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Diversion of juvenile delinquents in Stockton, California : a close look at definitions, attempts, and future trends

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DIVERSION OF JUVENILE DELINQUENTS IN STOCKTON, CALIFORNIA
A CLOSE LOOK AT DEFINITIONS,
ATTEMPTS, AND FUTURE TRENDS

A Project
Presented to the Faculty
of the Sociology Department
University of the Pacific

In Partial Fulfillment
of the Requirement for the Degree
of Master of Arts

Rosanne M. Perry

November 20, 1973

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This Project
is
Gratefully Dedicated
to my
Parents

DIVERSION OF JUVENILE DELINQUENTS IN STOCKTON, CALIFORNIA:
A CLOSE LOOK AT DEFINITIONS,
ATTEMPTS, AND FUTURE TRENDS

Introduction

Within the Stockton community there are agencies a) whose primary purpose is treatment of juvenile offenders, or b) whose auxiliary function is the treatment of juvenile offenders. One of the working assumptions of these agencies is that if the juvenile, as a first offender or minor offender, can be diverted from the juvenile courts or even from the probation office, then the juvenile can receive more effective care and treatment. Many juvenile offenses such as truancy, or incorrigibility, or psychological problems can obviously be handled better out of court and out of jail.

The purpose of this project is to investigate diversionary attempts within the Stockton community and in San Joaquin County as they apply to Stockton. This project will seek to not only identify diversionary attempts and define diversion in some of its forms, but also to produce a statement regarding the potential for city and related county agencies to achieve coordination of juvenile diversionary services.

Diversion, it needs to be said, has various meanings as used by federal, state and community agencies. In its most limited sense, diversion would mean that a juvenile, delinquent or potentially so, is seen after an offensive act is committed (or there is a state of need) and

is reprimanded and released (usually by a law enforcement officer) or placed on informal, non-court probation. Obviously such diversionary treatment is not recorded, or if recorded is almost irretrievable if not filed separately. For this reason, in this study the definition of diversion will include any attempt to keep juvenile delinquents out of the court system in order to avoid the criminal stigma associated with a court hearing. There is, without a doubt, some residual adverse effects of other diversionary methods but nothing equal to the intensity of the effects of the adjudication process itself.

The first part of this paper will include pertinent materials referring to federal and state regulations and policies toward the diversion of the juvenile delinquent. There will be a section on local implementation of the various diversionary methods in some selected public and private agencies. An overriding consideration will be the presence or lack of coordination among Stockton agencies assessed in personal interviews with local agencies involved in diversionary work.

The next part of this paper will be the results of the 26 interview schedules administered to one or both parents of juveniles received at Probation Intake. Although not representing a probability sample, the schedules do give the flavor of the attitudes of some parents toward their juvenile, and community agencies who supposedly serve youth.

The final section of this paper will be a summarizing of the above parts with an eye to some of the relationships and conflicts inherent in the present attempts at diverting the juvenile delinquent. Included will be some projections for future efforts toward coordination of Stockton's youth serving agencies as well as a discussion of the author's personal involvement with the County Commission on Juvenile

Justice and Delinquency Prevention.

REVIEW OF EXISTING LITERATURE .

Federal Regulations

In 1967, under the Johnson Administration, there was published a Task Force Report: Juvenile Delinquency and Youth Crime.¹ The writers of this report stressed the planned diversion of alleged delinquents away from the court to the resources of the community such as schools and clinics. Unofficial handling of delinquent cases in the juvenile court is an example of a diversionary method having recognized status within the juvenile justice system. The pre-judicial handling, the authors indicate, is the execution of discretionary authority based on a) type of offense, b) attitudes of complainants and public, and, c) assessment of child and his home. This discretion in diversion serves the juvenile in that if the law were strictly enforced it would be too severe for the youthful offender or would serve ends other than crime prevention, e.g., retaliation. This discretion serves the court because the screening process involved decreased the great volume of juvenile cases. With the warning of the danger of misguided benevolence, the report suggests community treatment by coordinated agencies tailoring their services to the particular delinquent.

Shortly after this report, came the Juvenile Delinquency Prevention and Control Act of 1968 by the 90th Congress. At this time, delinquency among youth was stated as a national problem. The 90th Congress suggested that public and private agencies work in coordination to combat the problem. The Act itself is to encourage and help state

¹President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Juvenile Delinquency & Youth Crime, Wash., D.C., U.S. Gov't. Printing Office, 1967.

and local communities to strengthen and increase their youth serving agencies. The Congress recognizes a trend toward community based rehabilitation and prevention programs with specially trained personnel. In 1972, this Act was amended in a report to accompany S.3443 (Report #92-867). The amendment stated that juvenile delinquency had reached a crisis situation and that it was expedient for the government to assist state and local communities in providing diagnosis, treatment, rehabilitation, and prevention services. Again, this amendment supports efforts to develop improved techniques and information regarding services in this area.

But even before this amendment to the 1968 Control Act there were efforts made to strengthen state and local efforts. One of the most notable efforts in California is the Probation Subsidy Plan of 1966.² This plan is an effort to reduce the number of young offenders sent to correctional institutions. The policy is to share state correctional monies with counties willing to provide improved supervision services. The authors of this plan in California believe that probation is more effective than most forms of correctional institutions. At the same time probation is also the least costly. The policy has also proven that it is possible to increase the grants (based on a per person basis - will be discussed later in paper) without substantially increasing the number of probationers, i.e., persons on probation.

To be more specific, the plan requires the Department of Youth Authority to establish the minimum standards for "special supervision"

²Robert L. Smith, A Quiet Revolution, Probation Subsidy, Wash., D.C., U.S. Gov't. Printing Office, 1971, pp. 1-32.

programs. These programs as a part of the probation office itself enable a select staff to devote a greater amount of time to more severe or repeated offenders. The screening of each offender is based on differing client needs and treatment.

Also in 1971, a brief statement³ came out of Washington, D.C. concerning the realm of diversionary attempts. The author states that it is within the definition of diversion to stipulate that only more serious offenses which threaten life and property in the community should be reserved for juvenile court. All other offenses, including drug cases, should be diverted - handled out of juvenile court. The natural consequence of such a situation, Mr. Rubin states, is an increased responsibility for community youth serving agencies.

The Department of Health, Education, and Welfare publishes a periodical called the Delinquency Prevention Reporter. In one of their summer 1972 issues⁴, the Commissioner of the Youth Development and Delinquency Prevention Administration (YDDPA), Robert J. Gemignani writes about "Youth Services Systems." These systems are discussed as a national strategy for the prevention of juvenile delinquency by diverting youth from the juvenile justice system. This calls for the establishment of systematic integration of existing community agencies. With this design, the needs of youth can be met realizing the individual nature of treatment. Also, the act of diversion reduces negative labeling, youth-adult alienation, and provides for meaningful alternative

³Ted Rubin, Law as an Agent of Delinquency Prevention, Wash., D.C., U.S. Gov't. Printing Office, 1971.

⁴Robert J. Gemignani, "Youth Services Systems", Delinquency Prevention Reporter, July-August, 1972.

roles for youth.

With YDDPA as a national clearing house, local programs would be encouraged to a) be flexible, b) share funding, c) be multi-governmental, d) evaluate themselves, e) use advanced technology, and transfer knowledge, and most notably, f) incorporating youth in decision making-problem solving processes.

The 92nd Congress, in 1972 enacted Public Law 92-381.⁵ This law not only enabled states, courts, correctional systems, community agencies, elementary and secondary public schools to prevent, treat, and control juvenile delinquency, by community based programs but it also made available grants or contracts. These grants or contracts can be made to public or non-profit private agencies to meet all or part of the cost of establishing youth serving programs. Allocations will take into consideration such community factors as delinquency rates, existing agencies, objectives of projects, and degree of coordination present between existing agencies.

⁵Public Law 92-381, 92nd Congress, H.R. 15635, Aug. 14, 1972.

State Regulations

It is difficult to consider federal, state, and local regulations as mutually exclusive situations and up to this point there have been several references to state regulations. One organization not mentioned, however, is the California Council on Criminal Justice (CCCJ), a state agency in cooperation with the federal government and funded by the Law Enforcement Assistance Programs. The CCCJ through a contract with California Youth Authority will continue to conduct planning in juvenile delinquency prevention and juvenile corrections. The council will also provide technical assistance in the development of local prevention programs and assist in the support of county delinquency prevention commissions. CCCJ will monitor all delinquency prevention projects that it funds as well as initiate conferences and workshops to provide recognition of and support for prevention activities. The council also performs ongoing analysis of data from its funded delinquency prevention projects.

In their 1971 final report⁶, the California Board of Corrections builds a strong case for the value of community treatment and the resultant sharing of resources. Not long afterward the California Youth Authority published a report⁷ on Youth Service Bureaus. In this report the authors admit that diversion is poorly defined and has been applied to almost any discretionary action available to a public or private agency dealing with children and youth. (Only recently, the report stresses, has the Law Enforcement Assistance Administration [LEAA]

⁶Calif. Board of Corrections, Final Report: Coordinated California Corrections, July, 1971.

⁷C.Y.A., The Challenge of Youth Service Bureaus, 1972, p. 25.

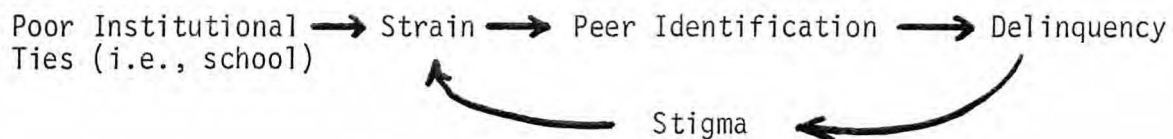
attempted to define the word. They define diversion "as an objective and observable program offered in lieu of justice system processing between the period of arrest and adjudication.") Further into this subject, the C.Y.A. in a 1972 report⁸ discusses the Youth Service Bureaus as programs designed to divert juvenile delinquents to community treatment programs or prevent delinquency itself by means of coordinating community youth serving agencies. The Y.S.B. strategy was pioneered in 1968 to divert juveniles from the justice system and ultimately reduce delinquency. The C.Y.A. sees the pilot Y.S.B. as having implications for public policy and the eventual establishment of permanent Y.S.B.'s. The bureau can be used as a referral resource by law enforcement and probation departments. In fact, in communities where agency administrators actively participated in planning and establishing a pilot bureau these same agencies also evidenced the greatest commitment to diversion and coordination by means of sharing resources. (Toliver Center in Oakland, California is an example of the coordinating of federal, state and local agencies for the use of a Y.S.B.-like center. The Comprehensive Youth Development and Delinquency Prevention Project, as Toliver Center is also called, is under C.Y.A. control. The funding is under the Omnibus Crime Control and Safe Streets Act of 1968. See Appendix A for copy of project proposal.)

Diversion, as loosely defined, also encompasses the area of early intervention. The YDDPA⁹ places a lot of emphasis on early

⁸C.Y.A., Annual Report; The Status of Current Research in the C.Y.A., July, 1972, pp. 44, 45.

⁹U.S. Dept. of H.E.W., Youth Development and Delinquency Prevention Administration, Delinquency Prevention Strategies, Wash., D.C., U.S. Gov't. Printing Office, 1970, pp. 4, 5.

intervention in the schools. Their assumption is that delinquency is not social class linked, but more related to poor adjustment in schools. This theory if diagrammed, would look like this:



The schools are the ideal place for diagnosis and treatment because youth a) spend a lot of time there, and b) problems usually are first identified there. The schools necessarily should work together with the home and family situations.

In this same pamphlet, the authors call for reform of juvenile delinquency regulations which make a crime the behavior of juveniles which if committed by an adult would not be criminal. The following two pages give illustrations of three common juvenile delinquent classifications¹⁰ as well as a diagram of the route of a juvenile alleged to be delinquent (see pp. 11, 12).

¹⁰C.Y.A., Laws Relating to Youthful Offenders, Sacramento, 1970, pp. 20, 21.

JUVENILE COURT LAWArticle 5 - Chapter 2
Welfare and Institutions CodeJURISDICTIONDEPENDENT

600. Persons within jurisdiction of court. Any person under the age of 18 years who comes within any of the following descriptions is within the jurisdiction of the juvenile court which may adjudge such person to be a dependent child of the court.

(a) Who is in need of proper and effective parental care or control and has no parent or guardian, or has no parent or guardian willing to exercise or capable of exercising such care or control, or has no parent or guardian actually exercising such care or control.

(b) Who is destitute, or who is not provided with the necessities of life, or who is not provided with a home or suitable place of abode.

(c) Who is physically dangerous to the public because of a mental or physical deficiency, disorder or abnormality.

(d) Whose home is an unfit place for him by reason of neglect, cruelty, depravity, or physical abuse of either of his parents, or of his guardian or other person in whose custody or care he is.

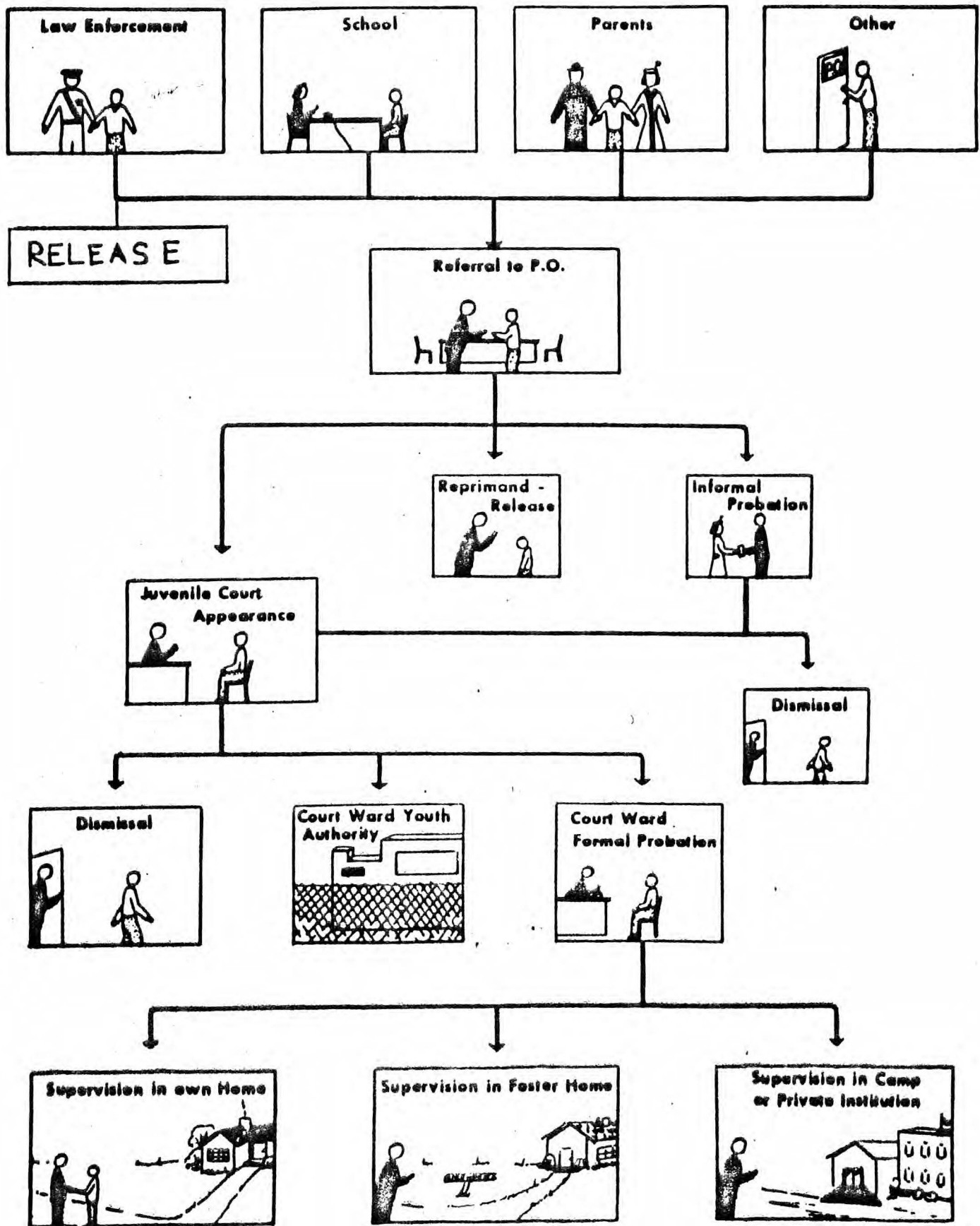
PRE-DELINQUENT

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

DELINQUENT

602. Any person under the age of 18 years who 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.

JUVENILE COURT PROCESS



Stockton Programs as Reported in the Stockton Record .

This project's review of the Stockton Record's articles regarding juvenile delinquency or programs affecting juveniles in some way, begins with an article on March 21, 1973 (see Appendix B). On that day, Police Chief E. Jess Delaney reported (see page a) that the 1972 major crime figures for Stockton showed a decrease in the rate of increase. He attributed the decrease to the efforts of the Metropolitan Narcotics Unit (see page h) and Operation Identification (the marking of valuable-stealable-possessions), two strategies also affecting, of course, amount of juvenile offenses. Chief Delaney anticipates even lower major crime rates for the 1973 year because of the Crimes Specific Burglary Program and the STEP (Selective Traffic Enforcement Program), again programs that can affect amount of crimes committable by juveniles.

The Probation Department was in the news on April 4th (see page c). Mary Bava, Volunteer Services Coordinator for Probation reported that her office now supplies ten persons who volunteer their time to supplement the efforts of the probation officers. A volunteer would typically help in investigations, report preparations, intake processing and home visits. The program, started less than a year ago, has already utilized the services of 100 volunteers with a low turnover rate of 10%. Their donated time, over 4,000 hours represents about \$15,000 in service to the department.

Two days later on the 6th of April (see page d) some changes were reported in one of Stockton's drug abuse prevention and counseling programs, Stockton House. The board president and program director were replaced in an effort to comply with a Board of Supervisors directive that the operation of Stockton House be changed. It seems that the

former operation had caused friction with other street programs and CODAC (County Office of Drug Abuse Coordination), while at the same time, poorly handling financial matters.

The next article appearing on April 14th is a commentary (see page f) on Stanislaus County Judge Gerald V. Underwood's order to prohibit the release of any juvenile's name no matter how serious the crime. (San Joaquin County Judge Cechini has released the names of juveniles in some serious crime cases.) The editorial, originally from the Modesto Bee, takes advantage of the recent order to criticize the juvenile justice system itself which needs, in their words, "thorough going reform." A serious or repeated offender receives the same treatment as a first time offender or disturbed child without protecting the community. The community, the article implies, should have some protection from serious juvenile offenders turned back into the community.

In the April 23rd Stockton Record (see page g) there is a notice of a youth program called FAMILY (Fathers and Mothers in Leadership to Youth). The proposal described a delinquency prevention project initiated by Alfred Midgett formerly of Southeast Stockton Community Center. The article also mentions interim funding for Stockton House, relevant alcohol treatment for Mexican-Americans, and an educational program sponsored by the Council for the Spanish Speaking.

The FAMILY Proposal comes up again in the May 22nd Record (see page i). At this time Alfred Midgett's program was withdrawn from its review before the San Joaquin County Juvenile Justice-Delinquency Prevention Commission. FAMILY as well as a project from the local NAACP (National Association for the Advancement of Colored People) and Southeast Stockton Neighborhood Improvement Association had wanted to set up

crime prevention projects in Southeast Stockton to curb the high crime rate among young blacks. The federal funds were endorsed by the commission on behalf of the Southeast Stockton Neighborhood Improvement Association. Alfred Midgett's program is now incorporated and is raising funds independently for its monies.

In this same issue of the Record there was one article on the dividing of the Juvenile Justice-Delinquency Prevention Commission into its two components committees. This is a policy maintained in several county commissions throughout the state. Final recommendations and decisions are to be made by the entire 12 member commissions.

Senate Bill 391, not referred to by name, was the subject of the article on May 23rd (see page j). The bill if passed would merge CYA (California Youth Authority) into a single new State Department of Correctional Services that would oversee youth and adult institutions. Each county would receive a grant of \$12,000 for each case sent to CYA on the average for 1970-71, and 1971-72. In outline form S.B. 391 looks like this:

SENATE BILL 391

A. Features

1. Reorganization of State corrections
2. Statewide delinquency prevention program
3. Standards for corrections
4. Subsidies
 - a. Probation
 - b. Financial Incentive
 - c. Construction and remodeling

B. Concerns

1. The performance factor
2. Insufficient funds to cover county costs
3. Mandatory participation
4. Permissive costs - index adjustments
5. Construction/remodeling subsidy termination

C. Amendments Provide For:

1. A new county correctional Grant Program - voluntary
2. A new juvenile offender control
3. Voluntary participation by counties
4. No termination on construction
5. True career on construction
6. Mandatory price and population adjustments
 - a. San Joaquin County statistics:
 - 1) 300,000 - population
 - 2) 727,000 - earnings
7. A new county corrections commission

D. County Correctional Grant Program

1. Purpose: Offender control, Rehabilitation and Delinquency Prevention
2. Grant: 1972-73 Probation Subsidy earnings or \$1.00 per person in General Population -- whichever higher
3. Plan: County Corrections Commission develops for Board of Supervisors and in accord with state standards

E. Controversial Part: The County Corrections Commission
(composed of)

1. Chief Probation Officer
2. Chiefs of Police (2)
3. Co. Superintendent of Schools
4. Co. Administrator Officer
5. District Attorney
6. Presiding Judge of Superior Court
7. Public Agency Representative
 - a. Options: Public Defender
Public Assistance
8. Sheriff

The chairman is selected by members of the Commission.

F. Juvenile Offender Control Program

1. Purpose
 - a. Provide new program resources for the Juvenile Court
 - b. Reduce juvenile crime
2. Grant
 - a. Average of 1970-71 and 1971-72 Court commitments x \$12,000 per case - actual state career cost
 - b. No County's base number shall be less than three (3)
 - c. Mandatory annual cost index and population adjustments
3. Plan
 - a. Based on county needs and state standards
 - b. Three-year contract subject to cancellation with one year notice
 - c. No juvenile commitments during contract period
 - d. Counties may contract with State for institutional care at actual cost

- e. No termination on construction subsidy
 - 1) Matched funds state and state

G. State Correctional reorganization will:

1. Consolidate:
 - a. Department of Corrections, Youth Authority and Parole Board
2. Coordinate:
Use of Facilities, Personnel, Programs and Resources
3. Improve:
Statewide planning and evaluation

The next article of interest to appear in the Record (see page k) was one concerning a one year extension to drug abuse and Methadone facilities in San Joaquin County. The \$276,879 allocated will be available to Lodi House, Rising Sun, and Manteca House. The Methadone Center at Stockton State Hospital as well as the drug treatment center at Project Identity will be considered next for funding. To further underscore this recognized need for effective drug treatment facilities, another article in the same month of June (see page l) discusses the law regarding diversion of first time drug users. Sections 100 through 100.3 of the California Penal Code are designed as an experiment and will expire in 1975 if not extended by the legislature. As written, the law provides diversion for first time or limited offenses. The candidates for diversion, as selected, are required to waive the right to a fair and speedy trial. They must consent to alternative treatment whether it be as a probationer or as a client of one of the drug related Stockton street programs. Assistant Public Defender Ann Chargin sees the incentive for the divertee as a desire to avoid a criminal record. The law and coordination of the necessary services will be organized by a 26 member technical advisory committee composed of law enforcement persons, judges, schoolteachers, probation officers, and street program directors.

On June 21 of this year (see pages o and v) the Record reports that the program of the Southeast Stockton Improvement Association, mentioned earlier, a grant application authorization from the Board of Supervisors along with the New Directions Program. New Directions, a Probation Department program, will provide well-needed counseling facilities for juvenile delinquents reaching Probation Intake. Hopefully such action by the Probation Department will serve as a diversionary measure to limit the number of juvenile cases being re-referred or reaching juvenile court.

To give an example of juvenile delinquency prevention, the Record on July 27, did an extensive article on the Commodores. The Commodore Drum and Bugle Corps is just one of the 18 Stockton Police Youth activities. Chief of Police Delaney believes these activities provide the challenge and opportunity to be recognized that today's youth need.

Another alternative for youth, not as prevention but more so treatment is the development of a boys ranch (see pages r and s). The ranch proposal, if accepted, would allow in-county placement for delinquent youth. The value of a rural setting is debatable; however, Judge Cechini says, with regard to community treatment that it is better than the "irreparable harm" done by out-of-county placement. The judge indicates that many times the delinquent's problem is alienation from home and community which is only exaggerated by out-of-county treatment.

The Senate Bill referred to in a May Record article (see pages j and t), it now seems, has been rejected by the Senate. The bill's main author, Sen. Biddle has won the right to have it reconsidered at a later time. Some of the criticism voiced is that many more juveniles would be put on probation (rather than sent to CYA) to take advantage of the

\$12,000 per case grant (as opposed to the present Probation subsidy, mentioned earlier). Another comment is that the concern of community protection is raising its head as it does when it is suggested that more juvenile delinquents be released to the community for treatment.

Another familiar statement is represented in an August 27th Record article (see page u). The writer makes a reference to the Stanford Research Institute Report which was submitted . . . to the Board of Supervisors of San Joaquin County in 1969. It provides extensive information on the present conditions of juvenile justice and delinquency prevention programs and facilities as well as providing "off the cuff" recommendations for county-wide improvements.

Included in this report are evaluations of Juvenile Hall (Peterson Hall), Law Enforcement, Probation Department, Juvenile Court, and California Youth Authority. Detailed recommendations are made to the Board of Supervisors ranging from setting up a Delinquency Prevention Commission and expression of need for coordination of efforts to actual building programs for correctional facilities.

The authors indicate that S.J. County juvenile justice is an "unsystem". The scope of the problem and the duties of the interrelated agencies are not well defined. Work from within the agencies as well as pressure from the informed public will bring about the needed concentration and coordination of services.

One of the results of the dividing of the Juvenile Justice-Delinquency Prevention Commission into its two elements (mentioned earlier on p. 15) is the workshop discussed in a September 21 article (see page w). The Delinquency Prevention Subcommittee headed by Terry Hull planned a seminar workshop to attract persons in and out of the county who provide

services coming into contact with juveniles. Commission members, themselves, headed workshops in such areas as Mental Health, Education, Recreation, Law Enforcement and others. Because of the favorable response to this seminar, there is consideration of them on a regular basis.

One of the Commission members shortly two weeks after the Seminar (see page x) made a challenge to the Commission. Ola Murchison challenged each member to indicate his or her intense interest in delinquency prevention by taking a juvenile delinquent into their home to live. There is to be further discussion of this matter at the Commission's November meeting.

To end on a controversial note, an October 7th Record article on probation incentives is included. Deputy Attorney General Michael Franchetti makes the point again of the risk involved in returning repeated or serious juvenile offenders to their communities for treatment. He says that the financial incentive has a biasing influence on the judge as well as preventing the appropriate methods of treatment.

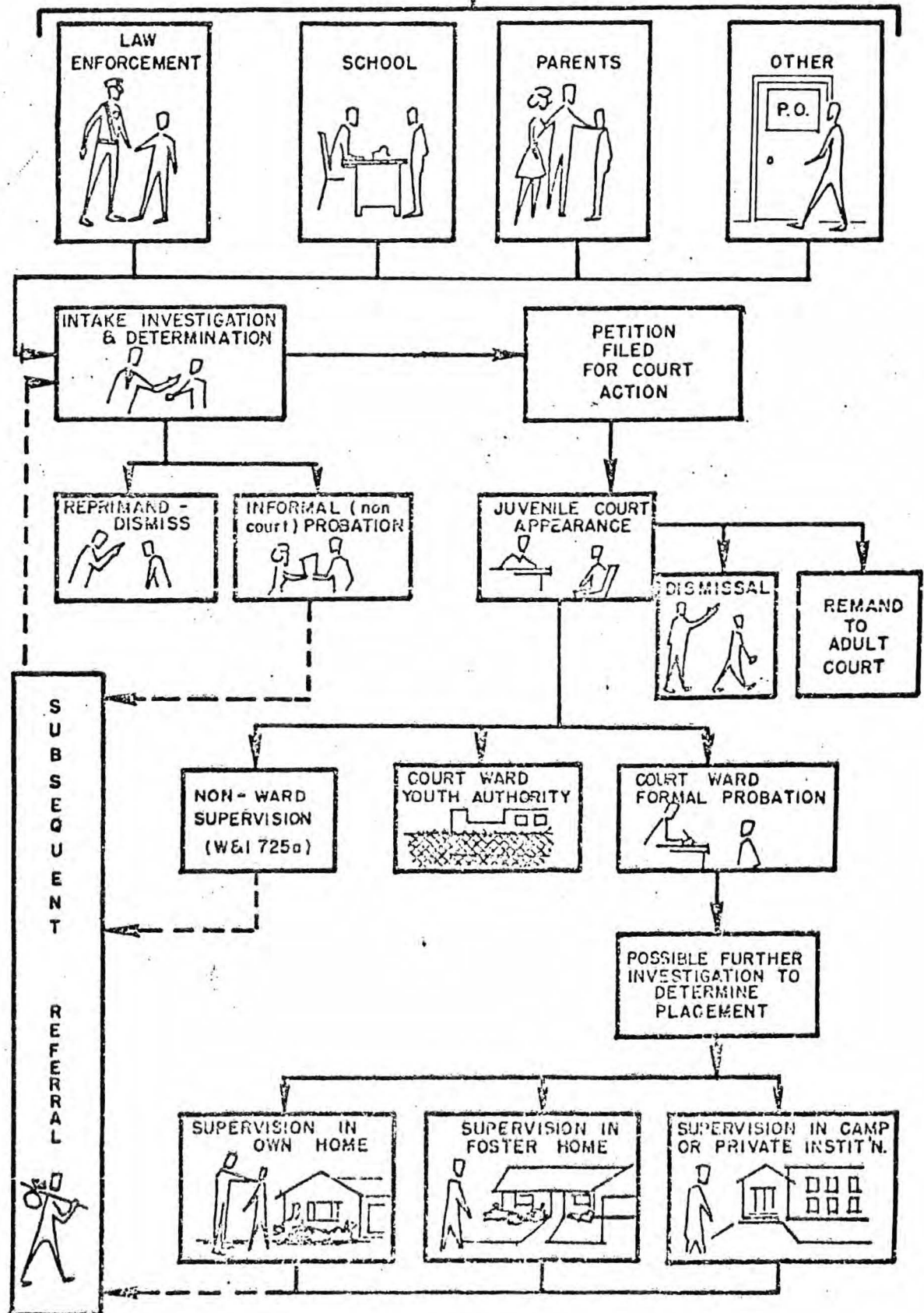
REVIEW OF LOCAL DIVERSIONARY AGENCIES

To study written material on a program, plan, etc., gives a perspective sometimes different or incomplete from what the operation is like on a day-to-day basis. The purpose of these informal interviews is to get a view of several programs in Stockton and what their directors see themselves doing. As the sole interviewer, I came into each situation with a set of questions I would like answered. Each interview, done at the site of the operation, began with my giving a brief explanation on what my purpose was in gathering this information. The next statement usually consisted of a question regarding what the particular agency did by way of diversion of juvenile delinquents. To some, the word 'diversion' was a well defined concept; to others, it was less conceptualized and may not have even been considered as the name for their efforts. Always the question was asked about the person's opinion of whether or not, or to what degree, Stockton's diversionary agencies or attempts are coordinated with each other. Some interviews followed this pattern of questioning, others proceeded as a discussion in which the questions were answered in the context of the talk.

The first interview on March 16, 1973 was with Mary Bava, volunteer Coordinator for the County Probation Office. To her way of thinking, diversion is delinquency prevention itself. Of course, when this is not possible, diversion takes on the meaning of treating a delinquent outside the Probation Department or outside of court (see diagram, p. 22). There is an attempt to divert first or minor offenders (persons over eighteen years are diverted by means of a deferred sentence). As a rule, the Probation Department cannot directly refer

JUVENILE COURT PROCESS FOR DELINQUENTS

SOURCE OF REFERRAL TO PROBATION



juveniles to diversionary programs. Nor can the juvenile court judge make a referral directly to a community agency obligatory or part of the sentence. He can only strongly suggest such a referral. Money is available (the Probation Subsidy Program) for diverting repeated offenders to community agencies. Under the same subsidy, monies for construction or renovation of youth facilities is available if the county can submit a long-term plan. Mary Bava sees the county as uncoordinated with respect to youth serving policies and agencies.

Next interviewed was Edward George (March 27), the then Director of Southeast Stockton Community Center. To him, diversion entails the determination of deviant behavior pattern in early years (early intervention), handling juvenile referrals from the police, and working closely with families. Necessarily, such an approach requires that a staff member be ready and willing to be teacher, counselor, parent, etc., to many of the youth in Southeast Stockton.

In this area of Stockton, the Center is starting a Brave Men Program, a program where nine cadets serve on the Police Force, and a Block Security Program of neighbors working together to oversee each others property. George sees some coordination of efforts in Stockton.

On March 28, there was a meeting of the Criminal Diversion Advisory Committee (see page 1, appendix B). At this time, representatives from all the county drug prevention street programs met with CODAC (County Office of Drug Abuse Coordination). The purpose was to discuss the law regarding diversion of first time or minor drug offenders. Eligible juveniles waive their right to a fair and speedy trial, are then referred by the District Attorney's Office to Probation, and from there, to CODAC. CODAC then determines the best suited community

treatment for the juvenile; this type of diversion shows on record as a dismissal. The CODAC staff and the representatives of the street programs each were placed on one of four task forces: educational, personnel, drug offender, and data collection and public response. It is interesting that with all these street programs represented, it was mentioned that community treatment might be contradictory since the crimes were committed in the same community.

In the Stockton community, Pearl West has been very concerned and active in juvenile delinquency work, and in fact is a former Juvenile Justice-Delinquency Prevention Commission member. I spoke with her on April 3 at her local office for U.C. Davis Extension Services. To her, diversion, if simply defined, is the situation of reprimand and release, taken to home and released, or taken to the Probation Office. In the past, only 1% of cases were on informal supervision of courts from the Probation Office. Also in the past, the judge's chamber was the scene of juvenile case hearings; now the court is. Alternatives also available to juveniles would be participation in a work project (under supervision of Juvenile Hall), regular probation or residence in Juvenile Hall. Actual probation referrals to community agencies is minimal and entirely informal. The schools, she says, make more referrals than the Police Department. Pearl West sees Stockton as not really coordinating their youth services and in need of authorized funding from the Board of Supervisors for community treatment.

Shortly after this meeting, I met with the Coordinator for the Juvenile Justice Delinquency Prevention Commission of San Joaquin County. The Commission or rather the Juvenile Justice Subcommittee is state mandated for counties whereas the Delinquency Prevention Subcommittee is

only strongly suggested. There are no demands on the composition of the board; however, San Joaquin County's Commission is heavily weighted with education people. As probation officers are judge appointed, so are commission members. Robert Wright, having assumed his position in January of 1973 and being with the county for a year before that, observed that there is not enough coordination in the Stockton community regarding youth efforts. He did say that Judge Cechini was in favor of diverting youth from the court system if delinquency prevention is not effective with early intervention, although early intervention is preferred.

On the same day, I interviewed William Guttieri, Director of Catholic Social Services (CSS), who said that Judge Cechini got the term 'early intervention' from his agency. CSS began its program of intervention in 1971 (see appendix C) to Kindergarten and first graders in nine of San Joaquin County schools. The director says that his program is welcomed by non-Catholics and Catholics alike. William Guttieri and his three social worker assistants receive referrals from school teachers. Then follows a consultation with the teacher to determine degree and type of need of the student. The parents then worked with the caseworker to elaborate the needs of their child. Parent Education Workshops were set up to aid parents in bettering their "parenting skills." The teachers themselves were asked to apply their skills in developing children's growth groups which are designed to improve a child's self-image and trust in adults.

It has been Guttieri's experience that the probation officers make few referrals whereas Judge Cechini does make court referrals to CSS, both of which point out that successful referrals are sometimes as

difficult as treatment. Guttieri sees a lack of coordination between public and private youth serving agencies with the problem centering around leadership in this area.

The next day, April 6, I visited the Community Parole Center and one of its directors, Frank Bumps. As an extension of California Youth Authority, the Community Parole Center sees itself as also a referral agency; its function, however, is hardly diversionary. My concern in this interview was to ask him his viewpoint on coordination of agencies in Stockton. Frank Bumps said that Stockton is not coordinated, efforts toward inter-agency work has failed, and a Youth Service Bureau is not the answer.

On the same day, I talked briefly with Don Reynolds at the Department of Public Assistance. A social worker concentrating in early intervention, Reynolds is stationed at Nightingale School in Stockton. His concept of diversion was encompassed in the purpose of early intervention, and he was not really concerned with coordination of youth serving agencies.

My talk with Ron Petitt, former San Jose Policeman and presently a teacher at Delta, added a new dimension to my investigation. It seems that there are some ill feelings between the Police and Probation Departments in Stockton. The policeman who apprehends a juvenile feels cheated when the probation officer casually releases the juvenile after intake. Diversion according to Petitt is most useful at the level of 601 and 602's (see previous code included, p. 11). There are 150 community resources directly or peripherally related to the problem in Stockton and San Joaquin County; and according to Mr. Petitt, they evidence very little coordination. He does say, however, that with many of the

inter-department disagreements at a minimum now, the time could be right for coordination of formerly opposed diversionary groups.

In talking with William Jones, Chief Probation Officer on April 17, I found that San Joaquin County receives \$650,000 in probation subsidy. This represents \$4,000 for every person diverted below 25% of normal referrals to CYA. The bulk of the money is spent on staff, private institutions, and new programs. An overall plan with evaluation built in is a prerequisite. Quite naturally, Jones sees diversion as a wide range of alternatives from early intervention to informal probation. As long as the juvenile is not adjudicated, he has been diverted. When asked about the coordination in Stockton and the county, he regretfully said that there was none to speak of. He was excited, however, about a community based program of police and probation (see appendix D). This program, of course, requires the cooperation of two normally antagonistic departments. I did visit, on September 18, the Police/Probation Service Program in Tracy. The implementer, Lt. Cloyce Brookshure, seemed enthusiastic about the acceptance of the station and the amount of 'walk-ins' asking for assistance. Persons, reluctant to visit either the police or probation, feel free to stop in the service program and receive assistance before their particular problem gets out of hand. This probation-police program was approved on June 12, 1973 effective for the following September (1973). The program is operative in Lodi, Tracy, and Manteca. Essentially the same thing will be established in Stockton, but under the title of New Directions by the Probation Department (see reference to this in preceding section). This proposal is still in the process of being accepted.

On June 13, I met with Brooks Larson and William Goodwin,

Directors of the Protective Services Unit of the Department of Public Assistance. Their main emphasis is on the care of 600's, or juveniles without any, or a fit home. Most of their referrals come from law enforcement in the form of runaways. They then determine whether it is more a case of an unfit home or an unfit kid. The child is then either placed in a foster home or work with Mental Health Services is suggested. To them, diversion means early intervention; and surprisingly enough, they see themselves as coordinated with other agencies in Stockton.

In my meeting with George Moton, Director of the Manpower Program in Stockton on July 19, 1973, there was another dimension of Stockton agencies added. Moton made the comment that there is no coordination of Stockton public and private agencies because they all want to perfect their own programs to the exclusion of other programs. He believes that this is the reason that the idea of a Youth Service Bureau died before it got much publicity. Moton suggested that Stockton have a computerized system, possibly in North and South Stockton. This system would be able to select appropriate treatment for juveniles referred to the office.

James Mahoney with whom I met on August 1, 1973 has a different perspective on coordination in San Joaquin County. As a Deputy County Administrator, he sees coordination of programs at the governmental level; but there is still real progress to be made. He makes a distinction between horizontal and vertical coordination. Vertical coordination, in which San Joaquin County has made great strides, is the working together of law enforcement probation and juvenile justice agencies. Horizontal coordination, in which the county has made just good attempts, is the working together of private agencies. The Inter-agency Council

of Stockton has failed repeatedly. Personally, Mahoney would like to see diversion as more early diagnosis and intervention. He indicates, nonetheless, that juveniles have evidenced the potential for success; and to a large extent, their problems (like alcoholism) are similar to adult problems.

One man that James Mahoney sees as most responsible for coordination of city programs is Richard Haggard, whom I met on August 16, 1973. At the moment, Haggard, Director of the YMCA, is working on coordinating twelve youth serving private agencies in Stockton. The directors of the programs meet regularly to discuss their mutual and individual problems while at the same time building trust in the complementary nature of each program. It is this trust, Haggard believes, that will make for a coordinated, flexible system of agencies. Later, he would like to see an inter-agency council with representatives of all private and public agencies serving youth needs; i.e., mental health, recreation, education, juvenile justice, etc. There would also be a coordinating committee to review juvenile delinquency cases and determine appropriate treatment procedures.

Besides its more common duties, the Police Department has taken it upon itself to initiate, through its juvenile division, eighteen youth activities (see enclosed folder, next page). Sgt. Patricia Noble, Head of the Juvenile Division, is confident that the eighteen programs provide the involvement with successful adults that prevents adult alienation and consequent delinquency. These programs are a form of diversion. Another form of diversion by law enforcement mentioned earlier is reprimand and release. The basis for this "r" and "r" is usually that the juvenile is known to either be a first time (first time



Stockton Police Youth Activities--

THE ALL-VOLUNTEER PROGRAM

STOCKTON, CALIFORNIA — POLICE DEPARTMENT YOUTH ACTIVITIES PROGRAM

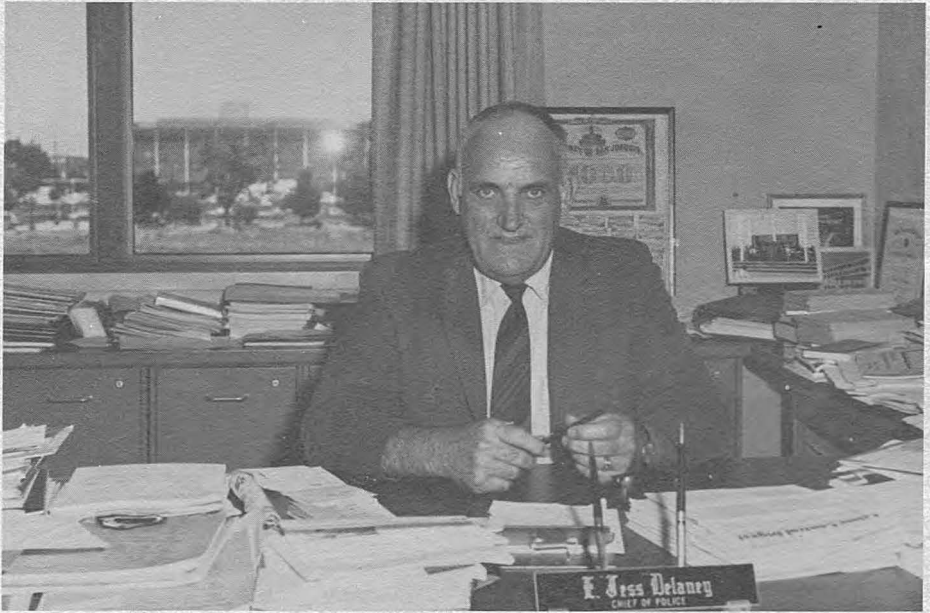


THE COMMODORES
Stockton Police Championship Drum and Bugle Corps.

The first unit of the Stockton Police Youth Activities Program was organized in 1955 as the "Stockton Police Drum Corps." It contained 12 members and was formed under the auspices of then Chief of Police Jack A. O'Keefe and the Stockton Police Reserve.

As the Drum Corps improved and its appearances in parades and in competition increased, interest in the organization also increased and youth in the community wanted to participate. As a result, additional units were formed, including cadet programs for boys and girls; a boys' and girls' track team; girls' softball team; broom hockey team; marching units and a "Saturday With the Police" program, in which students from various high schools spend a day learning about police activities.

The Youth Activities Program has developed now to the point where it includes 18 sponsored units, sponsored by a separate organization known as "Stockton Police Youth Activities Association."



Police Chief Jess Delaney

WHY A YOUTH ACTIVITIES PROGRAM?

"The Youth Activities Association is a non-profit, self-supporting agency, deriving NO revenue from the City of Stockton, nor from any county, state, or federal agency. Directors of all 18 units are policemen, policewomen, and citizens, all of whom volunteer their time and efforts. Boys and girls who participate take care of almost all of the fund-raising themselves, including cake and candy sales, car washes, participation in parades, and other work projects.

"Three parents' booster clubs aid the young members in the fund-raising, and occasionally local service clubs and individuals and groups help in obtaining needed income for special projects.

"Boys and girls participating in the youth groups range in age from 8 to 21 years. Many remain in the programs as instructors. The participants are from all educational, economic, and ethnic groups. A boy or girl from anywhere in San Joaquin County may participate and all youngsters acquire a basic pride of wanting to belong and take part in the hard work and involvement in the community. It is a positive type of program for youth, the Police Department, and the community.

"The young people of any community or nation are its most valuable asset. There must be something for them to do under guidance of someone who cares. Each boy and girl must be given a challenge and an opportunity to be recognized. We feel the Stockton Police Youth Activities program offers this. We are grateful to the young people and adults who dedicate themselves to the program, and we strongly believe that an ounce of prevention is worth a pound of cure."

E. JESS DELANEY
Chief of Police



Western Pacific Depot, donated by anonymous couple, will become the new home of Police Youth Activities.

STOCKTON POLICE YOUTH ACTIVITIES

1. STOCKTON POLICE COMMODORES DRUM & BUGLE
2. STOCKTON POLICE C-CADET DRUM & BUGLE CORPS
3. STOCKTON POLICE GIRLS DRUM CORPS
4. STOCKTON POLICE SENIOR CADETS-BOYS
5. STOCKTON POLICE SENIOR CADETS-GIRLS
6. STOCKTON POLICE JUNIOR CADETS-BOYS
7. STOCKTON POLICE JUNIOR CADETS-GIRLS
8. STOCKTON POLICE BOYS & GIRLS TRACK TEAM
9. DELTA JUNIOR FOOTBALL LEAGUE, INC.
10. STOCKTON POLICE GIRLS SOFTBALL PROGRAM
11. JOE DIMAGGIO POLICE BASEBALL TEAM
12. SATURDAY WITH POLICE
13. BOYS GOLF TEAM
14. POLICE SOCCER LEAGUE
15. GIRLS BASKETBALL
16. STOCKTON POLICE BOXING TEAM
17. BOYS BASKETBALL
18. GIRL SCOUT TROOP NO. 1011

Members of Stockton Police Commodores Drum & Bugle Corps help sand and paint bus purchased by the Association which monies were derived from fund raising drive.





Officer explains patrol and radio procedure to Police Junior Cadets

What Do Students Want To Know?

The following are some of the many questions asked by students attending the Stockton "Saturday with the Police" Program:

NARCOTICS

How do they bring narcotics into the country?

Is the use of drugs something that just came about in the last century or earlier?

Can you give us an estimate of about how many narcotics users there are in Stockton?

FIREARMS

Do you always shoot to kill?

When a person comes out of the armed forces, what's the difference between their ability to shoot and someone who just comes into the police force?

How much do guns weigh?

POLICE RADAR

How many cars can you track on radar?

Why do you put up signs saying that radar is in operation?

Do you get many cases in court over faulty radar?

Is there any way that one citizen can report another citizen for speeding?

JUVENILE LAW

What is the main reason for runaways or juveniles?

What's the worst delinquent that you ever had to put in juvenile hall?

What is the rate of crimes on adopted children?

CANINE CORPS

Why do police always use German Shepherds?

Have you ever turned a dog on a woman? Would a dog bite a woman?

When the dog corners a man with a gun, will the dog attack him or leave him alone if the man drops the gun?

Where do you get your dogs?

MISCELLANEOUS

(To a woman officer) Can you be married and an officer?

What is a Junior Cadet?

Is it true that aluminum foil in hubcaps jams the radar?

What happens if you ride with someone who doesn't have a driver's license?



Chief of Police E. Jess Delaney receiving the George Washington Honor Medal from Mr. Richard Foltz representing Freedoms Foundation. Looking on is Mr. Gene Castles, President of Stockton Police Youth Activities, Inc.

The Stockton Police Department also offers programs on narcotics information, counseling, school safety, self protection for girls and women, hunter safety, and bike safety. Many of the officers are also involved in their off-duty hours with Little League, Sea Scouts, Sea Cadets, Boy Scouts, Cub Scouts, Girl Scouts, Babe Ruth Baseball, and Joe DiMaggio Baseball.

Stockton Police Boxing Club was organized during the past year and has been a great success.



For information regarding Stockton Police Youth Activities
dial the Juvenile Bureau, 944-8474.



E. JESS DELANEY
Chief of Police

GENE CASTLES
President

E. GORDON REYNOLDS
Secretary

SGT. PAT NOBLE
Liaison Officer

BUD GRAFIUS
Chairman — Fund Raising

minor offender) or from a stable home situation.

The schools have the unique situation of having juveniles for a long period of time each day each year. I went to see Dr. Frances MacFarland, Director of Pupil Services for Stockton Unified School District. At my meeting with her on October 25, 1973, she commented that the schools consider delinquency a problem for the Police or Probation Department. Some schools, sixteen at this writing, are involved in early intervention under Catholic Social Services. Stockton Unified School District represented by Dr. MacFarland, participates each Monday for two hours on a School Attendance Review Board. Other agencies sending representatives are Probation, Police Department, Sheriff's Department, Mental Health, Public Assistance, and the District Attorney's Office. Since its beginning in March of 1973, the board has reviewed thirty-three juveniles, eighteen of which have since changed their attendance pattern. The truant and parent(s) meet with the board and an appropriate treatment procedure is agreed upon. As far as Dr. MacFarland is concerned, school failure is associated with juvenile delinquency, either by institutional failure leading to delinquency or the two co-existing being caused by a third factor.

Schools in general have little coordination with the Probation Department or many other community agencies, says Dr. MacFarland.

RESULTS OF INTERVIEWS WITH JUVENILES.

Source of Data

The main purpose of these interviews (questions 1-11) is to get an idea of the juvenile delinquent's personal and family contact with community diversionary agencies. Another intent is to obtain opinions (questions 12, 13) about the coordination of agencies as seen by these clients. The fourteenth question was for the benefit of Mary Bava, the volunteer coordinator for the Probation Department.

Since juveniles who are reprimanded and released are not recorded separately, if at all, it would have been difficult to obtain these names. Other juveniles seen by the Probation Department or perhaps even on informal probation are definitely recorded but again not especially classified and therefore present irretrievable data. With these limitations, I resorted to the Juvenile Hall (Peterson Hall) probation intake booking sheets. The purpose of probation intake as stated in the LEGISLATIVE GUIDE FOR DRAFTING STATE AND LOCAL PROGRAMS ON JUVENILE DELINQUENCY¹¹ is to: authorize or provide detention for a child lawfully in custody; receive initial complaints referred to the court regarding delinquent youth; upon complaint, conduct preliminary inquiry and determine whether inquiry warrants a petition being filed; and if determined refer the case to an appropriate public or private agency and thereby close the case. The juveniles listed on the booking sheets are specific in the following ways: a) they were booked because their guardian refused to

¹¹U.S. Dept. of H.E.W., Youth Development and Delinquency Prevention Administration, Legislative Guide for Drafting State and Local Programs on Juvenile Delinquency, U.S. Government Printing Office, Wash., D.C., 1972, p. 12.

pick them up (usually an attempt to 'teach the kid a lesson'); or b) the seriousness or repeatedness of the crime warranted their booking. Both distinctions mean an exasperated guardian and some of the interviews revealed this frustration. In order to gain access to this information I was made a probation volunteer and received an identification card (see below) which I then used in introducing myself to the juvenile and his parent(s).



**IDENTIFICATION CARD
VOLUNTEERS IN PROBATION**

San Joaquin County
Probation Department

This is to certify that ROSANNE M. PERRY
is a VOLUNTEER appointed by and working for this
department, and is authorized to receive statements and
information on behalf of Dick Broderson
Probation Officer, 944-2 313.

Date 7.9.73

William L. Jones
WILLIAM L. JONES
Chief Probation Officer

Rosanne M. Perry 233.74.0186
Signature Social Security Number

Date of Birth		Place of Birth		
5.9.50		Morgantown, W. Va.		
Sex	Height	Weight	Hair	Eyes
Fem.	5'4"	125	Brn.	Brn.

This Identification Card has been duly issued to the person named and described hereon under the auspices of the San Joaquin County Probation Department. It is unlawful for any other person wrongfully to personate the holder of this card by any use of it whatever. If lost, please return this card to the Probation Department, Room 501, Courthouse, Stockton, California.

Ninety-eight names were selected by me from the January-June booking sheets. The basis for the selection was that the juvenile: a) live with at least one parent (rather than a foster parent); b) live in the Stockton area; c) have a phone; and d) have not committed a non-divertable offense (attempted murder, repeated drug offender, etc.) Of the total, seventy-two could not be contacted because it was not possible on repeated attempts to reach them at home, i.e., their phone had been disconnected, they had moved out of Stockton, or they refused to see me. As a result, there were 26 (or 27%) completed interviews representing 2% of the total bookings for Stockton youth, and 1% of the total county bookings for the six month period (includes 210 out of county youth and 17 unknown). These 26 cases represented 19 of the 955 runaway-out of control cases, 1 of the 181 truancy cases, 1 of the 68 malicious mischief cases, 1 of the 228 petty theft cases, 1 of the 232 burglary cases, 1 of the 121 possession of marijuana cases, 1 of the 51 disturbing the peace cases, and 1 of the 28 AWOL cases. All interviews were collected between July 24, 1973 and August 16, 1973 using the interview schedule on the following two pages.

Listing and Analysis of Responses

The following are the questions and the number of each type of response. Brief notes are included when necessary for clarity.

1. When we were just talking about the agencies and services that divert or help to divert juveniles, what names came to your mind? What names could you mention right now?

Friends.....	12
Mental Health.....	9
Project Identity.....	9
Catholic Social Services.....	5
Stockton House.....	4
None.....	4
Family Services.....	3
Salvation Army Community Center.....	1
Child Protective Services (DPA).....	1
Stockton State Hospital.....	1
Private Psychiatrist.....	1
Probation.....	1

Some persons mentioned more than one and some could not mention any. It is interesting to note that the Probation Department was reported by only one person as a diversionary agency.

2. How did you come to know about these agencies or services?

From personal friends.....	8
Juvenile used athletic equipment there.....	5
Drove by building in car.....	4
Not applicable.....	4
Probation.....	3
Police.....	2
Newspaper.....	2
Church.....	2
School.....	2

Personal friends did seem to be helpful in suggesting community agencies. The availability of athletic equipment seems to attract juveniles and get them interested in the particular program. Again it is interesting that only three of the twenty-six cases reported that the Probation Department suggested other agencies.

3. Have you had any need of these agencies? Which ones?

No need.....	16
Mental Health.....	7
Friends.....	2

Stockton House.....	2
Juvenile Court Family Counselor.....	1
Child Protective Services.....	1
Probation.....	1

A good many responded that they had no need of diversionary services probably because they received counseling at the Probation Department by the officer in charge of their child.

4. Did your friends mention these to you?

No.....	16
Yes.....	10

In asking specifically if the clients' friends had mentioned agencies and services there were ten affirmative answers, only two different from the response in question number 2.

5. Did you actually contact any of these agencies?

No.....	12
Mental Health.....	7
Family Services.....	2
Stockton House.....	2
Salvation Army Community Center.....	1
Friends.....	1
Catholic Social Services.....	1
Child Protective Services.....	1

The majority of people contacted at least one other agency besides the Probation Department, which was the initial contact.

6. How long was it before you contacted any of these agencies or services from the time you found out about it?

Not applicable.....	15
Right away.....	8
One month.....	1
Three-four months.....	1
One year.....	1

It seems that once people were aware of an available agency they contacted it as soon as possible. The 'not applicable' response applies to persons who may have seen a probation officer and did not have a return visit.

7. If you did not contact any agency, what did you do?

Talked with juvenile.....	11
Not applicable.....	10
Restricted activities.....	3
Nothing.....	3
Threatened to call police.....	1

8. Did anything that you did not expect happen when you contacted the agency or service?

No.....	12
Not applicable.....	4
Too lenient.....	2
Too expensive.....	1
More informal than expected.....	1
Court had private personal records belonging to juvenile's mother.....	1
Juvenile did not talk with counselor.....	1
I was criticized for going to too many agencies.....	1
Serious and confusing situation.....	1
Wanted individual counseling, not group counseling.....	1
Surprized by counselor's degree of understanding.....	1

9. Did you receive any help or services from the agency? What was it in a few words?

Some counseling (individual or group).....	21
Not applicable.....	5

10. How many times did you go to this agency for its services?

Three-four visits.....	8
Ten or more visits.....	5
Not applicable.....	5
Once.....	3

11. Could you give me your opinion of the kind of service you received from the agency? What was it like?

Good.....	12
Enjoyed it.....	4
Not applicable.....	3
No comment.....	2
It was O.K.....	2
Should be more strict.....	1
They could reach my child.....	1
Was not helpful.....	1

12. Did you see any link or tie between what you were doing with the agency and why you were sent there?

Yes, it was appropriate.....	19
I guess so.....	5
Not applicable.....	2

13. Did you see any link or tie between your agency and any other agency doing work like your agency?

No.....	12
Yes.....	6
Can not compare.....	6

14. Did you have a volunteer during your experience with Probation Department?

No.....	25
Yes.....	1

From these responses, it is apparent that the people interviewed did not have a clear idea of diversionary agencies or were not aware of the many public and private agencies available to them. Word of mouth seems to be the predominant form of sharing information about services. The Probation Department, to many people, is either taken for granted as a diversionary agency or, more likely, is seen as a non-diversionary service. Those who contacted an agency usually did it readily and the result was counseling of one sort or another. Those who contacted no agency at all also counseled, or talked, with their juvenile. In visiting the particular agency there was normally nothing unexpected and the service was usually considered appropriate and well done. Most clients went for repeated visits.

The response with regard to the client's perception of inter-agency coordination is consistent with the general lack of knowledge regarding the agencies themselves. The respondents either actually had no basis for an opinion or could not see any coordination from their limited perspective.

CONCLUSIONS AND PROJECTIONS

At the federal and state levels there is sufficient direction and support for programs which limit the number of juveniles in court by preventing delinquency or diverting youth into community treatment programs. The problem of delinquency has reached crisis proportions and an all-points-emphasis has been created from the national to the local levels. Every institution touching the life of the juvenile has been required to see itself as contributing to, and providing a solution for, juvenile delinquency. The assumption is that adult alienation increases with failures and negative labeling. By intervening early or at least avoiding incremental negative experiences, diversion is seen as the best approach to the delinquency crisis. Diversion, to recapitulate, includes any attempt to keep juvenile delinquents out of the court system, be it anything from preventive early intervention to community alternatives to institutionalization.

Present diversion attempts reflect, however, the general conflict of groups on how do you get from theory to application. Community treatment can be both good for some youth and injurious to others as well as the community's security. If juveniles are deserving of the same rights as adult citizens, then does some types of diversion violate these constitutional rights?

It seems from this project that the juvenile justice system does need revamping in at least one respect. As there are a multiplicity of behavior patterns that go into every day living so there are the same complexities in juvenile delinquent behavior. Individual diagnosis is extremely important. Community treatment is not for every juvenile and

can be harmless to the community regardless of the subsidy for local treatment. On the other hand, some juveniles could be 'irreparably' damaged by an out of county experience. This flexibility and individualization is harder to implement and needs judicial support. Most of all, however, it needs a coordinated community. Youth Service Bureaus may very well not be the answer, but something similar in nature is required. From the research it seems that a system of individual juvenile problem evaluation with appropriate and specialized treatment is indicated. Of all the programs discussed regarding San Joaquin County, the ones that I see as having the most promise, outside of early intervention, are the Police/Probation Service Program and Richard Haggard's coordinated youth serving agencies design. The first program reaches the community in a non-threatening way and fulfills the need for close, informal contacts with these two vital agencies. The second program design provides the communication and trust between youth agencies to allow coordination and best use of resources. I plan on keeping in touch with this program, in particular, to follow its progress. I would like to see more public agency involvement with these private agencies. The sharing of funds and facilities would probably increase this desired coordination. Needless to say, community education and commitment are requisites for the success of any comprehensive plan. More 'non-experts' on the Juvenile Justice-Delinquency Prevention Commission would be an indicator of the high value placed on grass roots power and effectiveness.

AUTHOR'S RECENT APPOINTMENT

As a result of my continuing and visible interest in juvenile delinquency, I began this project and made contact with persons in this field in Stockton. About the same time Juvenile Court Judge John B. Cechini was in the process of selecting a new member for the County Juvenile Justice-Delinquency Prevention Commission. My name was submitted, I was interviewed, and my appointment was approved. At the June 4th, 1973 meeting of the Commission I was sworn in for the typical four year term. I have enjoyed the work so far and plan to definitely complete my term. Community work of this type is more consuming than I had expected. In fact, it is hard to remain anything but a full time commissioner to some of my contacts and resultantly there are calls at any time of the day.

This position has enhanced the obtaining of some of the information for this project and I am grateful for it and the opportunity to serve directly in this area of interest.

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APPENDIXES

APPENDIX A

The following proposal is included as an example of the coordinating of federal, state and local agencies. Youth Service Bureaus tend to be similar in structure and intent. The Comprehensive Youth Development and Delinquency Prevention Project, as Toliver Center in Oakland is also called, is under California Youth Authority supervision and a copy of the remainder of the proposal is on file with CYA.

CALIFORNIA COUNCIL ON CRIMINAL JUSTICE

Application is hereby made for a grant under Section 301(b) of the Omnibus Crime Control and Safe Streets Act of 1968 (PL 90-351), as amended, in the amount and for the purposes set forth in this application.

Short Title of Project: (Do Not Exceed One Typed Line)

Comprehensive Youth Development and Delinquency Prevention Project--Phase 1--Toliver Center

Type of Application: Previously Letter of Intent No. _____
 Original Revision Continuation of Grant No. _____

3. Region
Statewide Project

CCJ Support	5. Grantee Contribution	6. Total Project Cost	7. Duration of This Project Period	8. Total Length of Project
74.2	% 25.8	\$ 243,190	1 year	
174,510	\$ 68,680			3 years

Applicant or Implementing Agency or Governmental Unit:
 Name, address and telephone)
 California Youth Authority
 14 P Street
 Sacramento, California 95814
 (916) 445-4763

10. Project Director: (Name, title, address and telephone)
 Youth Authority Administrator II - To be selected.
 (See Page 5 - Budget Narrative)
 Interim Project Director
 Robert L. Smith, Assistant Chief (In Charge of Planning)
 714 P Street
 Sacramento, California 95814
 (916) 445-9626

Financial Officer: (Name, title, address and telephone)
 Robert H. Mabbutt, Chief
 Administrative Services Division
 14 P Street
 Sacramento, California 95814
 (916) 445-3411

12. Official Authorized to Sign Application:
 (Type name, title, address and telephone)
 Allen F. Breed, Director
 Department of the Youth Authority
 714 P Street
 Sacramento, California 95814
 (916) 445-2561

Project Summary: Summarize, in approximately 200 words, the most important parts of the statement of project plan presented in application, briefly covering project goals and program methods, impact, scope and evaluation.

Over the next three to five years, the Department of the Youth Authority proposes to develop and test three models or prototypes for the comprehensive delivery of youth services. The three different models or programs will be developed in different geographic areas of California and will reflect the unique characteristics of the communities served. The initial target area for development of a model will be that presently served by the Toliver Community Parole Center in Oakland. The overall project will solicit the cooperation and support of the California Council on Criminal Justice, Department of Health, Education and Welfare and other appropriate federal, state and local agencies.

The common thread and foundation for service of each separate program included in the overall project will be the Community Youth Center through which and from which resources and services will flow. These services and resources will include, but not be limited to, programs for counseling, education, job placement, job upgrading, recreation, temporary shelter, medical services, diagnostic and rehabilitative services and, where appropriate, referral to other youth-serving agencies and programs. In relation to its

Index:

own wards residing within any one of the three model target areas, the Department will continue to have primary responsibility for counseling services, but in addition, will also provide services to and through other community agencies as either a cooperative act or as a result of contractual arrangement for purchase of service.

It is a conviction of the Department of the Youth Authority that delinquency cannot be reduced by the simple expansion or increase in the fragmented and isolated services now offered to children and youth, either in danger of coming into the juvenile justice system or becoming dependents upon various social service agencies. The problems of drug abuse, deviation, and criminal or delinquent behavior are only a small part of many larger problems affecting California's children and youth. If the problems of crime and delinquency and drug abuse are to be successfully reduced, programs must be developed that address themselves to the issues of more effective cooperation and coordination between local, state and federal agencies responsible for providing services and resources for services to young people.

The specific objective of this program is to break the negative cycle of dependency and delinquency by reducing rates of delinquency within three target communities over a three to five year period of time. The objective for the first year is a 5% reduction in both crime and delinquency. In the four successive years, the goal is 10%, 15%, 20% and 25%. Measures of success for achieving this objective will be determined by reductions in: (1) the actual numbers of arrests of juveniles within specific target communities; (2) referral rates to the juvenile court; (3) numbers of offenders not detained in juvenile hall or committed to state programs or county camps; (4) rates of delinquency among youths 17 years of age and under. The project is committed to more than diverting from the system by administrative decisions; it includes a commitment to decrease both the amount of known crime and the seriousness of crimes committed within the target communities.

Objectives that will be more difficult to measure, but are of equal importance, include: (1) the reduction of the amount of youth-adult alienation within the community; (2) the development of more socially acceptable and meaningful participative roles for youth in the community; (3) the elimination of the negative labeling of youth by the community, particularly youth with problems. A corollary of these objectives would include the development of a youth advocacy program involving both adults and youths. Within this context, advocacy includes identifying needed child and youth services, as well as the participation in the development, encouragement and sponsorship of such services. Additionally, advocacy entails a support of allied agencies delivering needed services, and the development and encouragement of positive attitudes toward children and youth.

Two budgets and two budget narratives are being submitted as part of this proposal in that funding is being sought under Block E and Discretionary E monies allocated to the Department of the Youth Authority.

All positions are designated by their working titles as well as their civil service classification. While many positions are in the correctional series, their working title more adequately reflects the services offered and the diversity of clients served.

APPENDIX B

The following section includes the original newspaper articles appearing in the Stockton Record between March 21, 1973 and October 7, 1973. These articles provide one media's perspective on the nature and type of delinquency prevention or treatment programs as well as a measure of significance to the general public within the above period of time. The article on page "w" which discusses the Delinquency Prevention Seminar held in September, 1973 is immediately followed by a copy of the seminar program.

Increase in Major Crime Slows

STANLEY P. KLEVAN

Of the Record Staff

"The heat's on in Stockton."

That is Police Chief E. Jess Delaney's reaction to newly released 1972 major-crime figures for Stockton showing a slowup in the rate of increases for offenses.

While statistics for 1972 still show a rise in most criminal categories, the percentages are less than recorded for 1971, he said.

Major criminal offenses showed a 24 per cent total increase from 1970 to 1971, but the rate slowed to 13.5 per cent from 1971 to 1972.

"Apparently our anti-crime programs are beginning to take effect," Chief Delaney said. He referred to a Metropolitan Narcotics Unit (combined police and sheriff's staff) cracking-down on local addicts and pushers regarded as a major source of burglaries to finance their habits. He also credited Operation

Identification, a program of marking valuables to discourage burglars.

"Operation Identification is working and causing many people to think twice before buying stolen goods. It's cutting down on the burglar's sales outlets," he added.

Even better results are expected in 1973 considering the addition of the Crimes-Specific Burglary program and the Selective Traffic Enforcement Program (STEP), Delaney said.

The STEP operation primarily is concerned with traffic offenses, but it means officers stopping cars can also check vehicle trunks for possible loot. "That too means the heat is on," Delaney said.

"Many of these projects are still in their infant stages and the effect should be even greater as 1973 continues," he added.

The police chief considers the burglary figures as the most satisfying. He cites the 1971 rate as a whopping 42 per cent

increase over the previous year, but the new 1972 figures show burglary increases slowed to less than 10 per cent.

The rate of forcible rapes had jumped from 17 cases in 1970 to 34 cases in 1971 or a 100 per cent jump. Last year, however, the department recorded 28 cases or decrease of 17.6 per cent.

Murder cases had jumped from 1970 to 1971 by 43 per cent, but last year's figures show a per cent 5 rise.

Some crime categories, however, showed increases last year greater than in 1971. Fore-most was the category for aggravated assaults which showed a 27.7 per cent rise last year compared with a 22 per cent increase the previous year. Thefts rose by 19 per cent last year compared with a 10 per cent jump in 1971. Auto thefts rose by 12.5 per cent last year compared with 9 per cent in 1971.

Only in the bracket for robbery did the rate remain virtually unchanged. Police show a 17.9 per cent rise in 1972 compared with 20 per cent the previous year.

WEDNESDAY, APRIL 4, 1973

\$273,588 CAC GRANT FOR CLOSING PROGRAMS

A \$273,588 federal grant to phase out all activities of the Community Action Council of San Joaquin County was approved today by the Office of Economic Opportunity in Washington, D.C.

During a six-month period ending Aug. 31, all nine community centers, the youth program, and all manpower, education and housing programs operated by CAC here must be phased-out and closed.

The CAC Central Administration also would be "hit," CAC executive director Greg Beyer reported to directors.

However, directors are making plans to keep the agency open and functioning, Beyer said.

It will continue as sponsor of the countywide Head Start and Family Planning programs and as subcontractor for Operation Mainstream and Neighborhood Youth Corps programs, he said.

To maintain these programs, Beyer noted, a small amount of funding will be need from the city and county, and requests for this money will be submitted to supervisors and councilmen in three weeks.

Volunteers Cited for Probation Work

The volunteer worker, once a topic of debate and controversy in the San Joaquin County Probation Department, today is a well-established part of the county's probation effort, the Juvenile Justice-Delinquency Prevention Commission has been told.

Mary Bava, volunteer services coordinator for the probation department, said about 10 persons now are working as volunteers in the department—and have been accepted by probation officers.

Individual probation officers have learned volunteer workers take time to train but soon become invaluable helpers, she told the commission.

Volunteers help in investigations, preparing reports, working in intake processing and other functions of the department, she said.

The unpaid helpers, attracted primarily by word of mouth, numbered about 44 in September and their ranks grew to 85 in December and to about 100 today, she said. The rate of turnover among volunteer probation workers has been about 25 per cent, as

compared with a national experience of about 50 per cent, she added.

An estimated \$15,000 in services has been donated by volunteers in the fewer than 12 months they have been working in the department, she noted, based on the 4,00 hours they have logged.

Mrs. Bava said the estimate is low because not all the volunteers have logged their donated hours and those who have began doing so only recently.

Stockton House Shifts Leaders

Directors of Stockton House, moving to put their house in order, have named John Fernandez board president and Warren Parker interim program director.

They replace Bud Lewis and Art Sutton, respectively, who resigned in compliance with a directive of the County Board of Supervisors that changes be made in the operation of Stockton House, a drug abuse pre-

vention and counseling program.

Supervisors on Tuesday cut off county funding of Stockton House, asking that changes in its leadership and operations be made before financial support is restored.

Stockton House, at 725 N. San Joaquin, remains open and the board of directors hopes to keep it open with private support until county funding is restored, Fernandez said.

The program had received \$2,660 a month through the county, of which 90 per cent was state money through the Short-Doyle program.

Fernandez said the directors will seek restoration of county support as soon as conditions ordered by the supervisors are met.

Stockton House was at odds with other street programs and with the County Office of Drug

Abuse Coordination (CODAC) for several months.

County Administrator L. J. Drake reviewed the situation and recommended to supervisors that funding be cut off until changes are made in the Stockton House program.

Main criticism of the operation has been the friction of past leadership with leaders of the other street programs and alleged loose handling of financial matters.



STOCKTON, CALIFORNIA—FRIDAY, APRIL 6, 1973

April 8, 1973

CAC PLANS ARTS, CRAFTS GALLERY

A former men's clothing store at 20 N. California is destined to become a showcase for young San Joaquin County art-

ists and craftsmen under a Community Action Council Youth Development Program due to get under way in about a month.

The interior of the vacant building has been repainted and altered at a cost of about \$2,000, according to Arthur Mapps, deputy director of the Community Action Council.

The store, which will be an Art Cooperative, will be an outlet for paintings sculpture, ceramics, photography, weaving and other efforts by area young men and women.

The art will be sold with a majority of the money received going to the artist and the remainder kept in the project for shop operation costs, such as renewing the lease for the building next year and, perhaps, hiring a general manager, Mapps said.

A group of about five adult artists, mostly school teachers,

will serve as an advisory group and help the cooperative set standards for works received.

Works of California Youth Authority and Deuel Vocational Institution inmates may also be exhibited during special shows planned by the cooperative, Mapps said.

Other Editors Say

Ban on Juvenile Names No Help

(from the Modesto Bee)

The recent order by Stanislaus County Superior Court Judge Gerald V. Underwood draws the shade fully around the entire apparatus of the juvenile justice system.

The order has the effect of prohibiting the news media from using the names of juveniles in arrest reports, regardless of the seriousness of the crime.

Hailing the order as any sort of substantial reform, however, is not justified. Such a reaction presupposes a system of justice which is working reasonably well, both in the interests of the affected juvenile and the society as a whole. And this just as clearly is not the case.

Two basic questions need to be answered before there can be any real reform of the present system.

Should the errant or disturbed child continue to be processed like a junior criminal and shoved into the same system which deals with juveniles who have committed serious and violent crimes?

And, should the hard-core repeat offenders be turned back into the community again and again through the technicalities of what has become a schizophrenic system of justice?

Judge Underwood's order is aimed at shielding the former, and rightly so, but the split personality of the system also extends this protection to the repeated offender with no counterbalancing protection for the society.

The fact is, California's entire system of juvenile justice is sorely in need of thorough-going reform. . . .

A new structure is needed to provide better means better alternatives, to help children find their way. The best way to keep names out of the public eye is to keep children out of the juvenile justice system.

S. Stockton Antidelinquency Plan

A proposal for a community program of delinquency prevention based in South Stockton will be outlined for the Board of Supervisors Tuesdaymt.

Alfred Midgett is scheduled to explain the program, called Fathers and Mothers in Leadership to Youth (FAMILY).

The program would involve professional and volunteer workers seeking to prevent delinquency, basically among black youngsters.

The board also will hear a request by John Fernandez, president of the Stockton House board of

directors, for interim funding of the drug abuse prevention and counseling program.

Supervisors cut off public support of the program early this month, asking the directors to make changes in the operation before funding is restored.

In another matter, supervisors will be asked to endorse a bloodletting in the Courthouse June 14. The proposal is that space be provided on the fourth floor of the building that day for blood donations by Courthouse workers through the Delta Blood Bank.

A report by Personnel Director Wilden Tweedie on the summer youth employment program is on the agenda for Tuesday's meeting. At 1:30 p.m. representatives of the Council for the Spanish Speaking will appear to discuss their organizational goals.

The council is seeking a county allocation of \$3,000 to study how the various alcoholism treatment programs can be made more relevant to Mexican-Americans.

The council also seeks funding for an educational program for the coming year.

Supervisors will meet at 10 a.m. in the seventh floor chambers of the Courthouse.

City Seeks Funds for Drug Squad

A proposal to seek \$125,000 in federal funds to increase the size of the "Metropolitan Squad," a combined Stockton police-county sheriff's narcotics detail, received the unanimous blessing of the City Council Monday night.

City Manager Elder Gunter said the proposed grant would allow adding a third team to the squad—and he said the increase was suggested by the U.S. Law Enforcement Assistance Administration.

The city and the county each would put up \$8,500 toward the increased effort.

Formation of the squad, which is intended to eliminate jurisdictional problems and allow speedy

pursuit of narcotics offenders, was announced Aug. 29, 1972, by Stockton Police Chief E. Jess Delaney and Sheriff Michael N. Cenlis.

Gunter pointed out there is "an excellent possibility" that the federal government will finance the entire combined program for an additional year.

The program is intended to concentrate on locating major suppliers and distributors of illicit drugs within San Joaquin County, Gunter added, saying that it is expected that "associated crimes such as burglary, armed robbery, larceny" will decrease as a result of the effort.

"The street pusher who steals his money in order to purchase heroin will be the source of heroin supply within the county," Gunter said. "The heroin addict who must steal to support his habit will be eliminated by arresting his source of heroin, the street pusher."

In an unrelated matter, the council also authorized the filing of another grant request—for \$31,000 to finance a summer recreation and cultural opportunity program for an estimated 2,883 low-income youths within the county.

No local funds would be required.

Gunter said the program was suggested by the Community Action Council.

Stockton Record

Stockton (Calif.) Record Tuesday, May 22, 1973

13

Focus on Blacks

Crime Prevention OK'd

With its two competitors for federal funds apparently out of the picture, the Southeast Stockton Neighborhood Improvement Association Monday won the endorsement of the County Juvenile Justice-Delinquency Prevention Commission for a program aimed at curbing the high crime rate among young blacks.

The commission acted after Alfred Midgett withdrew his program proposal and commission coordinator Robert L. Wright reported that the local chapter of the National Asso-

ciation for the Advancement of Colored People (NAACP), which also had offered a proposal, is "no longer in contention."

Either the County Board of Supervisors or the Stockton City Council should sponsor the association's request for \$294,552 for three years from the California Council on Criminal Justice, the commission recommended.

Midgett, a former association employe who was fired and then formed his own organization for development of the anticrime program he

began drafting for the association, formally withdrew his proposal, saying he never intended to see the sort of competition and seeming discord that developed over which group should get funding for the program.

However, Midgett pointed out his organization—Fathers and Mothers in Leadership to Youth (F.A.M.I.L.Y.)—intends to pursue the program on its own and will seek to raise money through service club contributions and fund-raising drives.

At Midgett's request, the commission went on record as endorsing the concept of his program.

The proposals offered by the association, Midgett and the NAACP were similar, each embodying the concept of family involvement as a means of helping troubled youngsters avoid lives of crime.

Superior Court Judge John B. Cechini, serving this year as juvenile court judge, warned the commission May 7 that the deadline for consideration of one of the proposals for federal financing will pass at the end of the month.

Justice Work Split

The county's Juvenile Justice-Delinquency Prevention Commission, expanded into its dual composition less than a year ago, apparently has decided two jobs are too much at one time.

Commissioners have agreed to establish two working committees—one on juvenile justice and one on delinquency prevention—although final actions and recommendations will continue to be made by the entire body.

In addition, commissioners

generally agreed their committee assignments will be shifted probably every six months to provide members with more expertise in both areas.

Commission Chairman Sam Matthews said he believes the committee system will enable the commission to get more done than it has been able to.

"I think it will give the commission a lot more strength and a lot more ability to grapple with problems in more areas," Matthews said.

Stockton Record

Stockton (Calif.) Record Wednesday, May 23, 1973

17

More Flexibility

Juvenile Care Bill Advances

A bill that would provide local authorities more flexibility in handling juvenile law-breakers—and could provide San Joaquin County an estimated \$444,000 more a year to do the job—passed its first legislative test in Sacramento Tuesday.

The bill, authored by Sen. Craig Biddle, R-Riverside, embodies a Reagan Administration plan to merge the California Youth Authority into a single new State Department of Correctional Services that would oversee all adult and juvenile state institutions and would have a juvenile division.

This would have no effect on the Northern California Youth Center east of Stockton, which only would pass into different administrative hands, CYA Director Allen Breed said today.

The bill was approved 7-0 by the 13-member Senate Judiciary Committee and sent to the Senate Finance Committee. Several Democrats abstained from voting on it.

It was termed "a backward step" by retired corrections consultant John Ellingston because it would eliminate the existing probation subsidy program, under which counties are given state money for keeping offenders in their

communities and out of state institutions.

But Breed pointed out that the bill would provide for counties to continue to get state money—without the requirements for keeping young offenders out of state institutions.

In San Joaquin County's case, Breed said, the county would receive about the same amount—4370,000—that it received this fiscal year but would have new flexibility in using the money.

Another feature of the bill is that counties could choose to keep their juvenile court defendants out of state institutions and deal with them in their own communities and receive additional funds for it.

Breed said San Joaquin County's juvenile court sends about 37 young convicts to state institutions annually. Under the legislation, the county could place them in an alternative local facility and keep \$12,000 for each—the average sum the state spends on a youth authority inmate during the course of the inmate's incarceration.

Critics of the bill predicted it might result in a "mushrooming of small local Soledads (prisons) around the state."

June 13, 1973

Year Extension

Drug Program Fund Request

Supervisors Tuesday approved a request for \$276,879 in state funds to maintain drug abuse and Methadone facilities and programs for one year in San Joaquin County.

Deputy County Administrator Robert Wright said the county is assured by the state of at least \$81,830 of that total under the Drug Abuse Treatment Act, which augments funding for existing programs.

The assured amount, which includes funds for county street programs, will provide Lodi House with \$10,800; Manteca House, \$8,800; Rising Sun (Tracy), \$57,000; and for consultation services, \$4,630.

The allocations to these programs were recommended by the County Office of Drug Abuse Coordination.

The county has not yet been allocated state funds for the Methadone program it operates at Stockton State Hospital, Wright said, but it has drawn the following recommendations:

- That the county's Methadone Maintenance program services be expanded to include an additional 40 to 50 clients at a cost of \$94,778.

- That Project Identity's "Drug Abuse Rehabilitation Effort," a drug-free treatment facility, be expanded in order to provide follow-up services for patients directly following detoxification at a cost of \$30,000.

- That any additional funds available for ancillary services to the Methadone program be appropriated for a drug-free rehabilitation program under the supervision of the Methadone chief, at a cost of \$70,271.

Wright said these recommendations were based on state guidelines and a review of current needs in the county.

Supervisors acted after listening to Trevor Pendray, a fired Lodi school teacher who said he is employed as a consultant to school districts.

Pendray said supervisors should strive to "combat" drug abuse, which he said "is the name of the game when you're spending so much of the taxpayers' money."

"One dollar spent in primary prevention is worth \$10 spent on Methadone and other programs."

Second Chance for 60

New Approach to Drug Abuse

Is the experience of being arrested, fingerprinted, photographed and booked into jail — and then being given a second chance — enough to deter a young person from toying with drugs?

Approximately 60 persons are involved in a new program being implemented by San Joaquin County authorities in hopes the answer is "yes."

The theory is that once confronted with the reality of being arrested, a fledgling drug user may be particularly receptive to counseling if offered a chance to avoid the stigma of a criminal conviction.

Authorized by urgency state legislation, the program permits persons charged with certain drug offenses for the first time to be diverted out of the criminal justice system and into drug counseling, vocational training or any other alternative considered suitable for them.

If the "divertee" successfully completes the period of diversion, from six months to two years, the charge is formally dismissed in court.

"In other words, it gives them a clean record," explains Deputy Dist. Atty. Frank Dean, a principal figure in the operation of the program.

Authorities are acutely aware that the law, on the books as sections 1000 through 100.3 of the California Penal Code, is designed as an experiment and will expire Jan. 1, 1975, unless extended by the legislature.

The authorities make an effort to point out that they are being careful in selecting who they divert. Since the program got under way

in January, 72 persons have been considered for diversion. About 60 have been diverted but some have been rejected.

"We don't want this thing to be used as a tool to circumvent the law," declares Chief County Probation Officer William L. Jones.

One defendant was refused diversion, Jones recalls, because he said resignedly, "OkK., I'll go."

As written, the law permits diversion only of those arrested on drug charges for the first time and only for limited offenses — possession of marijuana, barbituates, narcotics, narcotics paraphernalia or methylene or knowingly visiting a place where illegal drugs are being used.

Asst. Public Defender Ann Chargin and other insist the law is inconsistent because it allows diversion for those offenses but not for the related offenses of being under the influence of marijuana, pills or narcotics.

The author of the legislation, Sen. George Deukmejian, R-Long Beach, says an amendment to the law that has passed the Senate and now is in the Assembly may ultimately apply "under the influence" charges to the diversion list.

Deukmejian says these were left out of the original bill because the legislature wanted to begin with a limited program because of its experimental nature.

He says he introduced the bill to provide consistent application of the law throughout the state — because in some jurisdictions, law enforcement officers were conducting informal diversion programs of their own and in others, officers were insisting on full-scale prosecution.

Dean points out that avoiding a narcotics conviction can be important for at least two reasons:

Persons convicted of certain drug offenses are required by law to register with their local police or sheriff's department as narcotics offenders.

A narcotics conviction will compel the State Department of Motor Vehicles to examine the defendant's record and possibly revoke the driving privilege.

Dean also noted another little-known provision that requires law enforcement officers to notify employers if schoolteachers and public school non-teaching employees are arrested on drug charges.

Mrs. Chargin points out that a criminal record of any sort can brand a person for life and make job-hunting difficult. This is a factor she believes young people do not realize fully.

"I think anyone in criminal defense work is concerned about getting that first mark," she says.

"I think the intent of the legislature is to give these persons one chance to keep their record clean . . . This gives a potential professional person the possibility of still having his professional career.

"He's always going to have to explain that arrest, but at least he won't have a conviction."

Dist. Atty. Joseph H. Baker agrees and, as the county's chief prosecutor, he hopes diversion will curtail continued drug use on the part of typical first-time arrestees.

"I think at least (under the program) he has more incentive to straighten out." Baker says.

Baker started the ball rolling on the diversion program implementation, by calling meetings of judges and others involved in the criminal justice process.

Municipal Court Judge William H. Woodward, who participated in those initial meetings, admits he has some reservations about the program but wants to see it succeed.

He is concerned that the program might bring minimally involved young persons into too close an association with hard-core drug users — a possibility authorities are attempting to avoid by using a variety of approaches to helping the "divertees."

A 26-member technical advisory committee, composed of law enforcement officers, judges, schoolteachers, probation officials and others, has been established to help advise the County Office of Drug Abuse Coordination, which determines the best means of aiding "divertees."

And each "divertee" is assigned to a probation officer who is charged with following up the case to determine how the defendant is faring. Progress reports must be filed on each case at least every six months, so that the judge who granted it can determine whether to continue or revoke the diversion.

Woodward echoes a belief that many others voice — that first-time arrestees may not ne-

(Continued on Page 2, Col. 1)

Continued

New Drug Program

cessarily be caught in their first experience with drugs. . . .

"I suspect that there aren't very many (first-time users), that they've just been caught for the first time. ut I suspect that their involvement isn't very deep," the judge says.

He adds that he believes "it's a good thing to give a first-offender a break."

While the diversion process primarily begins in Municipal Court, before a defendant even enters a plea, some diversions have taken place in Superior Court because the cases had reached that point before the law was implemented.

Superior Court Judge Chris Papas, assigned to criminal matters, says he is glad to have the option of diversion. He says the drug problem is primarily "a medical problem," although "it becomes a legal problem because eventually they (drug users) have to resort to criminal actions to continue with drugs."

The diversion process begins with a review by the district attorney's office of — normally by Dean, who handles drug cases — of the criminal record of each defendant charged with the offenses specified in the diversion law.

If the records show no previous drug convictions, the matter is referred to the County Probation Department for determination of whether the defendant is a suitable candidate for diversion.

When the case returns to court, both the judge — on recommendation of the probation department — and the district attorney's office must agree before the defendant can be diverted. The defendant, too, has the option of refusing diversion and fighting the drug charge in the courts.

Dean says that while a reason for refusing diversion isn't required of the district attorney's office, "I wouldn't do that unless I had a pretty valid reason."

A candidate for diversion is required to waive his right to a speedy trial, and if he fails to perform satisfactorily during the course of diversion the charge against him can be prosecuted.

To safeguard the defendants' rights, the

law prohibits authorites from using any comments of the "divertee" about his case in any subsequent prosecution. This also is intended to encourage the defendant to cooperate fully in counseling, Dean adds.

Another factor in determining whether diversion will be granted is whether a suitable program exists for the potential "divertee."

When an individual's case is referred to CODAC, county drug abuse program assistant Art Seegers notes, a defendant can be refused.

He says that while many "divertees" are assigned to various drug abuse counseling programs, a number are deemed more suitable for help with emotional problems or for vocational training — or for a minimum of supervision, perhaps simply making periodic reports to a probation officer.

"People who have become visible because of a drug problem 90 per cent of the time have a spectrum of other problems," Seegers says, adding he sees the law as an important first step in a new official view of drug problems.

Mrs. Chargin, a member of the CODAC technical advisory committee, believes "divertees" can be helped because of alternatives to traditional methods of treating lawbreakers.

"I think they'll relate better to people outside our judicial process, even the probation department," she says.

Mrs. Chargin, who believes drug abuse is a regulatory matter rather than a criminal problem, warns, however, that diversion will not help the drug user who is "not ready" to discontinue drug use.

The diversion program still is being refined and the county is seeking \$25,000 in federal money, through the California Council on Criminal Justice, to establish a \$34,000 program involving a liaison person to work with the courts and the probation department in determining where drug offenders should be diverted.

The grant request has been approved by a subcommittee of the council's regional agency and is scheduled for final consideration by the council June 4.

By Supervisors

Anti-Delinquency Programs Get OK

Two proposed programs for strengthening the family role in preventing juvenile delinquency were endorsed Tuesday by the Board of Supervisors.

The board authorized applications for grants to provide a "New Directions" evening program for the Probation Department, and a community fathers leadership program of the Southeast Stockton Improvement Association.

Although endorsing both proposals, the supervisors concurred with a recommendation of the county administrator's office that if funds are available for only one, the Probation Department program should be given priority.

It would provide basically for a team of probation officers to be available during late evening hours to handle minor violations such as runaways and juveniles out of control.

The program, used extensively in Sacramento County, is designed to reduce the number of formal criminal justice referrals by improving family

relationships and heading off tendencies toward delinquent behavior before they become critical.

Total cost for the first year of a three-year program would be \$121,590, with most of it coming from the federal and state governments, and just \$5,050 in actual cash outlay by the county.

If it provided substantial savings in court placement of juveniles, as is hoped, it could be continued beyond the three-year grant period with local financing.

The Southeast Stockton Improvement Association program is the "survivor" among three proposals that had been

submitted to the Juvenile Justice-Delinquency Prevention Commission.

It calls for counselors to work in the neighborhood with families that have youngsters in danger of drifting into crime.

One specific target is reduction of armed and forcible robberies by young blacks.

As presented to the Delinquency Prevention Commission, the program would have a cost of \$294,552 for its three-year period, paid for with federal and state funds.

The grants will have to gain the approval of the California Council on Criminal Justice for the programs to begin.

Commodores Play

Drum, Bugle Corps Begins National Tour After Weber Days Parade

*Story by Maury Kane
Photos by Dave Evans and Elizabeth Sunflower
Of The Record Staff*

When it was organized 18 years ago, the 12-member Stockton Police Junior Drum Corps was noted for its consistency—it rarely placed better than last, even in the most mediocre competition.

Saturday night, that hapless outfit's crack successor, the 107-member Stockton Police Commodores Drum and Bugle Corps—today ranked among the top units in the country—will leave on a four-week national tour after arching in the Captain Weber Days parade.

During their first U.S. tour last year, the Commodores placed third, sixth and tenth in national drum and bugle corps competition in Great Bend, Kan.; Chicago and Minneapolis, respectively.

This year, the organization will compete in the Blue Grass Nationals in Lexington, Ky., Aug. 3-4; the CYO (Catholic Youth Organization) National Invitational Championship, Newton, Mass., Aug. 10; the Eastern Open, Lowell, Mass., Aug. 11; the Keystone Classic, Hershey, Pa., Aug. 12; the Drum Corps International, White-water, Wis., Aug. 16-17, and the Badgerland Contest, Milwaukee, Wisc., Aug. 18.

Highlight of the tour will be the concert the Commodores will present on the steps of the White House in Washington, D.C., Aug. 13.

What brought about the miraculous metamorphosis of the corps?

"The more the kids played together, the better they became," explains Harold Ott, Commodores director, who is "Pops" to corps members. "They developed a sense of dedication and a strong feeling of pride in the organization."

In 1963, bugles were added to the corps. Not just conventional "wake 'em up in the morning" bugles, but French horn bugles—sopranos, baritones, contrabass, mello-phones, fluglehorns.

A new nautical uniform, reflecting Stockton's identity as an inland port city, was adopted, replacing the police summer outfits. The name "Commodores" was selected. A new image emerged.

"Graduates" came back to help instruct corps members. The organization's present music arranger and horn instructor, talented Jim Ott, is a former Commodore. He's the son of Harold Ott. Young Ott's arrangements are difficult to play, but it's the "tough stuff" that impresses the judges and

Commodores Play

wins contests.

The Commodores, who range in age from 14 to 21, practice long and hard. Their precision routines require a sharpness acquired only through grueling daily rehearsals. Sunburns and blisters are inevitable by-products. Marching and maneuvering instructor is Shirlee Whitcomb of Walnut Creek, noted for her Army sergeant-like manner and "built-in" public address system.

Other instructors are Mike Reilley, percussion instruments; Patricia Welch Banz, color guard, and Joan Welch, rifle unit.

Parental involvement is a significant part of the Commodores' success story.

One of the most involved parents is Gene Castles, better known to the corps as "Great White Father." Castles organized the group when he was a member of the police department. He now owns a trophy shop and is president of the Stockton Police Youth Activities, which includes the Commodores.

Four of the Castles' offspring—two sons and two daughters—are Commodore graduates; another, David, 16, plays bass drum in the corps. Daughter Georgene, 17, a flag bearer, had to drop out this summer because of a tonsillectomy. Another daughter, Denise, is practicing to join the rifle team—even though she's only 8.

Virtually all of the Commodores' parents belong to the corps' Booster Club, whose members give up their evenings, weekends and related comforts to attend to the myriad tasks necessary to keep the Commodores "rolling."

The state of health of the corps' vehicular fleet is a vital consideration. Several fathers, headed by John Hachman, Booster Club president, have overhauled the corps' three buses and the "Blue Dude," a former beverage delivery truck ingeniously converted to an equipment carrier.

Salvador "Sal" Mena and his wife, Ricky, whose son, Mike, plays soprano bugle in the Commodores, are corps quartermasters and have charge of the Blue Dude.

Jack and Shirley Wilkinson, who have three children in the Commodores, also keep busy.

Mrs. Wilkinson, a legal secretary, is the Commodores national tour director and chief fund-raiser. She personally contacted every Stockton City Council member in successfully seeking the city's first financial contribution to the corps—\$5,000. She also is asking funds from the county. Commodore members come from throughout San Joaquin County.

Husband Jack, an air-conditioning technician, did much of the conversion work on the Blue Dude.

Booster Club telephone

teams have been calling commercial and industrial firms seeking contributions of food or funds for the Commodores' national tour. Campbell Soup Co. in Sacramento donated 120 cases (2,900 pounds) of canned food. Laura Scudders of Tracy gave three huge pallets of corn chips. And there were many others.

Chaperones will prepare meals for the traveling Commodores at rest stops.

Mrs. Wilkinson, who accompanied the corps on their tour last year, says that many people watching the Commodores perform comment on the mixed racial makeup of the corps and ask, "How do they get along?"

"Just fine, I tell them, they're too busy to discriminate."



CORPS 'FATHER' GENE CASTLES WATCHES
Castles, l., Booster Club Treasurer John Page

County Concerns: Ranch for Boys, Center for Men

Two matters of longstanding concern to the county, establishment of a boys' ranch and facilities for single indigent men in central Stockton, will be discussed by the Board of Supervisors Tuesday.

Board Chairman Gary Wiler revived the juvenile ranch idea earlier this year in a memorandum to other supervisors.

Such an operation has been discussed over a period of years as a possible alternative to sending juvenile offenders to other counties, or putting them in more restrictive custody.

The other matter, the problem of indigent single men in central Stockton, is the subject of a report by a special committee of the Greater Stockton Chamber of Commerce that has been presented to the Board of Supervisors and the City Council.

It calls basically for expansion and consolidation of housing and feeding programs for indigents, and increased efforts to combat alcoholism.

Discussion of the juvenile ranch is set for 1:30 p.m. and of indigent single men for 2:30 p.m.

The board also has scheduled opening of bids Tuesday on road work on Mendocino Avenue, D and Ninth streets, and Thornton Road.

Supervisors will meet at 10 a.m. in the seventh floor chambers of the Courthouse.

San Joaquin County Juvenile 'Ranch' Proposed

By Gene Turner
Of the Record Staff

A boys ranch that probably will not be a ranch at all and will be for girls as well as boys finally appears to be on the way for San Joaquin County.

The Board of Supervisors Tuesday asked the Juvenile Justice-Delinquency Prevention Commission to look into just what a residential detention facility for juveniles should involve.

Supervisors said they hope to get a final report and recommendation in six months.

The idea of a boys ranch in the county for juvenile offenders was first proposed nearly 20 years ago, and voluminous studies have been made since then.

The concept of putting juveniles in a rural setting has changed, William L. Jones, chief probation officer, told the board.

It now is felt that a residential center should be located close to an urban area and the community

from which the juveniles come, Jones said.

Also, there is increasing awareness that such facilities should be provided for girls, as well as boys, he said.

At present, juvenile offenders who require long-term custody generally are sent to facilities outside the county.

For the first four months of this year, the county spent \$113,013 in placing an average of 67 juveniles a month out of the county, and \$10,440 for an average of 23.5 juveniles in the county, Robert L. Wright, deputy county administrator, reported.

Under present law, half the cost of placing youngsters outside the county is covered by state welfare funds (Aid to Families with Dependent Children), which are not available for an in-county facility, Wright said.

However, legislation changing the entire juvenile and adult correctional procedure in the state is under consideration.

Most of those present at Tuesday's discussion by supervisors agreed that no new law is likely this year, but that some major revision of correctional facilities will come soon.

Construction of a detention facility would cost about \$30,000 to \$25,000 a bed, Wright said. Some of this would be covered by state funds.

In a letter to Supervisors' Chairman Gary Wiler, Juvenile Court Judge John B. Cechini strongly endorsed creation of a treatment center for juveniles in the immediate Stockton area.

"It has been my sad experience, while sitting as Juvenile Court judge, to find that we do irreparable harm to order an out-of-county placement of a youngster whose basic problem seems to be rejection either in the home, school, or community—yet, the court has little or no alternative," Cechini wrote.

Sam Matthews, chairman of the Juvenile Justice-Delinquency Prevention Commission, said that group is willing to make recommendations on a center, but said that much of the factual material needed in making decisions will have to come from professionals such as Jones.

Senate Rejects Bill Scrapping Probation Subsidies

SACRAMENTO (AP)—The Senate has rejected a major Reagan administration plan to change the way California

supervises convicted criminals on probation, but the bill today still had a slim chance for passage.

The state's correctional system would also undergo ramping under the measure by state Sen. Craig Biddle, R-Riverside.

His \$20 million measure would scrap the present probation subsidy program under which counties receive financial incentives to place felony offenders in probation programs instead of sending them to state prison.

Instead, the Biddle measure called for a "County Correc-

tional Grant" program of state aid to counties to improve their correctional systems. The bill would have appropriated \$10 million for the grants and another \$10 million to aid construction of county correctional facilities.

Biddle's measure was defeated Wednesday on a 16-17 vote, 11 short of the 27 votes needed to send it to the Assembly.

Biddle won the right to have the bill reconsidered at a later date, meaning it could still win passage if Biddle rounds up those 11 votes.

Some critics of the present system contend judges are placing too many offenders on

probation to take advantage of the financial incentive for their counties, Biddle said.

But state Sen. H. L. Richardson, R-Arcadia, said Biddle's plan would continue the same system with a different name and would allow numerous offenders to remain on the streets.

"When do we quit talking about probation and start asking ourselves 'when does community protection come into the picture?'" Richardson said.

Biddle's measure also would have combined the Department of Corrections, Youth Authority and Board of Corrections into a new Depart-

ment of Correctional Services. The Adult Authority, which sets prison terms for men, the

Women's Board of Terms and Paroles and the Youth Authority Board would be combined into a new Parole Authority.

The bill is SB 391.

Single, Strong Development Agency Urged

A single organization—but not a new one—to spur and guide economic development in San Joaquin County is called for in a report prepared by the Stanford Research Institute.

The SRI report was ordered by Williams & Mocine, a San Francisco planning firm drafting the Community Development Program.

In recommendations for short-term action, the report urges that the San Joaquin Development Council coordinate the activities of economic development groups in the county in the near future in areas such as agriculture, recreation and tourism, education, health services and transportation.

(In July, a plan was proposed to the Board of Supervisors clarifying and assigning responsibilities for attracting new industrial and commercial development to the Economic Development Association, Community Economic Development Action Committee and chambers of commerce.)

The report urges, however, that SJDC leadership be replaced eventually with a coordinative agency made up of representatives of each sector of the economy.

Three general short-term goals are suggested:

- Strengthening the existing effective development of institutions and organizations.
- More clearly defining economic goals, policies and strategies.
- Promoting existing and new agricultural products.

In its long-term report and recommendations, SRI criticizes the county for not making many of the "hard trade-off" decisions necessary for long-term economic planning. These include decisions as to whether manufacturing and processing industries should be concentrated, whether "clean" industries should be encouraged to locate in the county and "dirty" industries prohibited

from doing so, and whether the county should remain essentially rural and agriculturally oriented or whether it should seek industrial growth.

The report says that San Joaquin faces four basic, critical and long-term problems: high unemployment, drawbacks of agriculture, ethnic imbalance and fragmentation, and dependence upon unstable defense-related activities.

In commenting upon Stockton's ethnic mix, the report notes that the poorer racial minorities; mainly Chicanos, Filipinos and blacks, live to the south. They make up about 40 per cent of the city's population.

But, the report says:

"North Stockton has traditionally completely controlled the county through the Board of Supervisors, Board of Education, and so forth. It is only in the recent past that the minority groups have not only developed leaders to represent them actively, but have formed coalitions for exercising more effective power. Just recently, for the first time, a minority group member was elected to the Board of Education."

Among the recommendations in the report are these:

- Strengthening of the County Planning Department, which is praised in the report.
- Attracting of industries with the greatest potential for providing employment.
- Finding jobs outside the county for many county residents.
- Greater use of University of the Pacific in planning decisions.
- Greater ethnic integration and "balanced" representation in economic decision-making.
- A re-evaluation of zoning to conform with new goals.
- Closer liaison with military officials on the county and national levels.

Sept. 13, 1973

Two Delinquency Prevention Plans

Two proposed programs for curbing juvenile delinquency passed their first hurdles Wednesday when they won approval of a regional unit of the California Council on Criminal Justice (CCCJ), the body that would provide most of their financing.

William L. Jones, chief of the County Probation Department, reported the action to the County Juvenile Justice Delinquency Prevention Commission and noted a final decision on whether the programs will receive federal and state grants will be made within five to six weeks.

Jones said the regional, Modesto-based division of the CCCJ recommended most of the financing for his department's proposed "New Directions" program but gave lowest priority and recommended about half the re-

quired amount—for a Southeast Stockton Improvement Association proposal for curbing crime among young blacks.

The regional unit recommended financing of \$94,000 for "New Directions," which would involve assigning a team of five probation officers to work with out-of-control and runaway juveniles in an effort to keep them out of the formal juvenile justice system.

The Southeast Stockton proposal, estimated to cost \$94,000 in its first year of operation, was recommended for \$50,000 in state and federal grants, Jones said. The program would involve families in an overall attack on the causes of crime among young blacks.

Preventing Delinquency

Some 180 community agency representatives and others, gathered for a first-of-its-kind seminar on juvenile delinquency, agreed unanimously Thursday that public and private groups should stop duplicating their efforts and should look to a single body for leadership—the County Juvenile Justice-Delinquency Prevention Commission.

They acted on the advice of Allen F. Breed, director of the California Youth Authority, who told the audience in a luncheon address during the seminar that there are some 25 separate social agencies in San Joaquin County.

"In this county and in every county there is a dearth of leadership," he said.

"There's fragmentation, duplication—yes, there's competition...but there are voids

that are never filled...All of us, private and public, have our turf to protect—even if it means our ineffective programs are going to be continued."

Breed said a solution is to look to a single group for leadership and coordination, to set specific performance goals and to constantly scrutinize anti-delinquency programs and hold them to high standards.

"Evaluate what you're doing and then make your dollars follow the projects that are paying off," he advised.

Breed said efforts to deal with the crime problem must start with the young.

More than half the crimes committed in California are committed by persons under 21 years of age, he said, and experience shows that once a



**GRACELLA
WOODRUFF**

youngster enters the criminal justice system he seldom escapes it.

Breed pointed out the latest FBI statistics show that in the

past decade nationwide, there has been a 105 per cent jump in the number of juvenile arrests—as compared with a 10 per cent increase in arrests of adults.

"If we really want to invest our dollars wisely," he said, "we'd better start investing them in children rather than adults."

He said more money should be placed into efforts to provide better housing, better education, more nutrition, more employment and health care services and combatting discrimination.

Breed offered this three-point program for San Joaquin County:

- Recognize the Juvenile Justice-Delinquency Prevention Commission as the sole agency to provide at least initial leadership for anti-delin-

quency efforts.

- Direct the commission to develop an anti-delinquency plan of action that contains specifics.

- Provide a "youth services bureau" where young people can go to find out about various agencies that are designed to meet their specific needs.

Breed also advised the gathering not to leave young people out of the planning for such programs.

He cited a Mother Lode community that wanted to provide some form of recreation for its youngsters and finally decided to build a skating rink, without asking the young people what they wanted. He said only three kids showed up for the opening of the rink—and they were children of a project leader.

Eight workshops were held in the morning, before Breed's address, and the panelists developed several suggestions similar to those he advanced.

Workshop leaders said panelists decided the county should have a "youth services bureau," should eliminate duplication of efforts and should provide some alternatives to the formal criminal justice system.

Recommendations also included a call for more social services in the schools and individualized anti-delinquency programs to fit individual youngsters' needs.

The seminar was sponsored by the commission and dedicated to Gracella S. Woodruff, a long-time leader in the development of juvenile programs and a 27-year member of the commission.



WHAT IS THE JUVENILE JUSTICE-DELINQUENCY PREVENTION COMMISSION?

The Commission is a group of 12 persons from various backgrounds, occupations, and age groups in San Joaquin County. They share your interest in the youth of this county, and in meeting several times a month they combine their experience and expertise to bring about just and adequate treatment of juveniles in this county.

Recommendations of the commission can be made to officials in charge of juvenile programs, and according to the law, "a commission may publicize its recommendations." The commission is also concerned with promoting new effective delinquency prevention programs and assisting agencies in obtaining community backing and financial support for them.

At this SEMINAR, the Commission is offering the following discussion groups.

LAW ENFORCEMENT

BILL SWENSON, Commissioner and Moderator
SGT. PAT NOBLE, Stockton Police Department
SHERIFF MICHAEL N. CANLIS,
San Joaquin County
CHIEF MARC YATES, Lodi Police Department

PUBLIC AGENCIES

ROSANNE PERRY, Commissioner and Moderator
MARY BAVA,
Volunteer Coordinator Probation Department
LIBRADO PEREZ,
Director, Public Assistance Department
WILLIAM L. JONES, Chief Probation Officer
LT. CLOYCE BROOKSHER, Tracy Police Dept.

PRIVATE AGENCIES

PAT REECE, Commissioner and Moderator
JACK SCRAFIELD, Director, Stockton Boys Club
WILLIAM GUTTIERI,
Director, Catholic Social Service
DAN BAVA, Anderson Y Center
AL MIDGETT, F.A.M.I.L.Y.

JUDICIAL

ROBERT JENNINGS,
Commissioner and Moderator
ROBERT CHARGIN, Public Defender
CHARLES THOMPSON, Juvenile Court Referee
HONORABLE WILLIAM BIDDICK, JR.,
Presiding Judge Superior Court
HONORABLE PRISCILLA HAYNES,
Judge Manteca-Ripon-Escalon Court
OLA MURCHISON, Commissioner

MENTAL HEALTH

DR. HELMUTH HOFF,
Commissioner and Moderator
DR. THOMAS ENGLISH,
Children Services Mental Health
GAIL FORD, Mental Health Advisory Board
O. L. BRAUCHER,
Mental Health Advisory Board
DR. FRANCES MC FARLAND,
Stockton Unified School District

FAMILY ROLE

FERNANDO MIRAMONTES,
Commissioner and Moderator
RICHARD STEINMETZ,
Director, Family Service Agency
FRANCES ENGEL, M. S. W.,
Mental Health Services
SANDRA EXELBY, Mental Health Educator
REV. JERRY D. ROBERTS,
St. Steven's Episcopal Church

EDUCATION

TERRY HULL, Commissioner and Moderator
RICHARD J. GAEDTKE, Lincoln Unified School
District, Dean of Boys
DR. WILLIAM C. CAREY, Stockton Unified
School District, Assistant Superintendent
RAY M. JENSEN,
Lodi School District, Superintendent
RICHARD J. CHERRY, Manteca Unified School
District, Superintendent

RECREATION

TED HOLMSTROM, Commissioner and Moderator
JOSEPH WILSON, Tracy Recreation Department
GEORGE MOTON, City of Stockton Manpower
RICK HAGGARD, Director, Y.M.C.A.
MORRIS FRUITMAN, Director, County Parks
& Recreation Department

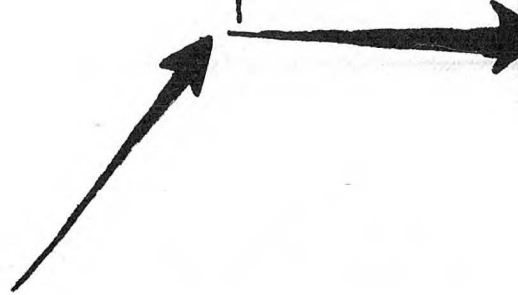
THE DAY'S SCHEDULE

8:30-9:00 Registration - Courthouse Lobby
9:00-10:00 First Workshop
10:00-10:15 Coffee break - Courthouse
10:15-10:30 Transit time
10:30-11:30 Second Workshop
11:30-12:00 Transit time
12:00-1:00 Luncheon, Holiday Inn
221 N. Center
1:00-1:30 Speaker, ALLEN F. BREED,
Director, CYA
1:30-2:30 Workshops report to all of seminar,
Holiday Inn

**ABOUT
JUVENILE
DELINQUENCY
PREVENTION?**

WHAT DO YOU WANT

- TO KNOW
- TO SAY
- TO DO



Join with us in learning and voicing your ideas and opinions as well as finding out what you can do to help, at a SEMINAR sponsored by the JUVENILE JUSTICE-DELINQUENCY PREVENTION COMMISSION of San Joaquin County.

NOW that you know WHAT it is, would you like to know:

WHERE it is? County Courthouse
222 E. Weber Avenue
Stockton, California
Registration in Lobby
of Courthouse

WHEN it is? Thursday, Sept. 20, 1973

The seminar is dedicated to Mrs. Gracella S. Woodruff, who for the past twenty-four years has been a member of the Juvenile Justice-Delinquency Prevention Commission and its predecessors, the Juvenile Justice Commission and the County Probation Committee.

COMMISSION MEMBERS - JUNE, 1973

SAMUEL H. MATTHEWS, Tracy Chairman
THEODORE N. (Ted) HOLMSTROM, Lodi,
Vice-Chairman

HELMUTH E. HOFF, M.D., Lodi
TERRY HULL, Stockton
ROBERT E. JENNINGS, Stockton
FERNANDO MIRAMONTES, Stockton
OLA L. MURCHISON, Stockton
ROSANNE M. PERRY, Stockton
RONALD E. PETTIT, Stockton
PATRICIA P. REECE, Stockton
W. R. (Bill) SWENSON, Tracy
GRACELLA S. WOODRUFF, Stockton

Delinquency Prevention Coordinator
ROBERT L. WRIGHT,
Deputy County Administrator
SHIRLEY HOUSER, Secretary

**FOR FURTHER INFORMATION
PLEASE CONTACT**

In TRACY: SAMUEL H. MATTHEWS
(209) 835-3030
In LODI: THEODORE N. HOLMSTROM
(209) 368-0685
In STOCKTON: TERRY HULL
(209) 462-2333
BOB WRIGHT
(209) 982-1800 ext. 236

REGISTRATION BLANK

Name _____

Street _____

State _____ Zip _____

Position/Agency/Affiliation _____

My choice of discussion groups in order of my preference:

1. _____
2. _____

REGISTRATION AND LUNCHEON

\$4.00

Please register by returning this form and your check by September 12, 1973, to:

San Joaquin County
Juvenile Justice Commission
c/o Robert L. Wright
P. O. Box 1020
Stockton, California 95201

Juvenile Justice Challenge: Open Homes to Delinquents

By **Maury Kane**
Of the Record Staff

Ola Murchison, controversial member of the San Joaquin County Juvenile Justice-Delinquency Prevention Commission, challenged commissioners Monday to personally provide a foster home for a juvenile delinquent "to become better acquainted with today's youth."

The proposal met with mixed response—but no takers.

"This would set a precedent among commissions nationally and would undoubtedly gain wide recognition, thereby motivating more families in our community to do likewise," said Murchison, vice principal of Hamilton Junior High School.

Reading from a prepared statement, Murchison said the plan could "possibly lead to the finding of a better solution for handling our more errant and delinquent youths."

Murchison called for the commission to become more "involved" and cited the example of the Stockton Board of Education.

"They have become heavily involved in visiting the schools, meeting with organizations and generally getting a birds-eye view of the business of education in the district."

Murchison emphasized he was ready to accept the challenge. Juvenile Court Judge John Cechini, who appoints

commission members, agreed that Murchison's foster home proposal was "innovative" and would gain wide attention. "However, it could be self-defeating, it could boomerang, you may not get the information you desire," the jurist declared.

There are "other ways" of getting involved, Cechini continued, suggesting commissioners visit schools and meet with officials, visit Juvenile Court, Peterson Juvenile Hall and "problem areas and talk to people out there."

Commissioners could even agree to take juvenile delin-

(Please See P. 16, Col. 1)

Delinquency Challenge

quents into their homes on weekends, Cechini said.

Commissioner Robert Jennings of Stockton agreed that the commission needs to become more involved, but pointed out that he and his wife are both working. He added that if he were to take in a foster child, would prefer one from Mary Graham Hall, which takes children younger than those in Peterson Hall.

Commissioner W. R. Swenson, Tracy High School vice principal, said he has "two kids in college and two at home" and said the addition of a foster child might pose some conflicts.

"It would be interesting though," Swenson conceded.

Another commissioner, Dr. Helmuth E. Hoff, of Lodi, said Murchison has "some good suggestions," but pointed out "it's been hard enough raising four children already."



OLA MURCHISON

"I've raised a family—I've had hell on earth for years," commented acting chairman Ted Holstrom of Lodi. "If I went home and made that suggestion to my wife (taking in a foster child), I'd be out in a tent in the yard."

Holstrom ordered the meeting adjourned inasmuch as it was past the agreed upon 6 p.m. termination point and said the discussion would be

continued at the next regular meeting Nov. 12.

Commissioner Terry Hull, principal of Banta School and a Stockton resident, described Murchison's proposal as "excellent," but he added that

Murchison's assumptions that the commission was "unbalanced" because most of the members came from similar backgrounds are "grossly inaccurate."

Hull said he also opposed Murchison's "fundamentalist, law and order approach to juvenile delinquency."

Murchison has been sharply critical of the courts for undue leniency on some juvenile offenders.

Probation Rule Of Judges Hit By State Aide

"There is substantial evidence that the increase in crime in California could be the result of a well-intentioned but ineffective liberalization of a probation policy," the Attorney General's office feels.

This was pointed out by Deputy Atty. General Michael Franchetti, speaking at Saturday's second annual seminar of the Legal Secretaries Inc. in Holiday Inn. About 55 members representing 53 associations attended the all-day session.

Franchetti said the liberalized policy which gives judges the sole power to grant probation to those convicted of any type of crime has failed in its to reduce crime through rehabilitation.

The controversial policy, enacted by the state a few years ago, also provides funds to counties for each person placed on probation instead of being sent to State Prison.

Franchetti called this a "financial incentive to grant probation," explaining that since 1960 only 9.6 per cent of those convicted of a felony have been sent to state prison. About 20 per cent were sent to a California Youth Authority Institution or another rehabilitative center, which means 70 per cent were placed on probation.

He said of the 49,000 persons convicted of felonies last year, 11,600—or about 25 per cent—were on probation at the time the crime was committed.

"This fact demonstrates that persons on probation commit a substantial per cent of the crime committed in California," said Franchetti.

"The liberalized probation policy has failed and has, I believe, contributed to the increase in crime," he added.

Franchetti said some reasons for its failure are:

- ✓ The county subsidy encourages judges to grant probation to those who are considered high risks and "allows financial consideration to interfere with the judge's good judgment."



**MICHAEL
FRANCHETTI**

- ✓ The policy is too broad and has created a "nothing is going to happen to me" attitude.

- ✓ In allowing a judge to decide on probation a judge's individual views are substituted for a uniform statewide policy. "This makes defendants with a smart lawyer seek out an easy judge."

- ✓ "There is insufficient information on rehabilitative methods to be able to effectively treat some persons."

"We have to change the approach to granting probation. Even though it should be granted to many persons, it should not be granted to those of high risk who have committed crimes of violence," said Franchetti.

He explained that passage of two bills now in the State Assembly "should go a long way to restoring some balance."

One calls for abolishing the subsidy program and granting counties a fair share of funds" to use in improving their Criminal Justice systems and the other would prohibit probation for some types of crimes.

"These should put some teeth back in the law and would help to protect the public by isolating dangerous criminals," predicted Franchetti.

APPENDIX C

Early Intervention is one of the new approaches to preventing delinquency in youth. The following project proposal clearly illustrates the background and objectives of early intervention. This project, funded by the California Council on Criminal Justice and San Joaquin County is implemented by Stockton's Catholic Social Services and a copy of the remainder of the proposal is on file with Mr. Wm. Guttieri.

PROJECT EARLY INTERVENTION

A Project Funded

by the

California Council on Criminal Justice

In Cooperation With

San Joaquin County

Implemented by

Catholic Social Service of Stockton

1205 N. San Joaquin St.

Stockton, California 95206

First Year Evaluation Report

July, 1971 to June, 1972

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ACKNOWLEDGMENTS

Without the cooperation and generous assistance of the administrators in the school districts we served, this project would not have been possible.

Those who have been particularly helpful are:

Dr. Frances McFarland	Director of Pupil Personnel	Stockton Unified School District
Dr. Carolyn Fowle	Director of Pupil Personnel	Lodi Unified School District
Mr. John McIntosh	Coordinator Consultant	County Schools Office
Mr. James French	Superintendent	Tracy Public Schools
Dr. Michael Adams	Assistant Superintendent	Manteca Unified School District
Rev. Msgr. James Cain	Superintendent	Roman Catholic Diocesan Schools

The nine principals, related school personnel, and some sixty teachers of the project schools contributed immeasurably to the successful conclusion of this project through their continuous involvement during the school year. Also, we wish to acknowledge the important contribution of the three principals and fourteen teachers of the three schools that participated in the control study group.

PART I

PROJECT INITIATION

PROJECT BACKGROUND

In July of 1971 Catholic Social Service of Stockton initiated its program of intervention services to kindergarten and first grade children in San Joaquin County, California. In close cooperation with the teacher, parent, school administration, and the child, social workers in this program attempted to bring all available community resources to the service of the needful child. Through this program, hopefully, the child might find school, home, and life more fulfilling as a result, thereby preventing possible delinquent behavior and other forms of social dysfunctioning in later years.

Catholic Social Service of Stockton is a family counseling agency. The agency had its beginning in 1934. It is sponsored by the Roman Catholic Diocese of Stockton and is a United Crusade member agency. The agency is religious in its sponsorship but its services are non-sectarian in character and available to all in the community. Throughout the years of its existence this agency has developed a worthwhile reputation in its competence to assist children and their families through social casework services. As many as fifty per cent of this agency's clientele request counseling for parent-child related problems. A principal source of its referrals are the schools, courts and other community agencies.

Out of its long experience as a child treatment agency there was a recognized need for a program which would prevent serious problems in children from occurring. Children were most commonly referred after the schools had exhausted their resources and patience in dealing with them. Many of the youth referred had already entered the judicial system. For many years the agency concerned itself with trying to assist these families and working to achieve some symptomatic relief. Efforts were sometimes rewarding but always discouraging in the sense of witnessing so many years of needless tragedy in the lives of a great many people. Some soul searching caused us to conclude that we were not making a significant dent in dealing with the rising population of youth in trouble. We believed we would never have sufficient resources to help the increasing number of people who request casework services if we continued to use our limited energies to treat symptoms. We also believed that we should not wait until the children reach their teen years and cause society trouble before we make an attempt to assist them.

Our past experience in reviewing the child's school history frequently pointed to signs of poor functioning as early as kindergarten and first grade. Few children of this age were referred to our or other community agencies. No social work services existed in our county schools. Some psychological services existed but these were used primarily for psychological testing for special school programs. We looked for a way in which children could be assisted in their very early school years.

SURVEY AND PILOT PROJECT

Efforts to undertake Project Early Intervention were preceded by conferences with the psychological services departments of the major school districts. We received a great deal of encouragement and support from them and moved to undertake a survey of 1,963 kindergarten and first grade children for signs of emotional and behavior difficulty. In our county we have 117 elementary schools with a total population of approximately 50,000 students. Approximately 10,000 children are in kindergarten and first grade. Working on the assumption that teachers were reliable prognosticators of a child's mental health, we developed a simple class survey form. This form (see Appendix I) was completed by the teacher. The data we received indicated that nineteen per cent of the children surveyed showed signs of behavioral and emotional difficulties. Ten per cent were regarded as having severe or serious problems and the balance, nine per cent, moderate or minor. The ten per cent figure is consistent with national norms and strengthened our belief that we had a reliable instrument to use as a screening tool. The survey also strengthened our belief that significant numbers of children were not receiving help for problems which were obvious to their teachers. We also felt that the schools would cooperate in an early intervention program.

Following this survey, we began, in September of 1970, a small pilot program in a nearby public elementary school. At that time we had little in the way of resources to devote to a pilot program but we felt that the experience would be valuable and help us determine if a private social agency such as ours could function in a school setting. Our most experienced caseworker was assigned to the school for two hours each week. The caseworker used the time in consultation with four kindergarten teachers to discuss the troubled behavior of children in their respective classes. These children were observed in their classroom situation by the caseworker. Conferences with teachers and observation of children frequently led to the teachers' inviting the parents of the troubled children to come to the school and explore their child's needs with the caseworker. During the course of the pilot project the caseworker consulted with the teachers about thirteen children. This number represented ten per cent of the total number of children in the four kindergarten classes. Parents of nine of the thirteen children accepted casework services following a conference with the teacher. The principal of the pilot school requested that his school be selected as one of the schools for an expanded program in the coming year. This experience greatly strengthened our assumptions that (1) a private social agency could function effectively within a school setting; (2) significant numbers of children identified by their teachers as requiring casework services were not receiving them; (3) the school was a valuable access route to children in need of help; (4) teachers and principals equally supported and found assistance in a program of casework intervention.

FUNDING

Two funding sources for program continuation and expansion were considered. First of these funding sources was our County Mental Health Services program. This program is funded principally by the California State Department of Mental Hygiene. Recent mental health legislation mandated contracts between private agencies and local mental health services which encouraged us to apply to our state mental health program for funding. The Early Intervention Program was

submitted and approved by the county's local Mental Health Advisory Board but no money was appropriated. We competed unsuccessfully with new community programs designed to treat the problem of drug abuse and were told that the Department of Mental Hygiene was not granting additional funds for new programs. This experience made us conclude that while prevention was considered the logical thing to do, acute problems received the most attention.

With local mental health funding not available, we asked the California Council on Criminal Justice for support. This funding source was interested in promoting programs for delinquency prevention. In September of 1970 the program was designed and submitted to the California Council on Criminal Justice. Two basic obstacles had to be overcome before we received approval for funding in July of 1971 by the California Council on Criminal Justice. The first obstacle was the requirement of this funding source that the results be demonstrable. The project's duration, a three year maximum, made it impossible to demonstrate that assisting five, six and seven year old children did, in fact, prevent delinquency in the teen years. Also some people on the Council believed the project to be more appropriately funded by Mental Health sources. We succeeded in persuading the Council that the advantages of the program outweighed this obvious limitation. The second obstacle in securing funding from the California Council on Criminal Justice occurred when, after obtaining the project's approval, we learned that funds to private agencies from the Council were exhausted. The only means for securing support lay in funds allocated to public agencies. This required our obtaining authorization from our County Board of Supervisors for us to execute the grant with their becoming the applicant. The Board of Supervisors was reluctant, at first, in setting a precedent for such an action and rightly questioned the risks they were taking in entering into such an agreement. The professional reputation of the agency and the invaluable assistance of a worker in the County Administrator's office were sufficient in winning the unanimous support of the Board of Supervisors for the program.

PART II

DESIGN

PROJECT OBJECTIVES

The program, Early Intervention, has the following objectives:

1. To demonstrate to the community that effective means are available to identify and assist children needing rehabilitative services in their very early school years.
2. To increase the number of referrals of children in the very early primary grades to appropriate community agencies for rehabilitative services

3. To modify our present casework methods to include more children in their early primary grades requiring rehabilitative services in our social service program.
4. To modify attitudes of families towards better follow through with obtaining counseling.
5. To strengthen the capacity of parents to assist their children in their emotional growth and development.
6. To better the level of school adjustment of children identified by their teachers as requiring aid and improvement and referred for help.
7. To improve the lines of communication with ourselves and the schools and other community agencies whose concern is youth.

METHODS OF IMPLEMENTATION

The methods designed to achieve the foregoing objectives contained the following components:

1. Consultation and Referral: Agency casework staff work directly with the kindergarten and first grade teachers of the selected schools. Each teacher is assisted by the caseworker to make a survey of the class to identify troubled children according to behavior and the severity of this behavior. The class survey form (see Appendix I) was used for this purpose. The behavior types included in the survey are (1) aggressive or disruptive acting out, (2) acting in, withdrawn or moody, (3) learning disability, low or non-achievement. The class survey form was completed during the first month of the school year. The teacher was then requested to complete a behavior rating form, AML (see Appendix II) which was designed to specify the kind and degree of behavior exhibited by children about whom the teacher felt some concern.
2. Casework With Families: After each child was so rated, the caseworker, in consultation with the teacher, decided which children were most in need of intervention services. Approaches to the family were carefully planned and the teacher was assisted in offering a preparatory conference to the parents. The purpose of this conference was to facilitate the referral of the parents to the caseworker who would see them at the school. Casework conferencing with parents was preceded by classroom observations of the child by the caseworker and conferencing with the teacher. Generally the first casework interview with the parent was held at the school and infrequently conducted at the parent's home.

The prime objective of the parent interview was to help the parents explore the needs of the child as they presented themselves through observations of the child at the school and the parent's observation of the child at home. At an appropriate time the parent

was asked to complete a behavior rating scale, AML Parent Rating Form (see Appendix III). Data gathered from this form assisted us in making comparisons between the child's behavior as observed at school by the teacher and caseworker and his behavior at home as seen by the parents. When further assistance appeared to be indicated, the caseworker shared with the parents information relative to existing testing, medical or counseling resources in the community. In some instances parents asked to be seen by the caseworker on a continuing basis. Others went to other community resources such as the County Child Development Clinic for medical as well as psycho-social diagnostic work-ups. Some parents refused further help either for themselves or their children.

3. Parent Education Groups: Our experience has shown us that many parents are not ready or willing to undergo individual or family therapy. We felt that many would avail themselves of an educational experience wherein they could have an opportunity to better their parenting skills. Parent education groups were designed with this in mind. A number of eight week workshops on parent education were set up to accommodate up to twenty-four persons in a group. The workshop included parent-child communication skills and problem solving skills. One eight week workshop was conducted at one of the project schools. The remaining workshops were conducted at the agency office.
4. Companion Program: In our design we envisioned an older companion program which would provide individual boys and girls from one-parent homes with a relationship which was lacking for the child. This component of the program grew out of our experience which suggested strongly that wholesome sources of identification would need to be provided for children whose needs were not likely to be met by their parents. This component of our program relied upon having acceptable people, college students from a college work-study program.
5. Children's Growth Groups: Shortly after beginning the program we recognized quickly that our design, which was primarily school and parent focused, lacked sufficient remedial inputs to serve adequately the severely troubled children who came to our attention. While we had some knowledge of the play therapy model to treat disturbed children, this technique is very time consuming and expensive. We decided to experiment with a new model which would treat children with severe learning problems in small groups. We wondered if teachers with primary grade skills could effectively create and lead such groups. We challenged a number of teachers to use their skills to create group activities which would have the following objectives:
 - a. Increase trust in the child's relationship with adults.
 - b. Increase the child's ability to observe himself and others.

- c. Increase the child's awareness of feelings; their impact on self and others.
 - d. Increase the child's ability to conform to normal classroom expectations.
 - e. Enhance the child's feelings of self-worth.
6. Staffing: The project was directed by the Executive of the agency who devoted half of his time to administering the project. In addition the project staff was comprised of three full-time professional caseworkers, one of whom was designated project coordinator. This person, in addition to his coordinating function, performed casework services in one of the schools selected. Complementing the full-time casework staff was one part-time bilingual caseworker who worked primarily with Spanish-speaking families. Five teachers on a part-time basis worked with two small groups of children with learning disabilities. One part-time school psychologist filled the role of research consultant.
7. School Selection: In concert with the psychological services departments of the major school districts and school superintendents, a total of twelve schools was selected for the project. Two criteria were used in the school selection. The first of these criteria was the need for casework services in the particular school and the second criteria was the extent of the positive motivation of the school to have these services. Orientation meetings were conducted with the school principal of each school as well as the faculty of all kindergarten and first grade classes. Each of the two full-time caseworkers was assigned to four schools. In addition to his other duties and responsibilities, the project coordinator was assigned to one school. The total student population of the nine schools consisted of 5,044 children. The program involved working with nine principals, eight school psychologists, forty-eight teachers with an approximate kindergarten and first grade population of 1,460 children.

PART III

RESULTS

CONSULTATION AND REFERRAL

Teachers varied in their understanding of the caseworker's role. Some assumed that the caseworker would be child-focused and that intervention would mean doing something immediately so that the child behaved more appropriately in the classroom. Initially much effort on the part of the caseworker was devoted to a clarification of roles and expectations. Trusting relationships

had to be established with the school faculty. Teachers for the most part eagerly accepted the expanded view of the child which the caseworker was able to offer. The study diagnosis and treatment process, tools familiar to trained social workers, became better understood and appreciated by the teachers. Consultation with teachers frequently included being supportive and offering some concrete suggestions around specific classroom situations. Sometimes teachers' attitudes needed influencing in order to enable them to be more understanding and accepting of some behaviors.

In analyzing the problems of consultation, the caseworkers expressed only mild problems in dealing with teachers over the need for client-worker confidentiality. We mention this here because literature refers to experiences of mental health workers in the schools beset by questions from the teachers and principals "What did she tell you?" -- that most of the school personnel react with indignation and suspicion when privileged information is not shared.¹ Our limited one year experience did not reveal this as a critical problem.

A total of 1,052 consultation hours were spent with teachers and other school personnel. Our experience with consultation makes us draw the conclusion that consultation provides an access to assist larger numbers of children than could ordinarily be helped through direct service. We also conclude that regularly scheduled consultation with school faculty is an absolute necessity. It provides a tool for defining needs and the resources which are available to meet those needs. We discovered that the process of consultation not only helped children but also was a great help to the mutual sharing of knowledge and skills. Out of this exposure we developed a much more sympathetic understanding of the school's problems and appreciation of its aims. We found we had much to offer each other. We learned that the schools have an enormous potential for developing personality. We learned that many teachers have a good knowledge of the child's behavior and working skills for dealing with them. We learned that our knowledge of human growth and development, the influence of emotional factors and knowledge of inter-personal processes are complimentary to and very eagerly received by the school setting.

The teachers referred a total of 162 families to the caseworkers for the scheduling of casework interviews. The parents of 118 of these children followed through with at least one interview with the caseworker. The following table is descriptive of the 118 families referred to the caseworkers by the teachers:

¹Quentin Rae-Grant & Lorene A. Stringer, Mental Health Programs in Schools, MENTAL HEALTH AND THE COMMUNITY (1969)

APPENDIX D

In the course of my interview with parents and persons in agencies, the Police and Probation Departments have often been seen as uncoordinated services. The following proposal for the Cooperative Community-Based Police/Probation Service Program is the first documented effort to coordinate the two services. A copy of the complete proposal is available through the San Joaquin County Probation Department.

COOPERATIVE COMMUNITY-BASED POLICE/PROBATION
SERVICE PROGRAM

Submitted For Use of Supplemental
Subsidy Funds

Provided By AB 368

Applicant

Probation Department
County of San Joaquin

William L. Jones
Chief Probation Officer

1. TITLE OF PROJECT

Cooperative Community-based Police/Probation Service
Program - San Joaquin County - and the cities of Lodi,
Manteca, and Tracy, California.

2. APPLICANT*

Probation Department, County of San Joaquin
William L. Jones, Chief Probation Officer
Stockton, California 95202

3. PROJECT DIRECTOR

William L. Jones, Chief Probation Officer
222 East Weber, Room 501
Stockton, California 95202

4. FINANCIAL OFFICER

F. Perrotti - Auditor-Controller
222 East Weber, Room 101
Stockton, California 95202

5. MAILING ADDRESS

William L. Jones, Chief Probation Officer
222 East Weber, Room 501
Stockton, California 95202

6. DURATION OF PROJECT

September 1, 1973 to August 31, 1974

7. TOTAL PROJECT COSTS

\$59,750.00

See attached budget

* Contract for Probation Subsidy Research Project is on file with the Director of the Youth Authority.

8. PROGRAM PLAN

PROJECT SUMMARY

Development of a Delinquency Prevention and Juvenile treatment program to be provided at the local level with the coordinated efforts of the San Joaquin County Probation Department and the Police Departments of the cities of Lodi, Manteca, and Tracy; providing additional police personnel assigned to juvenile services; assigning resident probation officers in three communities not presently receiving that service.

Planning should be partially completed by the September 1, 1973 starting date. Aside from those preliminary moves, the project will begin at ground zero.

BACKGROUND OF THE PROBLEM:

San Joaquin County has traditionally been dominated, in the delivery of services, by its principal city, Stockton. Residents of Stockton, 117,900 in number, make up some 39% of the county's population of 305,100. It is the county seat and the location of most of the head-quarter's offices of the county government sponsored services.

The county also boasts five other incorporated areas. These are the cities of Lodi 30,200, Manteca 16,300, Tracy 15,050, Ripon 2,780, and Escalon 2,480. Lodi is located 14 miles north of Stockton. The other cities are located to the south; Manteca 13 miles, Tracy 20 miles, Ripon 20 miles and Escalon 21 miles.

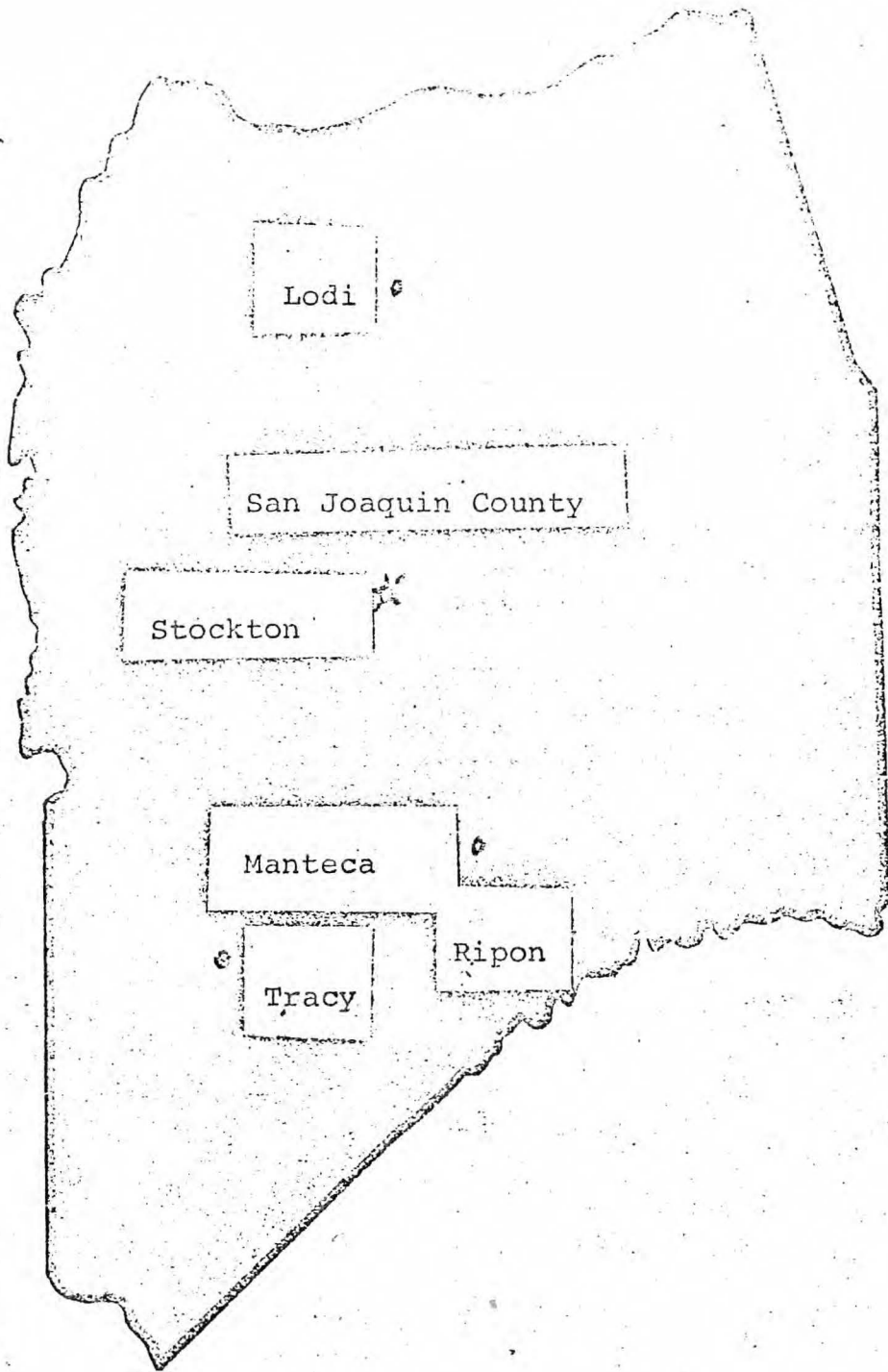
Probation services are currently extended from the courthouse based office in Stockton. Both Probation Supervision and Special Supervision (State Subsidy) officers are assigned cases in the outlying communities. They visit clients in their homes and in local schools. Office interviews are normally held in Stockton.

Juvenile Intake and Court Investigation services are both provided only in the Stockton office.

As a result, early intervention and crises counselling services in the smaller cities have been provided by local police agencies, not by probation staff.

The cities of Ripon and Escalon are small. Tracy, Manteca, and Lodi are considered of moderate size. It is the plight of such cities that the budget for police services is not great and that only a minor portion of that budget can be designated for juvenile services. A much smaller sum is available for delinquency prevention and community youth program development.

Several factors then, combine to put the greater burden when the resources are least available. The program proposed here is an attempt to join the services of the County Probation Department and three Police Departments from bases of operations within the cities, to focus on the development of community projects and on meeting the emergent needs of local youth and their parents.



APPROACH TO SOLVING THE PROBLEM:

Each of three city police departments, Lodi, Manteca, and Tracy, have offered to provide space for three officers in or near their respective police facilities. This space would house two (2) probation officers and one (1) police officer.

The salaries and supportive services of the Probation staff will be budgeted through Probation. The police officer's salary and a mid-sized automobile and necessary office equipment and supplies for each area would be provided through grants under this statute. Supportive services would be provided by the police agency.

Beginning September 1, 1973, a Probation Officer II from Regular Services and a Probation Officer III from Special Services together with their assigned cases, will join a juvenile officer in each of the three jurisdictions. They will be charged by their respective chiefs to maintain an active supervision program with the cases assigned to them and at the same time to develop a comprehensive program of youth services which speaks to the needs of their city.

PROJECT OBJECTIVES:

To attain, through cooperation

1. Improved communication between Probation and Police.
2. Increased participation by Police and Probation personnel in community activities.
3. Increased resources for delinquency prevention at the local level.
4. Increased citizen participation in the Criminal Justice System.
5. Increased crisis intervention services.
6. Decreased numbers of minors detained at Juvenile Hall.
7. Decreased formal applications for petitions to the Juvenile Court.

Each team will be expected to survey the needs of their community and to set goals within the first 90 days. The extent to which these goals are realized will be a further measure of project success.

. RESULTS TO BE ACHIEVED

Measures of Effectiveness

1. Improved communication between Probation and Police.

Measurement: Evaluation by assigned supervisors of both departments. Should outline problem areas and solutions found.

2. Increased participation by Police and Probation personnel in community activities.

Measurement: Compilation of the contacts made by team personnel or generated by them.

Comparison with contacts recorded for the like period the previous year.

3. Increased resources for delinquency prevention at the local level.

Measurement: Team to survey area for prevention services during first ninety days. Compile roster of services at project completion and compare difference.

4. Increased citizen participation in the Criminal Justice System.

Measurement: Report the increase or decrease in the number of individuals, organizations, and businesses volunteering services to Police, Probation or combined programs.

5. Increased crisis intervention services.

Measurement: Compare number of local community contacts for project period with like period in the previous year.

6. Decreased number of minors detained at Juvenile Hall.

Measurement: Compare Juvenile Hall statistical reports for project year and previous year.

7. Decreased formal applications for petitions to the Juvenile Court.

Measurement: Compare Probation Department statistical reports for project year and previous year.

Each team will set goals for the year after surveying the needs of their community. The extent (percent) to which these goals are realized will be computed.