy and personnel issues, occurred with the utilization of behavioral scientists. In the initially developed proposal, the specific functions, responsibilities and authorities of the behavior scientists were not clearly defined. This role ambiguity ultimately resulted in intra-project confusion, frustrations and in some instances, impasses. An excellent example of this confusion occurred in juvenile related training. It was originally conceived that the juvenile related training would take place concurrently with the development of programmatic components. Weekly training schedules were agreed upon and implemented. In retrospect, however, the training activities should probably have been completed prior

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to the actual initiation of the Juvenile Diversion Program. The inconsistent availability of the police officers' training, created by on-going project functions, was compounded by the types of training the officers received. Some very new techniques were presented over a very short interval of time, and little time was allocated or available to assist the individual officers in molding these new approaches to their personal work styles. This situation was further complicated as several of the more experienced juvenile officers were of the opinion that the newer techniques promulgated by the behavioral scientists were too flexible. Had the functions of the behavioral scientists been more clearly defined, or were they policy and procedural decision-makers, or were they simply to provide technical assistance? What was their position in relation to the police chain of command? That authorities did they possess? Perhaps issues of this nature could have been obviated had these questions been completely resolved; because they were not, they continued to hamper the overall effectiveness of the Project.

The amount of $30,000 was originally allocated for the services of one full-time (100%, $20,000) behavior scientist and one half-time (50%, $10,000) behavior scientist. This allocation was revised at the conclusion of the initial project planning to total $20,000. These funds were utilized for the services of two half-time behavior scientists at $10,000 each. The entire

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amount for each behavioral scientist was expended.

Juvenile service organizations within the western segment of Contra Costa County were exceptionally interested in establishing linkages with the Richmond Police Department's Juvenile Diversion Project. The behavioral scientists were actively involved with the coordination of activities for several of these agencies to improve the types of services available to juveniles. The behavioral scientists were initially well received by all members of the Richmond Police Department. As a result of the role ambiguities alluded to in earlier portions of this narrative, the relationship between the behavioral scientists and other members of the Diversionary Staff deteriorated. The reason for this deterioration in relationship is that the policeman does not want his authoritative ground trampled upon by these so-called outsiders. His ego gets involved.

The impact of the behavioral scientists upon juvenile offenders was essentially an indirect one. As the Juvenile Diversion Project developed, the energies of the behavioral scientists were channeled toward consultation and component development services. These services facilitated the evolvement of entities from which juvenile offenders would receive direct service.

The supervisory staff of the Juvenile Diversion Project monitored monthly the activities of the Behavioral scientists. The focus of these supervisors was directed primarily toward training. During the

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operational phases of this Project, approximately sixty hours of formal training was given each member of the Juvenile Diversion Staff. This formal training was augmented by numerous hours of informal training. The major accomplishments achieved by this particular segment of the Juvenile Diversion Project were as follows: the active participation of the Behavioral Scientists in the development and implementation of the Community Resource Manual; the active participation of the behavioral scientists was in the development of individual project components; and the provision of training relative to behavioral issues.

The principal derivative benefits resulting from the services of the behavioral scientists were the availability of consultation and technical assistance relative to continuous training and programmatic component development.

Ideally, the data necessary to evaluate the techniques espoused by the behavioral scientists would be a comparison of groups, one utilizing behavioral techniques and the other involving traditional methods. Issues such as recidivism and recurring family problems would possibly serve as evaluation instruments.

Juvenile Drug Abuse Detail

The Richmond Police Department's Juvenile Diversion Program proposed to retain the Juvenile Drug Abuse Detail as an integral component of its diversion approach. It was charged with the responsibility for three basic

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activities, namely: the organization and coordination of parent drug education groups; the provision of intensive drug educational training to diversionary personnel; and the dissemination of drug education information to elements within the Richmond Police Department. The officers within the Juvenile Drug Abuse Detail solicited and received input from each member of the Juvenile Diversion Staff relative to possible component modifications.

The Juvenile Drug Abuse Detail had been operational for several years; its structure and general objectives were well established. Structurally, only minor modifications were necessary to coordinate the on-going activities, with the greater and more comprehensive functions of the diversion mode. However, the objectives specified at the inception of the Juvenile Drug Abuse Detail were expanded to facilitate the purposes of the Diversion Program. The expansion focused essentially upon one central area: the location and/or development of effective community resource agencies. The implementation process for the Juvenile Drug Abuse Detail was as follows: the assignment of two officers to the Juvenile Drug Abuse Detail; the provision of intensive counseling techniques to the Juvenile Drug Abuse Detail officers; the continued direction of energies toward the accomplishment of the objectives listed in earlier portions of this narrative; the participation in the development of an effective Community Referral Manual;

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and an expansion of the provision of drug educational technical assistance available to schools, civic operations and individuals.

The central problem encountered during the Juvenile Diversion phases of Drug Abuse Detail was essentially one of administration; the allocation and coordination of adequate amounts of time for training activities. Funds allocated for the purchase of films, pamphlets and books relative to drug education issues were expended accordingly.

The activities of Drug Abuse personnel impacted significantly upon Richmond's citizens. Extensive interaction occurred with local neighborhood organizations, PTAs and civic associations. Numerous educational lectures were provided to these groups. Other available community activities included a confidential drug analysis service and an informal counseling and referral service. The Juvenile Drug Abuse Detail personnel were viewed as a drug abuse informational source by other elements within the department. Formal and informal presentations were frequently provided to various agency segments. The activities of the officers within the Drug Abuse Detail yielded positive relationships with juveniles. Approximately eighty sixth-grade classes were visited during the Juvenile Diversion Program. It was the impression of component staff members that excellent rapport with juveniles was established. This impression was confirmed by the frequent requests for

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information and presentations by youth groups. Programmatic reviews were conducted periodically within the Juvenile Diversion Project. Monthly program summations were submitted to the Juvenile Diversion Project Sergeant. Additionally, frequent informal conferences were conducted to discuss and assess the progress of the Project.

The Principal accomplishments achieved by this particular programmatic component were: the successful Drug Educational Program conducted in the sixth grade classes; the rapport and Unit credibility established with juveniles; the provision of drug education information to the various elements of the Police Departments; and the Juvenile Drug Abuse Detail's active leadership role in the Richmond Drug Abuse Council. The central problem encountered within this component was noted in an earlier narrative segment: poor planning relative to the allocation and coordination of adequate amounts of time for training activities. In the estimation of the Juvenile Drug Abuse personnel, the following portions of this component should be maintained: the Drug Education Program in the schools; the provision of counseling and/or referral services to juveniles; participation in community activities relative to drug education and rehabilitation; and the provision of investigating services to schools relative to drug activities. The pamphlets, films and other educational materials relative to drug education would be unavailable without federal funds,

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although many activities of the Juvenile Drug Abuse Detail are difficult to evaluate statistically, data relative to comparative recidivism rates would be useful.

Educational Specialists

The Richmond Police Department's Juvenile Diversion Project proposed to employ four Educational Specialists from the secondary and elementary levels of the Richmond Unified School District. These educational specialists were charged with two basic responsibilities: the provision of direct counseling to juveniles relative to educational and prospective career issues; and participation in the development of agency-wide juvenile training. Ananticipated derivative benefit resulting from the utilization of educational specialists was an enhancement of the working relationship between the Richmond Police Department and the Richmond Unified School District. In conformance with the specifications detailed in the Juvenile Diversion Grant, four Counselors from the secondary and elementary levels were selected as the educational specialists. The Richmond Unified School District provided the Juvenile Diversion Project Director a list of candidates for those positions. Prior to the initiation of the selection process and after consultation with representatives of the Richmond Unified School District, it was determined that the four experienced counselors should be selected from three high schools and one intermediate school. The selected educational

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specialists participated in the orientation for the Juvenile Diversion Program, and upon the component's implementation each was assigned to work one four-hour period per week at the Police Department. During this four-hour period, each specialist, in conjunction with a sworn officer, was to meet with juveniles to provide direct counseling services. Initially, it was intended that the counseling services provided by the educational specialists be focused upon education and prospective career issues. As the component progressed, it became apparent that the counseling skills of the educational specialists could be directed to other areas as well. As a result, their responsibilities were expanded significantly in two areas: the educational specialists would make general counseling available to juvenile offenders and the parents of juvenile offenders; and they would provide technical assistance in the coordination of the tutorial component of the Juvenile Diversion Program.

The most frequent problem occurring for the educational specialists was the failure of families, in some instances, to meet for scheduled counseling services. The amount of $8,000.00 was allocated via grant funds to compensate the educational specialists for services. $7,402.09 was expended at a rate of $9.61/hr. The Educational specialists had approximately 832 hours of service available for the Police Department. Approximately sixty-two hours remained unused at the conclusion

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of the Juvenile Diversion Program. In the estimation of the educational specialists, the principal community impact of the component was the exceptional relationship established between the high schools and junior high schools of the Richmond Unified School District and the Richmond Police Department. The primary Police intra-departmental impact was the increased interaction provided between Richmond Unified School District personnel and Richmond Police officers. Each group enhanced its knowledge of the other's responsibilities, resulting in a greater coordination and provision of services to juveniles.

Counseling and intervention techniques caused positive behavior changes in many juveniles. These changes most often occurred in juveniles without severe offenses and/or personal problems. The availability of learning assistance and job opportunities via the Tutorial Program, particularly, engendered affirmative results from the offender as well as from the non-offender. The Juvenile Diversion programmatic component staffed by the educational specialists was monitored monthly through discussions between these educator and the project's supervisory personnel. The major accomplishments achieved by this particular segment of the Juvenile Diversion Project are as follows: a) a team family counseling approach consisting of a juvenile officer and an educational specialist was initiated and effected successes with juvenile offenders and the

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parents of juvenile offenders; b) a successful Tutorial Program involving juvenile offenders was implemented; c) the coordination of activities for juvenile justice agencies was enhanced resulting in an improvement in the provision of services for juveniles; d) the educational specialists became more aware of the policies, interworkings and problems of a police agency; e) the training made available to the educators participating in the Juvenile Diversion Program honed and improved their counseling skills.

The principal problem confronted during the operational phases of this component was essentially the same as that faced by other elements of the Juvenile Diversion concept: the inadequate availability of fiscal resources. With consideration to the several positive phases mentioned in other portions of this narrative, this entire component of the Juvenile Diversion Program has been--and should be--maintained. The Richmond Unified School District not only institutionalized this approach via financial support for the 1973-1974 academic year, but it expanded by one the number of educational specialists originally available via federal funds. A comparison between those cases involving solely educational specialists as opposed to cases administered by sworn officers would have proven an effective evaluation mechanism. Issues such as recidivism, school performances and recurring family problems could possibly serve as evaluation instruments.

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Employment Program

The Richmond Police Department's Juvenile Diversion Program proposed to provide an employment component as an integral part of its diversion approach. Coordinated by a civilian professional with job development skills, this component was conceptualized as a mechanism to solicit employment opportunities for juveniles.

The civilian charged with the coordination of activities for this component sought and received input from each member of the Juvenile Diversion staff relative to a format for the employment program. This particular component was implemented as initially conceived.

The principal implementation methodology utilized for the employment component was the initiation of the solicitation of prospective youth employment opportunities. This was effected via the following instruments: speaking engagements; handbills; newspaper advertisements; and door-to-door employment requests.

The principal problem encountered during the operation of the employment component was that of personnel--or, to be specific, the lack of personnel. The sole position allocated to the employment project was that of Employment Specialist. Supportive job development staff was provided as a result of a budget revision during the later portion of the component's operation. This revision, however, allocated too few funds and occurred too late during the project year to

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have any real impact. Funds allocated for the position of Employment Specialist and for later supportive job development staff (two people) were expended. A major failing of this component, in the estimation of the employment specialist, was the lack of funds provided to train prospective juvenile workers.

The primary interaction between the communities of Richmond and the Employment specialist occurred during efforts to secure employment for juveniles. The presentations of the employment specialist were generally received favorably by these groups.

The most significant agency impact relative to the employment component was within the Diversionary Unit. Diversionary Staff members often provided suggestions relative to employment opportunities and frequently participated in efforts to secure jobs for youth. The rapport established between the employment specialist and juveniles was good despite the minimal returns yielded from the employment component. The resulting impact among the youths was positive: they appeared pleased--more so with the Police Department's effort than with the end result.

Programmatic reviews were conducted periodically within the Juvenile Diversionary Project. Monthly program summations were submitted to the Juvenile Diversion Project Sergeant. Additionally, frequent informal verbal conferences were conducted to assess the progress of the Project. The principal accomplishment

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achieved by this particular programmatic component was the successful placement of nearly 130 youths in full-time or part-time jobs. The central problem encountered was noted in an earlier narrative segment: the failure to allocate adequate fiscal resources. Nevertheless, in the estimation of the Employment Specialist, the total employment component concept should be maintained. If external funding were unavailable, the entire programmatic cost would be absorbed by the Police Department.

An effective statistical evaluation of this component should be focused upon two areas: the number of juveniles placed in full-time and/or part-time jobs, and the number of juveniles counseled and trained within the Employment Program.

Police in the Schools Program

The Richmond Police Department Juvenile Diversion Program proposed to allocate 1700 police officers' hours for interaction with Richmond Unified School District students in the classrooms. Coordinated by a sworn Juvenile Diversion officer, this particular component vigorously sought the participation of each officer within the agency. The Police in the Schools Program was structured as an informal informational exchange session between the participating parties and served three essential purposes: (1) the students received educational information relative to functions and responsibilities of a police department; (2) the

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students were afforded the opportunity to become better acquainted with police officers; and (3) this interaction enabled the officers as well as the students to view one another from other perspectives.

The juvenile officer charged with the coordination of activities for this component solicited and received input from each member of the Juvenile Diversion Staff relative to a format for the Police in the Schools Program. Additionally, it should be noted than an earlier School Safety Patrol Program and Bicycle Safety Program influenced the model ultimately utilized for the Police in the Schools Program. It was determined that the emphasis of this component would be placed at the elementary school level. Twelve officers were selected initially and each was assigned responsibility for two of the twenty-five elementary schools in Richmond. Every officer was to visit each of his assigned schools at a minimum of two hours weekly. The utilization of this hourly assignment schedule proved particularly advantageous. This methodology not only enabled additional police personnel to visit the elementary schools, but also provided financially for a portion of the aforementioned 1700 hours to be directed to one junior high school and five high schools.

Prior to the implementation of the Police in the Schools Program, two conceptual changes were implemented: 1) it was determined by the component administrator, after consultation with diversionary staff

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members, that approximately 50 of the 1700 hours should be utilized for the orientation and training of officers participating in this element of the Juvenile Diversion Program; and 2) the focus of the component was expanded to include school-related activities (recreational centers and youth groups).

The implementation process for the Police in the Schools Program was as follows:

A meeting was convened with the previous school coordinator regarding his experiences working in the schools. Ideas and suggestions relative to the Police in the Schools Program were solicited and presented. A separate file folder was created for each participating school containing relevant coordination information: principal's name, address, phone number and school contact person. An informational memorandum regarding the Program was distributed to all sworn personnel. This memorandum detailed the program and encouraged officer participation. A meeting was then convened with the Richmond Police Department's Administrative Captain and Administrative Analyst. It was determined that participating officers would receive remuneration at the top salary step, whereupon a payroll expenditure record-keeping system was established with the assistance of the Administrative Analyst.

The component Administrator attended the annual Back-to-School Teachers Meeting conducted by the Richmond Unified School District. The Program's

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objectives were explained and teacher support solicited. A meeting was convened with Deputy Superintendent of Schools, Dr. R. W. Lovette, relative to placing uniformed police officers on school campuses. A Police in the Schools Guidelines Pamphlet was developed and disseminated to school officials and police personnel. Then, at a meeting with Dr. R. J. Griffin, Curriculum Director of the Richmond Elementary Schools, Dr. Griffin was informed as to the Project's objectives and procedures and provided a copy of the Richmond Police Department's School Guildelines. Dr. Griffin then directed a copy of these guidelines, with an appropriate cover letter, to each elementary school principal.

A format was developed for the training and orientation of the participating officers. The training and orientation meetings were conducted with the participating officers; a constant review mechanism was established and the initial indications revealed that the Program was functioning smoothly. There were no significant operational problems during the Police in the Schools Program. It should be noted that during the school year, neither the Richmond Police Department nor the Richmond Unified School District received one complaint from a school administrator, teacher, parent or student relative to the Richmond Police Department's School Program.

An overview of the fiscal activities of the Police

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in the Schools Program is as follows:

Fiscal Information

Original Grant Funds	$17,000.00
Total Funds Spent	16,994.12
Funds Remaining	$ 5.88

Itemization

Funds Spent for School Appearances	$16,581.56
Funds Spent for Training	475.56
Total Number of Participating Officers	34
Total Richmond Schools Involved in Program	33
Total Hours Spent at Schools	1,585.5

The officers who participated in the Police in the Schools Program are all too familiar with the problems facing the community, the attitude of the citizens and the potential explosiveness of many situations involving youth. These officers brought to the Richmond Schools the expertise of experience. This experience was coupled with an interest in bridging the communications gap. Officers and students were able to view each other from several perspectives as policemen exchanged views with juvenile offenders and with non-offenders as well. In working with the future adults in their adolescent years, the Police in the Schools Program proposed to eliminate some of the causative factors of police-community misunderstandings.

The juvenile officer charged with the coordination responsibilities of this Program received monthly reports from the participating officers as to their

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individual activities, hours spent at schools, problems encountered and comments and/or suggestions for possible programmatic improvement. The Program Coordinator submitted monthly program summations to the Juvenile Diversion Project Serveant. The principal accomplished achievement by this particular segment of the Juvenile Diversion Project was the participation of 34 police officers and 33 schools in this component's activities. The single issue evolving from this component that could possibly be construed as a "problem" was the School District officials' prohibiting police surveys within the schools.

The total Richmond Police Department's Police in the Schools Program should be maintained: this kind of program has had decided advantages in the apparent reduction of police-youth hostilities.

The lack of funds for the participating officers to continue this component on an overtime basis was the primary deterrent to its continued operation. However, it should be noted that as of this writing, Chief Lourn G. Phelps has committed internal funds for the continuance of the Richmond Police in the Schools Program.

Attitudinal changes are difficult to assess; nevertheless, an industrial relations specialist at Cal Tech devised an instrument whereby these changes may be surveyed. It is a three-part instrument which purportedly measures the attitudes of students, teachers, administrators and members of a Police Department. Perhaps a

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mechanism as this or one of similar quality can be utilized to statistically support the success of the Police in the Schools Program--that is, if the parents of the students will consent to the use of this sort of measurement.

Public Information Officer

The Richmond Police Department's Juvenile Diversion Program proposed to provide a public information component as an integral part of its diversion approach. Coordinated by a civilian professional with journalism skills, this component was conceptualized as a mechanism to publicize all aspects of the Project via the news media. Planning relative to this phase of the program was coordinated primarily between the Chief of Police and the Public Information Officer, and was implemented as initially conceived. The implementing methodology utilized for the public informational component focused upon two primary instruments: press conferences and press releases. Three press conferences were convened; at the initial conference, press members were afforded the opportunity to interview each staff member of the Juvenile Diversion Project. Eight general press releases were circulated among the newspaper, radio and television stations within the Bay Area. This specific approach resulted in five individual interviews for the Chief of Police and/or the Juvenile Diversion Project Director. In addition to these primary instruments, several special articles relative to the Police

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Department's diversionary efforts were published locally. This particular component, as is apparent from the above-described case of implementation, experienced minimal operational problems relative to personnel, supervisory, policy and/or community difficulties. Funds allocated for the position of Public Information Officer were expended; an unanticipated cost did, however, result from photograph processing.

Responses engendered among civic leaders by the Juvenile Diversion Project were extremely favorable, and a survey conducted by the Program's evaluators directed toward a cross-section of Richmond citizens also yielded positive results. Publicity generated relative to the organization's diversionary efforts were viewed affirmatively intra-departmentally. This was particularly applicable within the Juvenile Diversion Program. As the public informational component of the Juvenile Diversion Project was directed toward programmatic operational aspects rather than youth-staff interaction, information relative to the diversionary impact upon juveniles was to be addressed in the evaluation of the Program. Programmatic reviews were conducted periodically within the Juvenile Diversion Project, and monthly program summations were submitted to the Juvenile Diversion Project Director. Additionally, frequent informal verbal conferences were convened.

The major accomplishment of the Public Information

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component was the provision of extensive and continual news media coverage to Richmond Police Department's diversionary efforts. The frequency and type of publicity is specified in an earlier portion of this narrative. The central problem encountered within this component, in the estimation of the Public Information Officer, was the failure to allocate funds for publicizing the Juvenile Diversion Program upon its conclusion. In the estimation of the Public Information Officer, the total informational component should be maintained; if external funding is unavailable, the entire programmatic cost should be absorbed by the Police Department.

Speakers Bureau

The Richmond Police Department's Juvenile Diversion Program proposed to provide a Speakers Bureau as an integral part of its diversion approach. Coordinated by a sworn juvenile diversion officer, this component was construed as an organizational forum to be focused upon juvenile related issue. The Speakers Bureau was to be staffed primarily with diversionary personnel, sworn and civilian. This juvenile officer charged with the coordination of activities for this component solicited and received input from each member of the Juvenile Diversion Staff relative to the establishment of specific component objectives. The implementation process for the Speakers Bureau--which was implemented as initially conceived--is as

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follows:

Local newspapers, telephone directories, the Chamber of Commerce and existing information material was researched to determine probable organizations, within the City of Richmond, with whom speaking engagements might be arranged. As this information was being compiled, a letter, requesting a speaking engagement, was directed to the selected organizations, briefly outlining the Juvenile Diversion Program. Goals and objectives were established for the Speakers Bureau which would: inform the citizens of the Juvenile Diversion concept, utilizing a comparative analysis with the present modality of the Juvenile Justice System; accentuate the necessity for change generated by the gradual and persistent increase in juvenile delinquency and the recidivism rates; enlist active community support for the Juvenile Diversion Program via speaking engagements. This community support was sought in the following areas: individual assistance from community members in areas as counseling, tutoring and recreation; creation of jobs specifically designated for youth referred from the Juvenile Diversion Program; monetary donations to provide income for juveniles involved in work programs related to Juvenile Diversion; and improvement of the relationship between the community and the Police Department.

The establishment of coordination with the Police in the Schools component involved component officers in

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the participating schools, who were requested to solicit speaking engagements with the Parent-Teachers Association (PTA) organizations of their respective schools. These requests engendered excellent responses from PTAs as well as from local neighborhood and church organizations. As the format for the scheduling of speaking engagements developed, this document was disseminated to Diversionary Unit personnel to provide speech preparation assistance.

There were no significant operational problems within this programmatic component. All component funds, including those allocated to provide for the services of a sworn component coordinator, were expended. The Speakers Bureau provided a significant impact upon the City of Richmond during its operational phases. Presentations addressing more than twenty-five hundred people were delivered to approximately sixty neighborhood groups, churches, civic and professional organizations and PTAs. Additionally, two radio stations broadcast excerpts relative to the Richmond Police Department's Juvenile Diversion Project.

Programmatic reviews were conducted periodically within the Juvenile Diversion Project. Monthly program summations were submitted to the Juvenile Diversion Project sergeant. Additionally, frequent informal conferences were conducted to assess the progress of the project.

The major accomplishments achieved by the Speakers Bureau were the following: addressing more than twenty-

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five hundred people concerning the Richmond Police Department's diversionary efforts; soliciting and obtaining the cooperation of neighborhood groups, churches, PTAs and civic and professional organizations in requests for speaking engagements; making citizens aware of the diversion concept.

The central failure of the Speakers Bureau was its inability to obtain support for several of its aforementioned objectives, e.g., the creation of jobs for diversionary referrals, and the securing of monetary donations for work-related diversionary programs.

The total concept of the Speakers Bureau has been maintained. This programmatic component served and is continuing to serve as an excellent police forum. Financial problems resulting from a discontinuance of federal funds would be circumvented if the Police Department assigned as officer to continue coordinating the activities of the Speakers Bureau. The most logical assessment data available from a component such as this would appear to be evaluative information obtained from the group addressed. The mechanics necessary for this methodology, however, appear cumbersome.

Tutorial Program

The Richmond Police Department's Juvenile Diversion Program proposed to provide a Tutorial Program as an integral part of its diversion approach. Coordinated by a sworn juvenile diversion officer, this component was designed to utilize and remunerate capable juvenile

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offenders as tutors for younger children experiencing learning difficulties. The Juvenile Officer charged with the coordination of activities solicited and received input from the Juvenile Diversion Staff members, representatives from the Richmond Unified School District, and coordinators from other existing Tutorial Programs (i,e., Catholic Social Services, North Richmond Neighborhood House, Inc.) Prior to the implementation of the Tutorial Program, one conceptual change was initiated: it was determined by the Project Administrator, after consultation with Diversionary Staff members, that non-offenders with applicable academic skills would be utilized as tutors. First priority in tutorial positions, however, would be placed with juvenile offenders. The rationale for this decision was indeed logical: although the primary emphasis of this component is clearly diversionary, the preventive aspects of delinquency are heavily stressed. The availability of the tutorial positions for juveniles who have not had police contact is indicative of the preventive phases of this component.

The implementation process for the tutorial component was as follows: the location of adequate facilities; the identification of prospective tutees; the coordination of available tutorial positions with the Educational Specialist and the Employment Specialists worked in close collaboration with the component administrator, and provided much assistance in the

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location and selection of eligible tutors. Upon identification of a tutor, it was normally the responsibility of an Educational Specialist to provide the orientation for the tutor; to coordinate the tutor's assignments at a particular tutoring facility; and to monitor the tutor's school performances and grades. Additionally, the Educational Specialist reviewed periodically the performance of the tutor as to work acceptability. Tutoring sessions were conducted from two to four weeks for each student experiencing learning difficulties. Each tutor was compensated at a rate of $1.65 per hour. Three central issues were consistent problems during the operational phases of the tutorial component: locating juvenile offenders academically competent to instruct a younger child experiencing learning difficulties; convincing a juvenile offender to accpet the maximum weekly salary available via component established regulations (less than $7.00) whereas comparatively, his nefarious activities had previously netted him more money; restricting the involvement of good students and/or juveniles in a component as this. The tutorial component was allocated $6,000 for anticipated operational costs. The entire amount was expended as fifty-seven tutors were utilized. The coordinator of the tutorial component met on several occasions with neighborhood councils and various other community groups. During these meetings, the purpose and objectives of the Juvenile Diversion Program were espoused,

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the operation of a tutorial component is addressed in an earlier portion of this narrative. The total tutorial component concept was maintained. This particular approach enables a youngster experiencing learning difficulties to receive individualized instruction. Perhaps a more important consideration within this approach is the opportunity for the assumption of positive responsibilities by juvenile offenders. This particular component couldn't exist without external financial support.

Effective evaluation data for this project included an analysis of each student's school performance, recidivism rates and family problems prior, during and subsequent to programmatic involvement.

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with particular emphasis placed upon the tutorial efforts. By and large, these groups had little previous information of knowledge relative to the Richmond Police Department's diversionary efforts, but upon being made aware, they appeared to be pleased and very impressed.

In the estimation of the tutorial component coordinator, the Richmond Police Department's initial reaction to the Juvenile Diversion Program was apprehensive. However, as the Project evolved and more programmatic information was disseminated to the various organizational elements, a transition to support occurred in the Department's position. The most significant impact relative to juveniles, in the estimation of the tutorial component coordinator, was the realization by juvenile offenders that a police agency was sincerely attempting to divert delinquents from the juvenile justice system.

Programmatic reviews were conducted periodically within the Juvenile Diversion Project. Monthly program summations were submitted to the Juvenile Diversion Project Sergeant. Additionally, frequent informal verbal conferences were conducted to assess the progress of the Project. The major accomplishment achieved by the Juvenile Diversion Project, in the estimation of the tutorial component coordinator, was the attitudinal change effected in juvenile offenders and the parents of juvenile offenders. The central problem relative to

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CHAPTER VI

Recommendations

Juvenile delinquency and crime are increasing year after year; it's out of hand, and police services or divisions are not sufficient to cope with it. These increases make it imperative and absolutely necessary for new approaches to prevention via diversion to be implemented, and the time has come for these approaches to be imaginative and innovative.

Recommendation I

This writer believes the only relevant way out of a serious condition is for law enforcement to expand their efforts in delinquency and crime research. In the past, police departments have spent vast sums of time and money copying crime prevention programs from other jurisdictions; actually without any idea how well these programs will work in their own communities.

Example: How can an Operation Identification program work in a white community that is changing to a black community? Vice versa: In a certain racially mixed city where Operation Identification was put into service and tested, residential burglaries did not actually decrease. Houses that had been protected had been burglarized, the total incidence of residential

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burglaries in this test area increased. In a similar white area where homes had been similarly protected, the amount of residential burglaries decreased.

This points to the fact that police departments should examine potential programs that are relevant for their use in greater detail. The experimental identification program above has not been in existence for a sufficient length of time to provide any definite information.

Police departments research should be broad based, including all social science as well as some skillful knowledge of physical sciences. In the past, research has been directed toward hard and forceful means instead of considering humanitarian elements. Great attention has been given to building designs, locking devices, street lighting, recruiting more policemen, but little attention has been given to human dimensions which are most important in any police crime prevention program. Law enforcement officers must revamp their entire department and re-educate their own personnel in new crime prevention techniques that are based upon sounder research, and human relations. The chief of police will have to implement management skills that are based upon establishing organizational goals and new objectives. His emphasis will have to be placed upon effectiveness rather than efficiency. Numbers of arrests made will have to be abandoned, unless it can be demonstrated that they are effective in crime prevention.

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Recommendation II

The policeman and the members of the community must join as partners in crime prevention. Law enforcement personnel must be aware that crime prevention is not their sole province, but to be successful in preventive work, the community must participate, or all efforts at prevention will surely fail.

In the 1960s, the President's Commission on Law Enforcement and the Administration of Justice (Task Force Report) recognized the above point when they stated:

> No matter how well trained, well organized, and well equipped they (the police) are, they cannot be at the scene of every crime when it is committed, and this would be true if they numbered 65 or 650. The police need help from citizens, from other principal agencies, and from crime prevention legislation.[1]

The need for wide community involvement is acknowledged by most police professionals. Except in a few communities, it is no closer to realization today than it was in 1967 when the statement was made.

The reason for more citizen involvement is manifest in many ways. One is that, those informers cannot be protected by the police forever; people are afraid to be labeled as an informer; most people do not trust the system that protects them, nor their neighbors, but those who do get involved understand traumatic happenings,

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[1]The President's Commission on Law Enforcement and the Administration of Justice, Task Force Report: The Police (Washington D.C.: U.S. Government Printing Office, 1967), p. 22.

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and can easily identify with the victims.

The National Institute of Law Enforcement and Criminal Justice (NILECJ) has been the leader in sponsoring crime prevention research. They have, during the past four years, funded an excess of thirty-one crime prevention programs. This represents an investment of over three million dollars.

Currently the NILECJ has requested proposals from constructors for a project entitled "Crime Prevention Through Environmental Design." The constructor is expected to include all academic disciplines in the development phase. He will be expected to develop demonstration projects, provide an environmental design clearing house and identify an environmental design curriculum for various disciplines. The initial project will take two years with the possibility of an extention for two additional years.

The NILECJ efforts represent the major research thrust in crime prevention, while the National Crime Prevention Institute at the University of Louisville, Kentucky, provides the major educational effort. Their curriculum includes: (a) street lighting, (b) urban planning, (c) building construction, (d) lock and safe design, (e) alarm systems, (f) crime insurance, (g) police education, (h) municipal building codes.

Recommendation III

It is suggested that an office of Research be established with the coordinating council, if in fact

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combatting juvenile delinquency is to be effected in a community with a diversity of ethnic background, such as Richmond. The officer in charge should have some skill in librarianship and research techniques. He or she should secure the data and statistics needed in its action-research program, accreditation process, and whatever is requested by officers on the executive committee. If a qualified volunteer is not available for the office, the committee would retain a professional person or a university graduate student to carry out the research.

Recommendation IV

It is also suggested that permanent office quarters of the Council be established in one of the following locations, preferably in the order named: probation office, Richmond police headquarters, board of education, city recreation department, or the city library. This permanent office would tend to lend stability and status to the organization and its diversion program.

Recommendation V

It is vitally suggested that the Membership Committee of the Coordinating Council analyze the attendance of the general meeting as well as the membership, and make a continuing effort to keep a representative of the community as well as a miniature of it. The Council should be especially alert in maintaining the interest participation and cooperation of the youth in the Richmond community.

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Recommendation VI

It is suggested that the most significant goal of the Coordinating Council to be combatting and preventing juvenile delinquency and crime, keeping the perception in mind that America's best hope for reducing delinquency and crime is to reduce juvenile delinquency. It is relevant and fitting that this task should be the council's primary goal. When the Council was formed in Berkeley, California, it was its utmost purpose to combat delinquency.

Recommendation VII

A program should be established for counseling; this will prove to be very effective in any large community such as Richmond, in preventing juvenile delinquency. Many young people, as well as their parents, are handicapped by physical or emotional problems, or by environmental socio-economic difficulties. These adults cannot satisfactorily fulfill the expectations they have with each other, or they cannot perform to the expectations of others in their communities. A program of this nature could remove or at least lessen the impediments.

Recommendation VIII

A work-study program for dropouts in the junior and senior high schools of Richmond should be established. In any large community this is necessary to combat juvenile delinquency effectively. The program would be

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designed to clarify the youth's knowledge of work roles and of others in the world of work. The student will develop an appreciation of the significance between academic skills and work performance. Experience on the job will enable the dropout student to learn to perform some of the general requirements of the work role, including honesty, reliability, responsibility, as well as some skills that can be used in industries.

A work-study program of this nature for prospective dropouts can be a preventive measure in reducing delinquency and crime if the potential dropout is recognized at an early stage in junior or senior high school.

Recommendation IX

It is recommended that the role of the church must assume a more responsive and aggressive nature to young people, if the community is to combat delinquency and crime effectively. The Church can focus great effort on young people in the following ways: 1. By encouraging them to participate in the organized life of society by inculcating definite moral principles and practices sanctioned by the recognition of divine law. The greatest incentive for this spiritual growth in young people is the example of the parents and adults that surround the family circle. 2. By enlarging pastoral counseling programs in the diversion unit, and expanding family guidance services. Community ministers should take the initiative and serve as advisors to youth on probation, eliminating further involvement with the

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criminal justice system. The above numbers 1 and 2 were not found to be relevant in the written research of the Diversion Program in Richmond, California. These suggestions deserve consideration in evaluating the church's past and future concerning delinquency and crime prevention: 1. The church must find a better concrete function for itself by emerging, with the whole community effort, to combat the problem of delinquency and crime. 2. With a few exceptions, the churches are visibly isolated from the problem; they have become over-respectable. That is, to bring the church to the delinquent, or the delinquent to the church, is to perform some kind of a mirgle in the conjunction of opposites. The church must confess that it is a delinquent class. Pauline V. Young wrote in 1952: "The reason the churches have failed to help delinquents and criminals is that most of them have not reached beyond their own portals."[2]

Recommendation X

For law enforcement to be successful in combating juvenile delinquency and crime, it is suggested that they formulate relevant policy guidelines for dealing with juveniles, and as many officers as possible should be acquainted with special characteristics of low socio-economic individuals, particularly those of

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[2]Pauline V. Young, Social Treatment in Probation and Delinquency (New York: McGraw-Hill Book Company, 1952), p. 445.

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the racial and ethnic minorities with which they are apt to come in contact with. The above statement has for many years been a fault in all police departments. This writer urgently suggests the adoption of this recommendation in order to facilitate the job the officer has in combatting delinquency and crime.

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APPENDIXES

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APPENDIX A

Definitions of Terms Used

adjudicate: To judge or decide by sentence judicially, to give or award by law, to head and ecide a case.[1]

assault: A civil wrong or tort for the commission of which damages at law are recoverable consisting of a threat to strike or to harm another.[2]

burglary: Breaking and entering the dwelling place or place of business of another with the intent to commit theft.[3]

community: A sub-group having many of the characteristics of society, but on a smaller scale, and with less extensive and coordinated common interests. Implicit in the concept of "community" is a territorial area, a considerable degree of inter-personal acquaintance and contact, and some special basis of coherence that separates it from neighboring groups. The community has more limited self-sufficiency than society, but within those limits has closer association and deeper sympathy. There may be some special bond of unity, such as race, national origin, or religious affiliation that binds individuals into such a group.[4]

coordinating council: An organization composed of representatives of governmental departments, private social agencies, civic organizations, religious and educational institutions, and other groups and services, as well as interested citizens, to promote cooperation among them, to integrate their efforts and functions, to study conditions and resources, to inform the public regarding conditions, and to secure democratic action in meeting local needs. As a community or neighborhood council, with activities built around geographic and area problems and interests, it has a degree of formal organization, composed of representatives of a wide range of groups, yet it functions informally, being a coordinating rather than a functional agency.

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[1]David B. Guralnik and Joseph H. Friend, eds., Webster's New World Dictionary (New York: The World Publishing Co., 1962), p. 18.

[2]Henry Pratt Fairchild, ed., Dictionary of Sociology (Totowa, N.J.: Littlefield, Adams and Co., 1966), p. 11.

[3]Ibid., p. 16.

[4]Ibid., p. 52.

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In basic purposes and organization, coordinating councils differ widely, centering attention of the community on plans designed to prevent or reduce delinquency; to promote recreational, cultural and social requirements; to develop citizenship and to provide civilian protection; to improve family life; and to plan all welfare services of the community through coordinated effort designed to make the region a better place in which to live.[5]

court, juvenile: A court dealing with youthful offenders or juvenile dependents and with adults who contribute to the delinquency of children. In most states the jurisdiction of such courts is limited to children under sixteen; a few have jurisdiction over cases under twenty-one. Juvenile delinquents are considered wards of the court and are presumed to be treated as children needing help rather than as guilty persons requiring punishment.[6]

crime: A violation of the criminal law, i.e., a breach of conduct code specifically sanctioned by the state, which through its legislative agencies defines crimes and their penalties, and through its administrative agencies prosecutes offenders and imposes and administers punishments. The term "crime" is often carelessly and erroneously used to designate any kind of behavior as injurious to society, even though not defined by the criminal law.[7]

delinquency: Used in juvenile court law to define juvenile offenses which come under the jurisdiction of the court. The juridically accepted distinction between a "criminal" act and a "delinquent" act is inherent in the theory that juveniles are not motivated by the same responsible considerations as are assumed to actuate adults. Legally and sociologically the distinction is justified by a recognition of the need for differential treatment of juvenile offenders.[8]

delinquency, juvenile: The anti-social acts of children or persons under age. Such acts are either specifically forbidden by law or may be lawfully interpreted as constituting delinquency.[9]

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[5] Ibid., p. 69.

[6] Ibid., p. 72.

[7] Ibid., p. 73.

[8] Ibid., p. 88.

[9] Ibid., p. 88.

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demonstration program: A program based upon knowledge about the effect of program factors. Most of such programs are undertaken to demonstrate the effectiveness of known factors in new settings, or with a new population, or assimilated different service components. The major point is that demonstration programs must be carried out to devise better ways of doing old things.[10]

diversion: To divert a juvenile is to return him to the community - the family, or possibly a community agency for guidance or treatment - rather than send him to an official sanctioning agency, e.g., the probation department.[11]

juvenile: Juvenile and youth are not precise definitions of categories of people. People are legally juveniles in most states until they pass their eighteenth birthdays, but in some states they stop being juveniles after they turn sixteen or remain juveniles until they are twenty-one.[12]

labeling: The societal process of defining and categorizing in an influential and determinative manner an individual who has acted deviantly and in violation of society's rules. The labeling process is often a means of isolating offenders from, rather than integrating them in, elective participation in the major societal institutions.[13]

population: An aggregate of individuals defined with reference to spatial location, political status, ancestry, or other specific conditions, either (a) at a specific time, or (b) in a temporal continuum.[14]

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[10]Lloyd Street, ed., Program Priority and Development Policy (Los Angeles: Economic and Youth Opportunities Agency of Greater Los Angeles, 1965), p. 6.

[11]Edwin M. Lemert, Instead of Court: Diversion in Juvenile Justice (Chevy Chase, Maryland: National Institute of Mental Health, Center for Studies of Crime and Delinquency, 1971), p. 2.

[12]The President's Commission on Law Enforcement and Administration of Justice, op. cit., p. 55.

[13]LaMar T. Empey, Studies in Delinquency: Alternatives to Incarceration (Washington, D.C.: U.S. Department of Health, Education and Welfare, Welfare Administration, Office of Juvenile Delinquency and Youth Development, 1967), pp. 4-5.

[14]Fairchild, op. cit., p. 225.

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population mobility: The act of changing position in space; also the capacity to do so. Two general types may be distinguished: physical mobility and social mobility. Physical mobility (sometimes called territorial mobility) refers to movement of population in physical space. Social mobility refers to change of position in social space, i.e., change in the system of relationships with respect to men and institutions.[15]

prevention, delinquency: The distinction between general programs and specific programs corresponds to two definitions - wide and restricted - of the term "prevention." In the wide sense "prevention" embraces all of the elements of a comprehensive policy aimed at suppression or at least at reducing the cause of delinquency in young people. In the restricted sense it includes only measures designed to prevent certain classes of especially vulnerable young people from becoming delinquent, saving first offenders from recidivism and exerting a beneficial influence on youth "in danger."[16]

probation: The special treatment of a convicted delinquent or criminal whereby his sentence to any penal or correctional institution is suspended during his good behavior. Ideally, such treatment requires that the probationer be placed under the supervision of a well-trained probation officer. In practice, except in the larger urban centers, American communities seldom have professionally trained officers competent to give such supervision. In many communities no supervision is given although the probationer may be required to report regularly to the presiding judge.[17]

recidivism: A relapse, a falling back into prior criminal habits, especially after punishment.[18]

service agencies: A term used by sociologists to designate the institution, organizations, businesses or progressions serving a given area.[19]

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[15] Ibid., pp. 225-226.

[16] Pierre Ceccaldi, "Research Techniques for the Evaluation of Programmes for the Prevention of Juvenile Delinquency," International Review of Criminal Policy #21 (New York: United Nations, 1963), p. 3.

[17] Fairchild, op. cit., p. 234.

[18] Guralnik, op. cit., p. 841.

[19] Fairchild, op. cit., p. 271.

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601: Any person under the age of eighteen years who persistently or habitually refuses to obey the reasonable and proper orders or directions of his parents, guardian, or school authorities, or who is beyong the control of such a person or any person who is a habitual truant from school, within the maning of any law of this state, or who from any cause is of danger of leading an idle, dissolute, lewd, or immoral life, is within the jurisdiction of the juvenile court which may adjudge such person to be a ward of the court.[20]

602: Any person under the age of eighteen years when he violates any law of this state or of the United States, or any ordinance of any city or county of this state defining crime or who, after having been found by the juvenile court to be a person described by Section 601 fails to obey any lawful order of the juvenile court, is within the jurisdiction of the juvenile court which may adjudge such person to be a ward of the court.[21]

society: A group of human beings cooperating in the pursuit of several of their major interests, invariably including self-maintenance and self-perpetuation. The concept of society includes continuity, complex associational relationships, and a composition including representatives of fundamental human types, specifically men, women and children. Ordinarily, there is also the element of territorial establishment. Society is a functioning group, so much so as to be frequently defined in terms of relationships or processes. It is the basic, large-scale human group.[22]

truancy: The offense of a child absenting himself from school without acceptable excuse; habitual absence from school without leave; one of the types of child behavior constituting a strong factor leading to juvenile delinquency, and in most states of the United States specified by law as actually belonging in that category.[23]

W&I: Welfare and Institutional Code.

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[20]George H. Murphy, Welfare and Institutions Code and Laws Relating to Social Welfare, Vol. 1 (Sacramento, California: Department of General Services, Documents Section, 1971), pp. 26-27. Sections 601 and 602 are included within Article 5, Jurisdiction.

[21]Ibid., pp. 26-27.

[22]Fairchild, op. cit., p. 300.

[23]Ibid., p. 329.

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