



# The Role of the DJJ in the California Juvenile Justice System

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## EXECUTIVE SUMMARY

Commitment of juveniles to the California Division of Juvenile Justice (DJJ) constitutes a point at the “middle-deep end” on a continuum of severity in sanction, more severe than a commitment to a county juvenile justice institution, but less severe than a placement in adult prison. The DJJ ward population has been decreasing since 1996, to a fraction of its size at that time. This report examines the role the DJJ plays in the California juvenile justice system, and analyzes changes in the population of juvenile committed to the DJJ from 1990 to 2005. Key findings include:

- Very few juvenile arrests result in a commitment to a state-operated correctional facility. Three out of every 1,000 (0.3%) juvenile arrests resulted in a juvenile commitment to the DJJ in 2005. Another one out of every 1,000 (0.1%) juvenile arrests resulted in a youth receiving an adult sentence to state prison, a portion of which was served in a DJJ facility if the youth was less than 16 years of age when sentenced.
- California relies heavily on local custody for committed juveniles compared to other states. State and state-private facilities held 35% of California juveniles in residential placement in 2003, compared to the national average of 46%.
- The juvenile felony arrest rate declined considerably from 1990 to 2005, but the rate of commitments to the DJJ declined even more. In 1995, there were 35 juvenile commitments to DJJ for every 1,000 juvenile felony arrests, 28 for every 1,000 in 2000, and 13 per 1,000 in 2005.
- As the total number of juveniles committed to DJJ has decreased, juveniles committed to DJJ

are increasingly likely to have committed violent offenses. Violent offenses accounted for 58% of juvenile commitments to DJJ in 2004 and 2005, a higher proportion than in any year since 1990. Adult court commitments to DJJ for violent offenses increased from just over half of all adult court commitments in 1990 to 86% or more in every year from 1997 to 2005.

- As the total number of juveniles committed to DJJ has decreased, juveniles committed to DJJ are increasingly likely to have committed sex offenses. The proportion of sex offenders among juvenile commitments to DJJ rose from 4.4% in 1990 to 9.8% in 2005.
- Wards who received juvenile commitments to the DJJ were more violent and more likely to be sex offenders than those who were committed to county juvenile halls and camps. In 2005, violent offenders were more than twice as prevalent in the cohort of juveniles committed to the DJJ as they were in the juveniles committed to secure county facilities. Sex offenders were nearly five times as prevalent.
- Youth committed to DJJ are increasingly likely to be designated by DJJ as verified gang members. 67% of juvenile commitments to DJJ in 2000 were verified gang members. By 2005, the percentage had risen to 77%. Among adult court commitments to DJJ the increase was even more striking, from 35% in 2000 to 76% in 2005.
- The Northern California region produces the most juvenile commitments to the DJJ relative to the juvenile felony arrest rate. Northern California makes 18 juvenile commitments to the DJJ

for every 1,000 juvenile felony arrests, as opposed to 13 per 1,000 for the Bay Area and Southern California, and 10 per 1,000 in Los Angeles County.

- Small counties produce the most juvenile commitments to the DJJ relative to the juvenile felony arrest rate. Small counties make 17 juvenile commitments to the DJJ for every 1,000 juvenile felony arrests, compared to 14 per 1,000 for medium counties, 13 per 1,000 for large counties, and 10 per 1,000 in Los Angeles County.

As the DJJ ward population becomes smaller and more homogenous (e.g., only violent males), state correctional administrators may have an easier time tailoring effective interventions to that population. However, California's local juvenile correctional systems will have to take responsibility for dealing with a more diverse group of committed juvenile offenders with a corresponding diversity of needs.

## INTRODUCTION

California has a decentralized juvenile justice system, meaning that administration is split between state and local authorities. The state runs custodial facilities for more serious adjudicated juvenile offenders and administers parole services. Counties run local detention facilities and camps, which hold less serious adjudicated juvenile offenders, probation violators and youth who are detained prior to trial and sentencing. Counties also administer juvenile probation services.

The California Division of Juvenile Justice (DJJ), formerly the California Youth Authority, represents the “middle-deep end” on a continuum of sentencing severity between commitment to a secure county facility (i.e., a juvenile hall or camp) and an adult sentence to prison. It is administered as part of the California Department of Corrections and Rehabilitation (CDCR)—the state's youth and adult correctional agency—and is responsible for incarcerating youth who have been committed from juvenile and adult courts (known as “wards”), and supervising these youth on parole. DJJ is a relatively small component of the California juvenile justice system, with authority over roughly 2,600 youth held in its facilities, and another 3,100 youth on parole (CDCR 2007). The DJJ is also responsible for developing and coordinating statewide delinquency prevention programs and for providing consultation and leadership to other agencies and local governments charged with delinquency prevention and treatment.

Not only is DJJ relatively small, it has been getting smaller. This is likely due to a number of factors, including California's declining juvenile arrest rate, a number of recent statutory changes that restrict the types of offenders coming to DJJ from adult courts, and an increase in the proportion of committed youth held in local county custody. In other words, the DJJ population seems to be shrinking because of forces at both ends of the spectrum

of severity. Widespread public and political criticism of the agency may also have decreased the willingness of local jurisdictions to commit youth to the DJJ. As the DJJ institutional population has declined, it has become increasingly comprised of young offenders committed for violent and sexual offenses. A recent proposal by Governor Schwarzenegger would further homogenize this population by sending non-violent and female offenders to county custody, thus reserving DJJ exclusively for violent, male offenders (Warren 2007).

In this paper we delineate the place occupied by the DJJ in the larger context of California's juvenile justice system and compare the DJJ to other states' juvenile correctional agencies. We also explore some of the factors that have fueled the recent decline in DJJ commitments and illustrate their impact on the characteristics of the institutional population. Finally, we discuss geographic variations in commitment patterns. In so doing, we hope to inform policymakers, researchers and other interested parties in their efforts to understand the problems that the DJJ currently faces.

## THE DJJ'S ROLE IN THE CALIFORNIA JUVENILE JUSTICE SYSTEM

Relatively few arrested youth in California are sentenced to a term of incarceration. As Figure 1 indicates, only 78 of every 1,000 juvenile arrests in 2005 (7.8%) resulted in a juvenile being committed to a secure government-operated facility, either state or local (CJSC “Juvenile Justice in California, 2005”). Only 3 of every 1,000 juvenile arrests (0.3%) resulted in a juvenile commitment to the state juvenile justice agency—the DJJ.

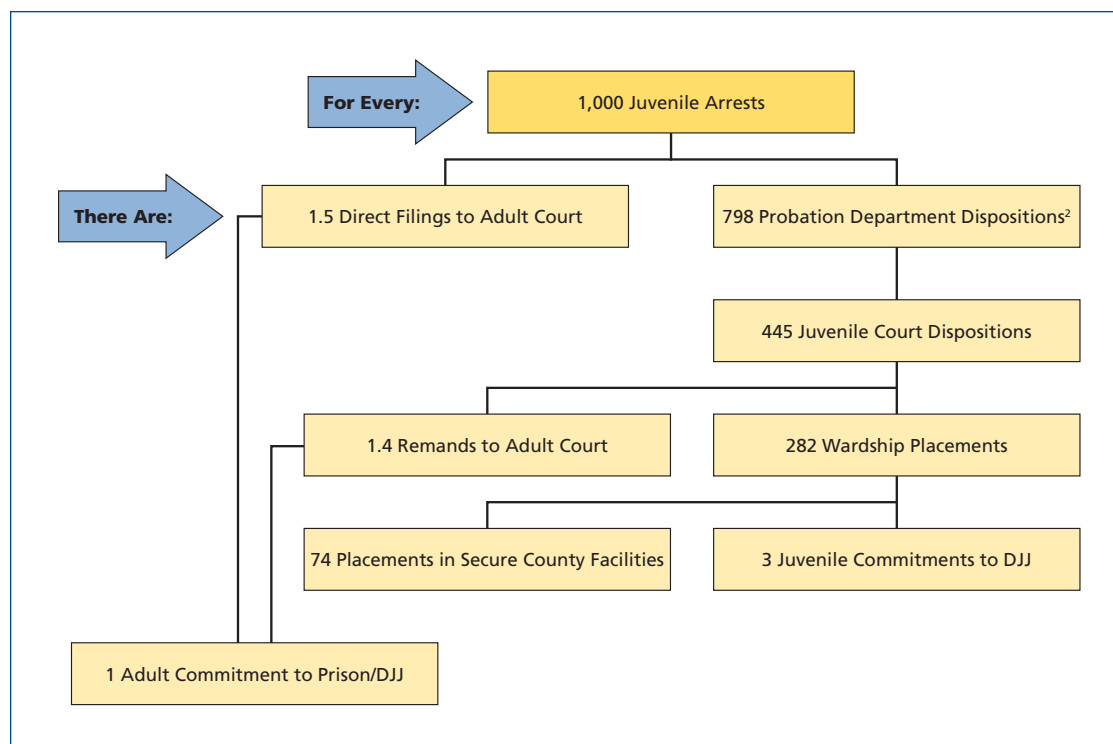
The majority of juvenile arrests in California are either disposed of by being closed at intake, or result in informal or formal juvenile probation. (For further detail as to the disposition of all juvenile arrests in California in 2005, see *Juvenile Justice in California, 2005*, Criminal Justice Statistics Center.)

Another 0.1% of juvenile arrests result in a youth being tried in adult criminal court and receiving a sentence to state prison. Juveniles under the age of 16 who receive such a sentence are committed to the DJJ until they turn 18, at which time they are transferred to an adult prison. Thus, approximately 0.4% of juvenile arrests in California will result in a commitment to the DJJ or to adult prison.<sup>1</sup> By way of comparison, 3.9% of adult arrests lead to an adult prison sentence (CJSC “Crime in California, 2005”). The DJJ is a small and specialized component of the California juvenile justice system, much more so than state prison is for the adult justice system.

Not only is the DJJ a small part of the California juvenile justice system, it has been getting smaller. The DJJ institutional population has been shrinking since 1996, when it peaked at 10,122 (California Department of the

<sup>1</sup> It is important to note that the proportion of juvenile arrests that result in a DJJ commitment is different than the proportion of juveniles active in the juvenile justice system on a given day that are DJJ wards, due to differences in lengths of stay across different juvenile justice sanctions.

**Figure 1: Processing of Juvenile Arrests by the California Criminal Justice System, 2005**



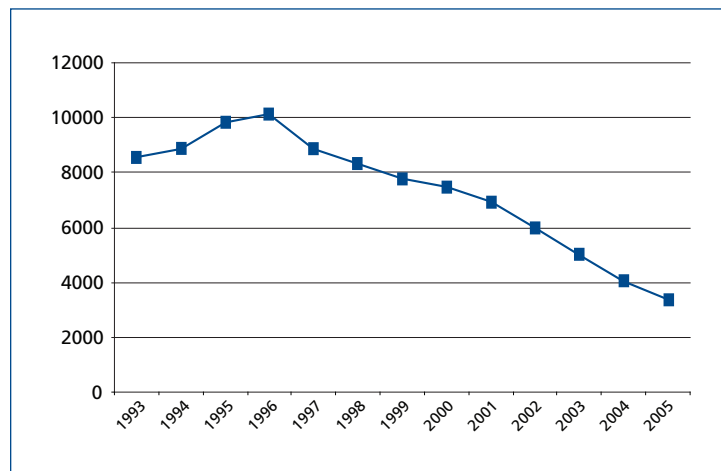
a There were 24,137 juvenile cases brought to probation departments by means other than arrest in 2005, and 222,512 juvenile arrests.  
 Source: Figures calculated using data from "Juvenile Justice in California, 2005" Criminal Justice Statistics Center, California Department of Justice.

Youth Authority, Research Division 2002, 2005). (See Figure 2.) By 2005, the institutional population stood at 3,348 (California Department of the Youth Authority, Research Division 2002, 2005), a decrease of 67% since 1996.

The DJJ represents a small fraction of the CDCR's population and operations. In addition to the 3,348 wards housed in DJJ's eight custodial institutions and two community-based camps in 2005, 3,721 youth were under

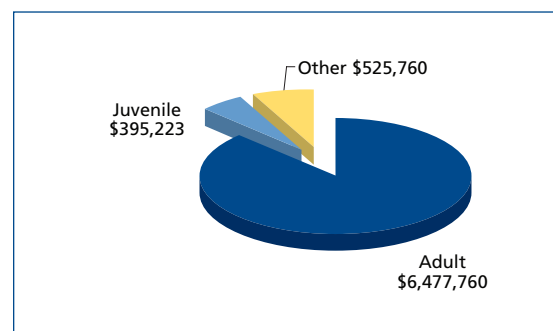
parole supervision through DJJ's sixteen regional parole offices (California Department of the Youth Authority, Research Division 2005). By comparison, CDCR's adult correctional institutions housed 166,723 inmates at year end 2005, and supervised 131,199 adult parolees (CDCR Offender Information Services Branch 2006). As shown in Figure 3, DJJ's custody, supervision, health care and programs accounted for just 5.3% of the 2005 CDCR

**Figure 2: CYA/DJJ Institutions Population, 1993-2005**



Source: Data from "A Comparison of the Youth Authority's Institution and Parole Populations: June 30 Each Year." CDCR Division of Juvenile Justice, Research Division, various years

**Figure 3: CDCR 2005-2006 Budget Allocation (Dollar figures in thousands)**



Source: Author's calculation from figures made available by the California Department of Corrections and Rehabilitation at <http://www.cdcr.ca.gov/BudgetRegs/budgetOverview0506.html>

**Table 2: State Juvenile Justice System Attributes**

	Juvenile Justice System Administration	Youth held in state juvenile justice facility	State Delinquency Administration	Maximum age for original juvenile court jurisdiction	Extended age for juvenile court to maintain jurisdiction	Minimum age for transfer to criminal court
California	Decentralized	3,963	Adult Corrections Agency	17	24	14
Colorado	Decentralized	468	Social or human services agency	17	Through full term of dispositional order	12
Florida	Centralized	846	Juvenile corrections agency	17	21	No minimum
Missouri	Combination	741	Social or human services agency	16	20	12
New York	Decentralized	1,704	Child protection/ juvenile corrections agency	15	20	13
Texas	Decentralized	4,092	Juvenile corrections agency	16	20	14
Washington	Decentralized	861	Social or human services agency	17	20	No minimum

Source: National Center for Juvenile Justice, *State Profiles*, accessed December 2006

budget allocation, (\$395,223,000 out of nearly \$7.4 billion).<sup>2</sup>

Despite being small relative to the adult prison system, DJJ is quite expensive to run. And this high price tag, mostly due to labor costs, results in a per ward confinement cost more than three times that of adult inmates (Murray et al., 2006). Experts engaged by the DJJ calculated that in 2005, the cost per ward held in a DJJ facility was approximately \$115,000. In California, the average cost per adult prison inmate was \$30,929 in 2004 (Petersilia 2006).

### COMPARING DJJ TO OTHER STATES' JUVENILE CORRECTIONAL AGENCIES

California structures the “middle-deep end” of its juvenile justice system—the DJJ—differently from other states in a number of ways that have important consequences for California’s youth. In this section, we situate DJJ in national context by comparing its structure and function to juvenile correctional agencies in a group of comparison states: Colorado, Florida, Missouri, New York, Texas, and Washington. All except New York are states that the DJJ Safety and Welfare Reform Planning Team used as comparison states in their work because they have reputations for administering “model juvenile justice systems” and/or have comparable juvenile justice challenges to those facing California (CDCR Division of Juvenile Justice 2005; Murray et al 2006). We added New York in order to include a northeastern state with a substantial urban population.

Comparisons across state juvenile justice agencies are

<sup>2</sup> Adult operations accounted for \$6.5 billion of the 2005–6 CDCR budget, and “other” CDCR functions accounted for the remaining \$526 million. Other functions included the operation of the Corrections and Rehabilitation Administration, the Correctional Standards Authority, and the Board of Parole Hearings.

challenging because mission, administration, structure, size (both absolute and in proportion to the juvenile offender population in the state) and statutory authority can vary substantially from state to state. Table 2 summarizes some of the basic differences between California and the selected comparison states.

In addition to California, eighteen states (35%) have decentralized juvenile justice systems, as do four of our six comparison states. Twelve states (including one of our comparison states, Florida) have centralized juvenile justice systems, in which the state administers all delinquency services, including custodial functions and probation. Twenty-one states, including one of our comparison states (Missouri), have systems that are some combination of decentralized and centralized, featuring a mix of state and local control over delinquency services. In these mixed systems of juvenile justice administration, the state may run most delinquency services, but local control may be exercised in large, urban areas (National Center for Juvenile Justice 2006).

As discussed earlier, DJJ is part of the California Department of Corrections and Rehabilitation, which administers adult prisons and parole. California is one of only ten states that combine state-level juvenile and adult corrections agencies, and among our selected comparison states, it is the only one to do so. More commonly, states place authority over state-level delinquency institutions in the hands of a social or human services agency (16 states), a juvenile corrections agency (16 states) or a combined child protection/juvenile corrections agency (eight states). This reflects the longstanding principle that the missions of juvenile and adult corrections are distinct, with juvenile corrections focusing more explicitly on rehabilitation than punishment (King 2006). California

**Table 3: Average Length of Stay, Males in State Juvenile Justice Facilities, 2004 (in Months)**

California	25.9
Colorado	19.3
Missouri	10.4
Texas	17.4
Washington	9.2

Source: Murray et al., 2006, "Division of Juvenile Justice Safety and Welfare Plan: Implementing Reform in California" CDCR Division of Juvenile Justice

juvenile justice experts have expressed concern about the institutional marriage between California's adult and juvenile correctional systems, stressing the importance of maintaining an administrative distinction between CDCR and DJJ (Nadel-Hayes and Macallair 2005). The possibility that the traditionally more punishment-oriented ethos of adult corrections may come to dominate the DJJ's work is heightened by the disparity in size between the CDCR's adult and juvenile divisions.<sup>3</sup>

California is not unusual in terms of its standards for original juvenile court jurisdiction, the age up to which juveniles arrests are handled through juvenile courts rather than through adult criminal courts. California's maximum age for original juvenile court jurisdictional age is 17, where 38 other states set their limit (National Center for Juvenile Justice 2006). However, California is unusual in its extended age of juvenile court jurisdiction, or the maximum age until which the juvenile court can exercise dispositional jurisdiction over a juvenile after sentencing. Only four states in America set their extended age at 24, as California does (National Center for Juvenile Justice 2006). Three other states have no specified limit. With wards eligible to remain in DJJ custody until their 25th birthdays, it is not surprising that the average length of stay in the DJJ is longer than those of comparable states. As Table 3 indicates, the average length of stay at DJJ is over six months longer than that in Colorado, the comparison state with the next longest length of stay. No other state reporting data has a longer average length of stay than California (Murray et al. 2006).

The extended age range of juvenile court jurisdiction results in DJJ incarcerating and supervising a group of offenders that are more accurately classified as young adults. In 2004, 76% of wards in DJJ institutions were 18 or older, as were 98% of DJJ parolees (Lin and Jannetta

<sup>3</sup> In 2005, the California Department of Corrections (CDC) became the California Department of Corrections and Rehabilitation (CDCR), signaling the intent to shift focus away from punishment and towards treatment. Nevertheless, in the United States, juvenile justice agencies like the DJJ are explicitly tasked with the mission of rehabilitation, as young offenders are viewed as less culpable, and more malleable, than their adult counterparts.

2006). The mean age of a DJJ ward in 2005 was 19.4 years (CDCR Office of Research 2006).

## STATE AND LOCAL CUSTODY OF CALIFORNIA YOUTH

According to the Office of Juvenile Justice and Delinquency Prevention's (OJJDP) Census of Juveniles in Residential Placement, California incarcerates juveniles at a high rate relative to other states (Snyder and Sickmund 2006). In 2003, there were 263 California juveniles committed to residential facilities for every 100,000 juveniles in the state between the ages of 10 and 17<sup>4</sup> (see Table 4.) This is higher than the national average of 219 per 100,000 juveniles at risk (OJJDP calculates the figure per 100,000 juveniles between the ages of 10 and the upper age of original juvenile court jurisdiction). Among comparison states, only Florida has a higher proportion of its juveniles committed. Nationwide, all but six states have a lower rate of juvenile commitment than California.

In addition to incarcerating more youth than the average state, California incarcerates juveniles in a qualitatively different manner from other states. California makes both greater use of local secure capacity relative to state capacity, and uses less private capacity

**Table 4: Juveniles Committed to Residential Placement per 100,000 Juveniles, 2003<sup>a</sup>**

California	263
Colorado	244
Florida	352
Missouri <sup>b</sup>	185
New York <sup>c</sup>	223
Texas <sup>b</sup>	243
Washington	170
U.S. Average	219

<sup>a</sup> Figure for each state is per 100,000 juveniles between the ages of 10 and the upper age of juvenile court jurisdiction.

<sup>b</sup> Upper age of juvenile court jurisdiction is 16

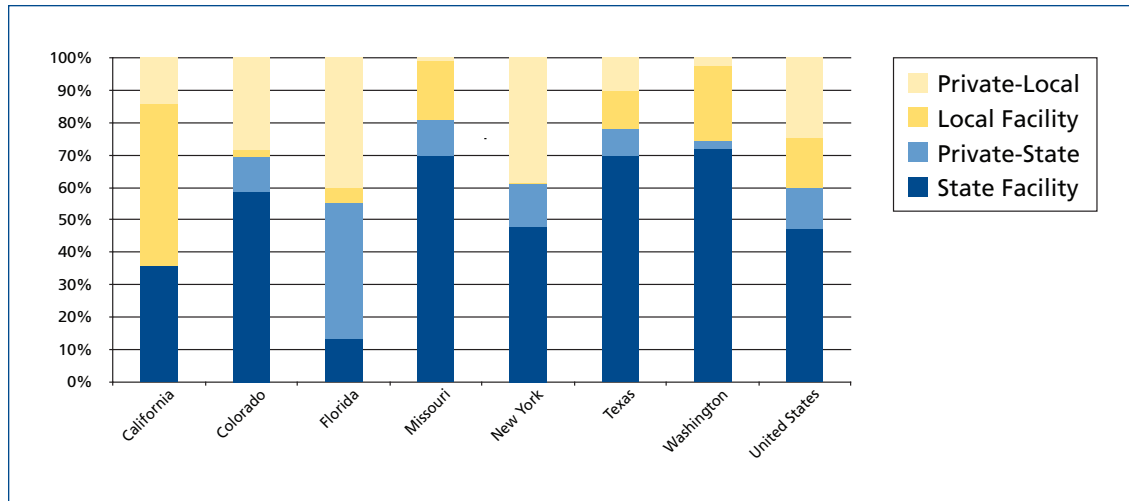
<sup>c</sup> Upper age of juvenile court jurisdiction is 15

Source: Snyder and Sickmund (2006). "Juvenile Offenders and Victims: 2006 National Report." Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice

<sup>4</sup> OJJDP includes on individuals under the age of 21 in its Census of Juveniles in Residential Placement. On December 31, 2003, 821 wards held in DJJ facilities (18.7% of the total DJJ institutions population) were age 21 or over. See State of California, Department of the Youth Authority, Ward Information and Parole Research Bureau (2004). "Department of the Youth Authority Population Overview, as of December 31, 2003."



**Figure 4: Committed Juveniles in Residential Placement, California and Comparison States, 2003**



Source: Data from "A Comparison of the Youth Authority's Institution and Parole Populations: June 30 Each Year." CDCR Division of Juvenile Justice, Research Division, various years

than the comparison states. As shown in Figure 4, in 2003, 35.2% of committed juveniles in residential placement in California were committed to a state facility. This is a lower figure than any of the comparison states except Florida, which makes extensive use of private facilities for holding juveniles committed to state custody. California uses less private facility capacity at the local level than any of the comparison states save Washington and Missouri, and uses nearly no private capacity for juveniles committed to the state. State and state-private facilities together held only 35.3% of California juveniles in residential placement in 2003. The comparison state with the next lowest total was Florida, at 53.8%, and the national average was 46.2%.

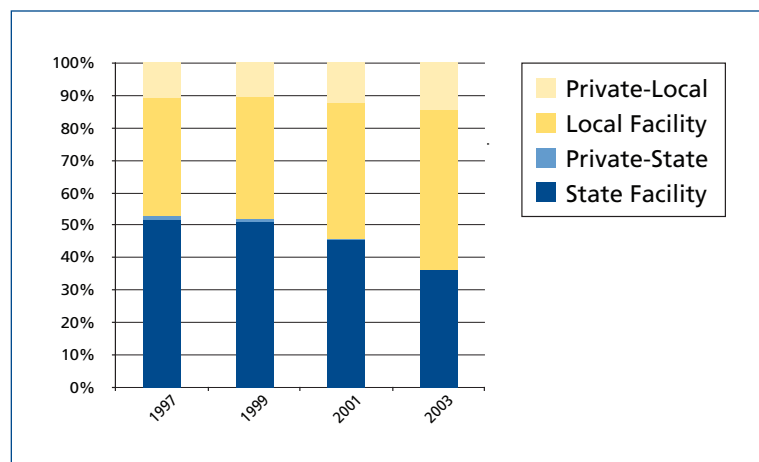
California's heavy reliance on local capacity is the

product of a recent trend (see Figure 5.) As recently as 1999, over half of California juveniles committed to residential placement were held in a state or state-private facility, but as discussed above, this percentage had declined to 35.2% by 2003. This is largely the result of the continually declining number of commitments to DJJ over this time period.

### EXPLAINING DECLINING DJJ ADMISSIONS

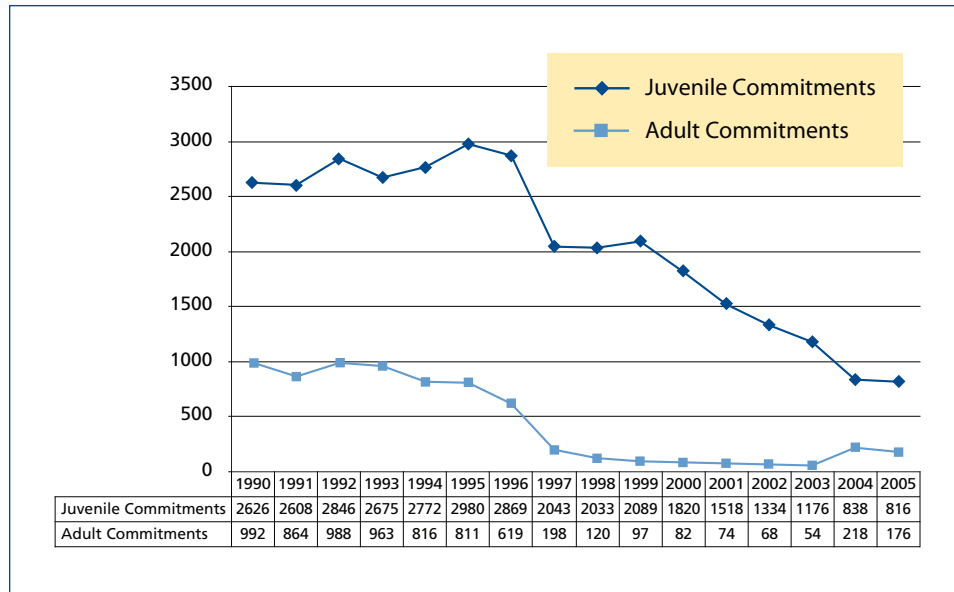
DJJ's shrinking role in juvenile incarceration relative to that of California counties is the result of a dramatic decline in the number of commitments to the DJJ. Juvenile commitments to DJJ peaked in 1995 at 2,980, and DJJ commitments from adult courts peaked in 1990

**Figure 5: California Committed Juveniles in Residential Placement 1997-2003**



Source: Calculated from data in the Census of Juveniles in Residential Placement, OJJDP

**Figure 6: Commitments to DJJ, 1990-2005**



Source: CDCR Office of Research, Juvenile Branch

at 992 (see Figure 6.)<sup>5</sup> Both have experienced an almost uninterrupted decline since that time, although adult court commitments did increase slightly in 2004. There were 816 juvenile commitments to DJJ in 2005, a 72.6% decline from the peak number in 1995, and less than half the number committed as recently as 2000. The 176 adult court commitments in 2005 represented an 82.3% decline from the peak number.

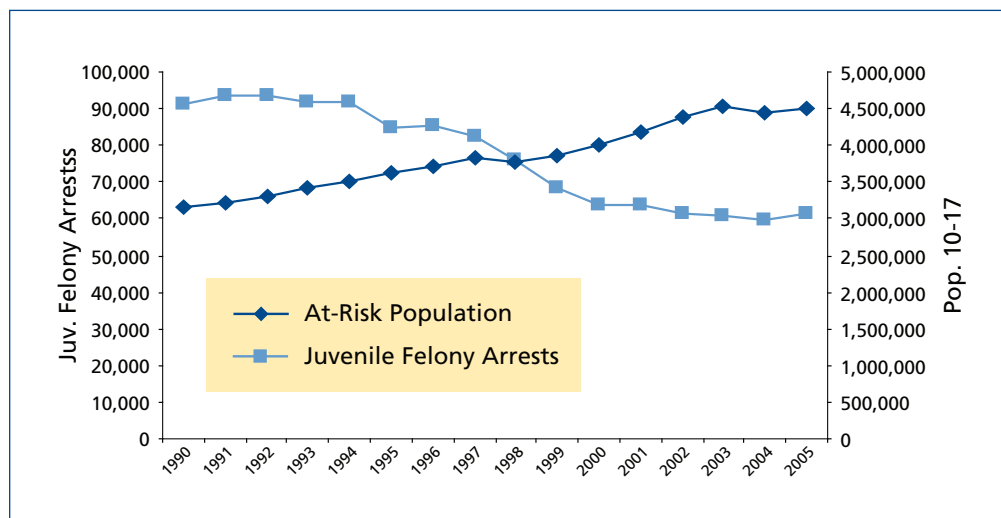
How can this dramatic decrease in admissions to DJJ be explained? The decline in the juvenile arrest rate over this time period is a contributing factor. Even as the population at risk of juvenile felony arrest (defined as the population ages 10-17) steadily increased from 1990-2005,

<sup>5</sup> In our analysis, we looked exclusively at first commitments to the DJJ. Recommitments to DJJ represented 2.2% of total commitments from 1990-2005.

the number of juvenile felony arrests declined 25% from 1990 to 1999. After that, the number of juvenile felony arrests continued to decline, but much more slowly, falling 4.3% from 2000 to 2005. (See Figure 7.) Unfortunately, statewide data on juvenile commitments to local juvenile detention facilities is not available prior to 2003, so it is not possible to compare the trend in DJJ commitments since 1990 to the trend in local commitments.

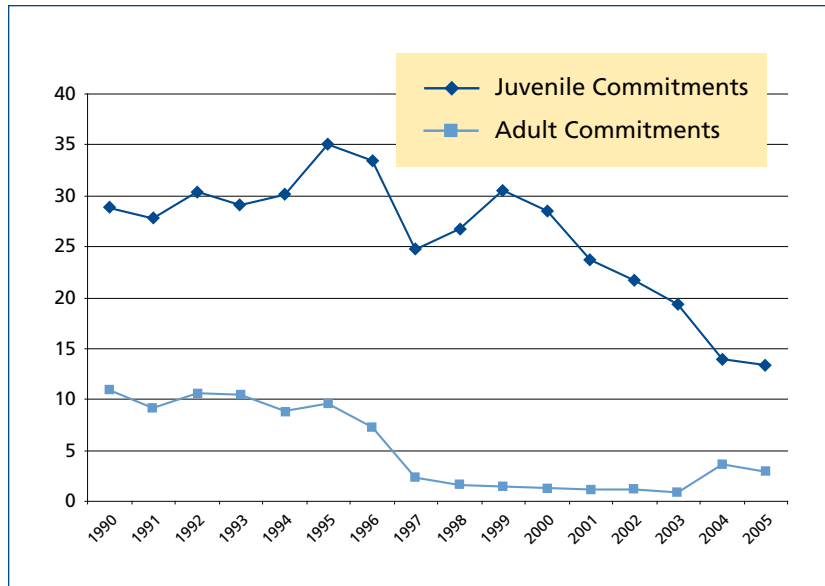
The decline in juvenile crime, as measured by juvenile felony arrests, cannot by itself account for the decline in commitments to DJJ. The *rate* of DJJ commitments per 1,000 juvenile felony arrests also declined, meaning that DJJ commitments were declining at a faster pace than juvenile felony arrests. In 1995, there were 35 juvenile commitments to DJJ for every 1,000 juvenile felony arrests, and 28 for every 1,000 in 2000, but by 2005, the

**Figure 7: Juvenile Felony Arrests and At-Risk Population, 1990-2005**



Source: Criminal Justice Statistics Center, California Department of Justice

**Figure 8: DJJ Commitments per 1,000 Juvenile Felony Arrests**



Source: Analysis of data from CDCR Office of Research, Juvenile Branch & Criminal Justice Statistics Center

figure had dropped to 13 per 1,000. (See Figure 8 and Appendix A.)

If changes in the juvenile crime rate alone cannot account for decreasing numbers of DJJ commitments, then what other contributing factors can be identified? Recent statutory changes, listed below, offer a further explanation for the decline in commitments (California Department of the Youth Authority 2002).

- **1996:** Individuals over the age of 18 at time of commitment to the California Department of Corrections (now CDCR) may not be housed in the Youth Authority (now DJJ). Juveniles remanded and convicted in an adult court may be transferred to the Youth Authority until age 18; individuals may continue to be housed in the Youth Authority if their period of incarceration is to be completed prior to their 21st birthday.
- **1998:** Individuals over the age of 18 may not be committed to the Youth Authority (DJJ).
- **2000:** Juveniles 16 years of age or older convicted in an adult court must now be sentenced to the California Department of Corrections (CDCR) instead of the Youth Authority (DJJ).

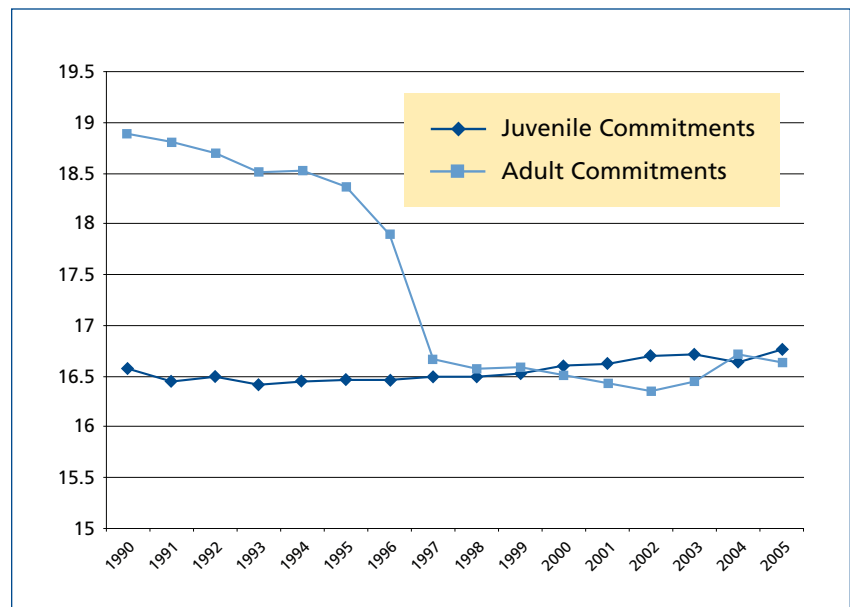
The impact of these legislative changes primarily affected the number of commitments to DJJ coming from adult courts. The 1996 legislation, in particular, had a profound impact on the flow of juveniles

coming from adult courts, as convicted youth over the age of 18 could no longer be sent to the DJJ. The 2000 legislation placed further restrictions on this commitment stream, mandating that anyone who was 16 or older and convicted in adult court had to be sent to an adult facility. *In other words, only the youngest people sentenced in adult court (under age 16) now come to the DJJ.*<sup>6</sup>

From 1995 to 1997, the total number of adult court commitments to DJJ fell from 811 to 198 (see Figure 6), and the average age for juveniles committed to the DJJ with adult sentences fell from 18.4 to 16.7 (see Figure 9.) The mean age of juvenile commitments changed relatively little over the same time period. This suggests that the 1996 statutory change, mandating that offenders who were 18 or older could not be committed to DJJ, was an important factor in the reduction of adult court commitments to DJJ, and its impact on the DJJ institutional population was felt

immediately. The 1998 and 2000 legislative changes, which further restricted adult court commitments to DJJ, also probably contributed to the shrinking DJJ institutions population.

**Figure 9: Mean Age of DJJ Commitments**

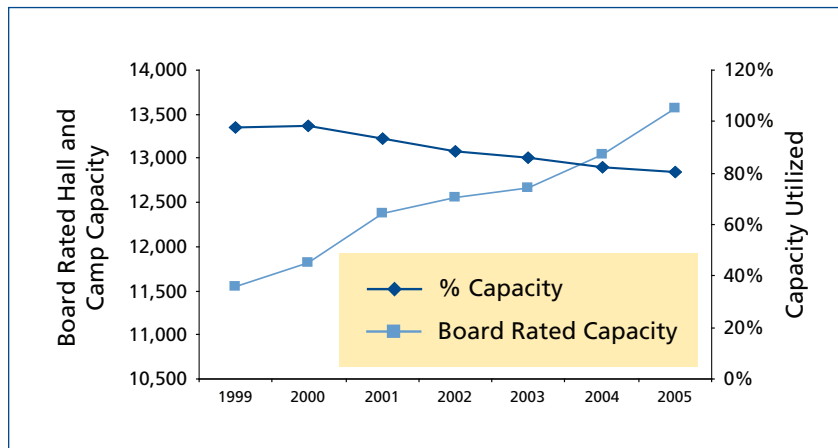


Source: CDCR Office of Research, Juvenile Branch

<sup>6</sup> This does not mean that everyone arriving at a DJJ institution from adult court is actually younger than 16. Because of the lag time between the offense, conviction and sentencing, many of those who were under 16 at the time of the offense have turned 16, or even 17, by the time they actually arrive at a DJJ facility.



**Figure 10: Juvenile Hall and Camp Rated Capacity and Capacity Utilized**



Source: Calculated from Juvenile Detention Survey data, Corrections Standards Authority

Another recent legislative change was intended to give counties financial incentives to commit less serious young offenders locally, and reserve commitment to DJJ for more serious offenders. In 1996, the California Legislature instituted a sliding fee scale for counties that committed juvenile offenders to the DJJ (known then as the CYA.) The scale was based on the seven categories of offense seriousness employed by the Youthful Offender Parole Board (YOPB). Counties now pay a monthly fee of \$150 to commit juvenile offenders for Category 1-4 offenses (Category 1 offenses are the most serious), and then ascending fees for offenders in Categories from 5 through 7. Thus, counties have a financial disincentive to commit less serious young offenders to state custody. An analysis by Stanford law students Jason Peckenpaugh and Nicholas Tuosto (2006) shows that the institution of the sliding scale had a moderate effect on commitment patterns immediately after it was instituted, but a diminishing effect thereafter. Peckenpaugh and Tuosto argue that the sliding scale does not appear to be a substantial contributor to the reduced use of DJJ for juvenile offenders in California.

Regardless of the impact of the sliding scale, California counties have increased their capacity to hold offenders at the local level. An analysis of data from the Corrections Standards Authority's (CSA) Juvenile Detention Survey (available at <http://www.bdcrr.ca.gov/joq/jds/QuerySelection.asp>) shows that California counties' juvenile hall and camp capacity increased by 2,000 beds from 1999 to 2005.<sup>7</sup> (See Figure 10) The Jail Profile Survey data also demonstrates that the average daily post-disposition population of county juvenile halls and detention centers declined 12.7% from 1999 to 2005,

<sup>7</sup> The Corrections Standards Authority began collecting this data in 1999; it is not available prior to that.

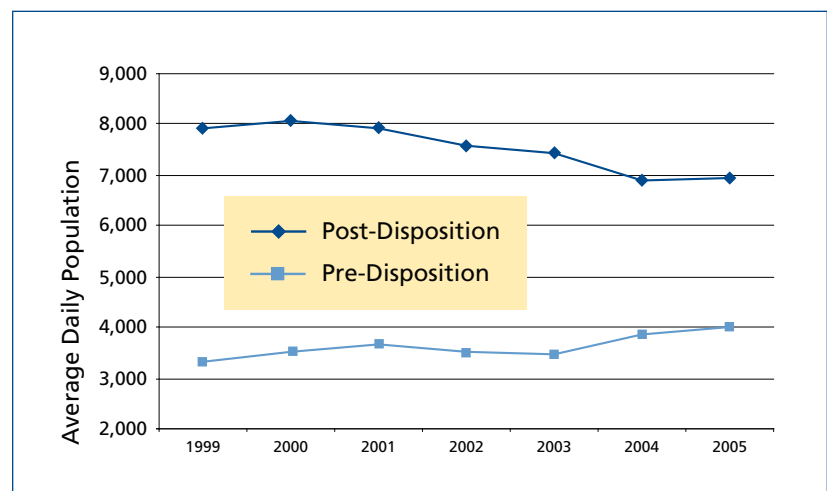
as Figure 11 shows. (The pre-disposition population, juveniles whose cases had yet to be adjudicated, rose by 20.4% over the same time period.) Increased local capacity, combined with the declining juvenile arrest rate and a decreasing post-disposition population in the halls and camps, meant that there was more available space to hold juvenile offenders in local facilities. Almost all county juvenile hall and camp beds (97.5%) were in use on the average day in 1999; by 2005, the figure had declined to 80.5%.

These trends increase the ability of local jurisdictions to hold juvenile offenders locally rather than send them to the DJJ, to the extent that available beds contribute to those decisions. Unfortunately, reliable data on the commitment offenses for juvenile offenders held in county facilities are not

available, making it difficult to determine whether more serious offenders are being committed to secure county facilities, as would be expected if county capacity is being utilized as a substitute for DJJ capacity.

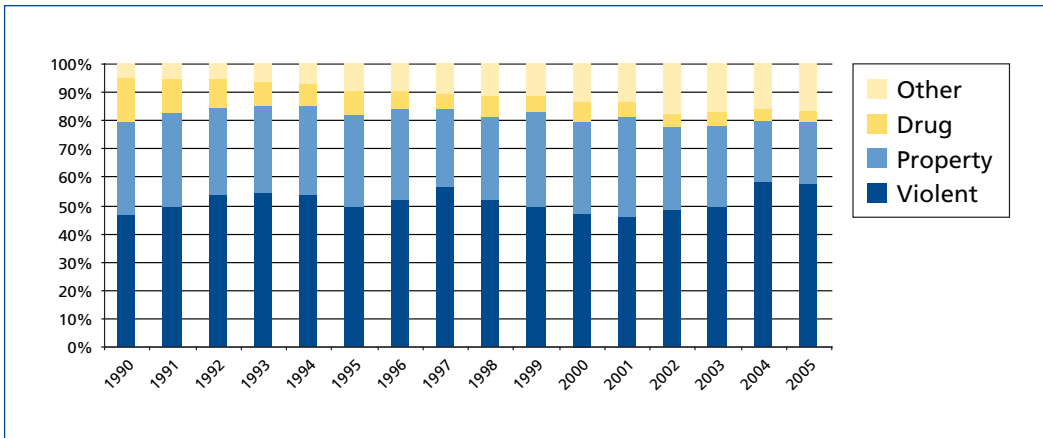
Finally, it seems reasonable that the reduced propensity for counties to commit youth to DJJ reflects the widespread consensus that, as the DJJ's own Safety and Welfare Planning Team acknowledged, DJJ "is a system that is broken almost everywhere you look. It is not just reform that is needed. Everything needs to be fixed." (Murray et al., 2006) DJJ's current reform efforts are driven by near-universal criticisms that the agency fails in delivering basic health, education and reentry services to its wards (See Burrell 2005; CDCR Division of Juvenile Justice 2005; Krisberg 2003; Males, Macallair and Corcoran 2006; Steinhart 2005). Given the poor reputation of the DJJ and the increased local juvenile incarceration capacity, it would not be surprising if counties were sending fewer juveniles to the DJJ for this reason.

**Figure 11: Juvenile Hall and Camp Average Daily Population**



Source: Calculated from Juvenile Detention Survey data, Corrections Standards Authority

**Figure 12: DJJ Juvenile Commitments by Offense Type**



Source: Analysis of data provided by the CDCR Office of Research, Juvenile Branch

### WHAT KINDS OF OFFENDERS ARE SENT TO DJJ?

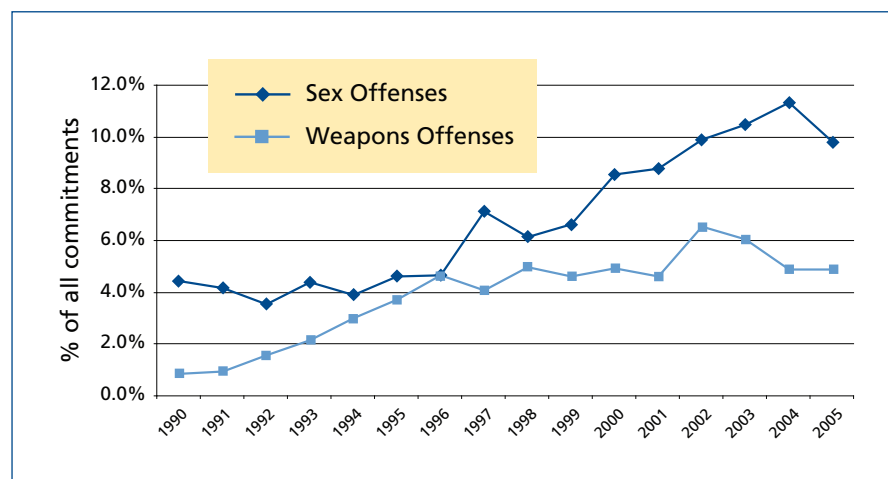
As the DJJ population has declined, the offense profile of those committed to state juvenile facilities has changed. Using data provided by the CDCR Office of Research, Juvenile Branch, we analyzed DJJ commitment data from 1990 to 2005 in order to determine how the characteristics of youth committed to the DJJ changed over that period. Overall, DJJ wards became more likely to have been committed for violent and sexual offenses, and they became less likely to have been committed for property and drug-related offenses. The proportion of commitments who are verified gang members has also increased.

As Figure 12 shows, the proportion of juvenile commitments with a conviction for a violent offense was higher in 2004 and 2005 than in years previous. In 2004, 58.4% of juvenile commitments were violent offenders, the highest proportion in any year in our 15 year period of analysis; 58.0% of juvenile commitments in 2005 were violent offenders. Fewer juveniles have been committed

to DJJ for property offenses since 1990, and commitments for drug offenses have declined considerably, from 16.0% of commitments in 1990 to 3.8% in 2005. Offenses classified as “other” have been growing over time.

The “other” category, in Figure 12, is composed primarily of youth committed for weapons and sex offenses. These two subcategories together have comprised more than 75% of total juvenile commitment offenses to DJJ classified as “other” since 1993. Figure 13 charts the percentage of commitments that were for weapons and sex offenses (including rape, which is classified as a violent offense.) Although commitments for sex offenses have been decreasing in absolute numbers since 2002, they represent a growing proportion of commitments. Prior to 1997, commitments for sex offenses never represented more than 4.6% of juvenile commitments to DJJ in a year. From 2000 to 2005, they never represented less than 8.6% of juvenile commitments. This suggests that counties find sex offenders to be

**Figure 13: DJJ Juvenile Commitments for Weapons and Sex Offenses**



Source: Analysis of data provided by the CDCR Office of Research, Juvenile Branch

**Table 6: DJJ Juvenile Commitments and Felony Wardship Placements to Secure County Facilities, by Offense Type, 2005**

	% of Juvenile Commitments to DJJ	% of Wardship Placements to Secure County Facilities
Violent	58.0%	26.5%
Property	21.7%	42.0%
Drug	3.8%	11.9%
Sex	7.7%	1.6%
Weapons	4.9%	12.2%
Other	3.9%	5.8%

Source: Analysis of data provided by the CDCR Office of Research, Juvenile Branch and the Criminal Justice Statistics Center

a group for whom commitment to the DJJ is a relatively attractive option.

In 2005, wards who received juvenile commitments to the DJJ were more violent and more likely to be sex offenders than those who were committed to county juvenile halls and camps (see Table 6).<sup>8</sup> Violent offenders were more than twice as prevalent in the cohort of juveniles committed to the DJJ as they were in the juveniles committed to secure county facilities.<sup>9</sup> Sex offenders were nearly five times as prevalent. A much higher proportion of juveniles convicted of property, drug and weapons offenses were committed to secure county facilities than to the DJJ.

Adult court commitments to DJJ are overwhelmingly for violent offenses, and have become increasingly so over time (see Figure 14.) In 1990, 51.9% of adult court commitments to DJJ were for violent offenses, but from

<sup>8</sup> Felonies accounted for 40% of wardship placements to secure county facilities in 2005. Misdemeanors accounted for 34%, and status offenses for 24.8%.

<sup>9</sup> The Criminal Justice Statistics Center was able to provide the wardship placement data by offense for 40 counties. The data was not available for Alameda, Alpine, Calaveras, Colusa, Del Norte, Imperial, Lake, Merced, Modoc, Plumas, Riverside, San Benito, San Bernardino, San Mateo, Shasta, Sierra, and Sonoma Counties.

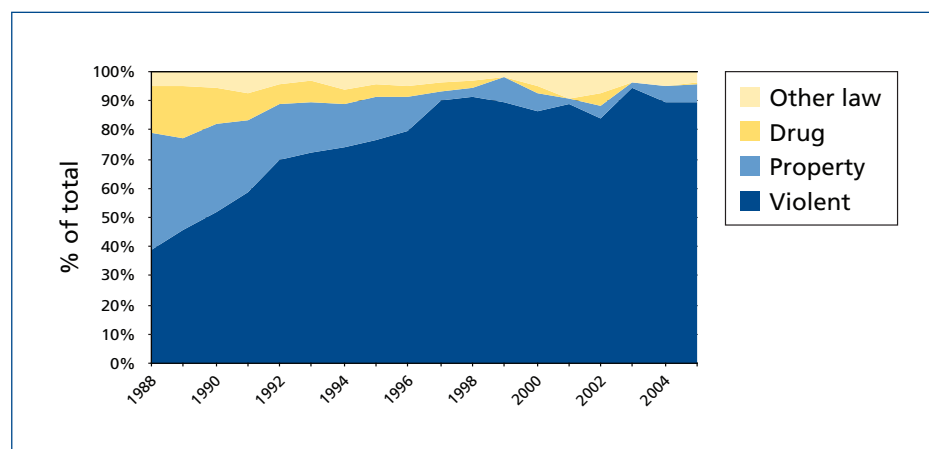
1997 to 2005, the proportion of violent offenses in the adult commitment population was never less than 86%.

Observing the offense types of DJJ commitments over time underscores the character of the DJJ as the “middle-deep end” of the California juvenile justice system. Juvenile commitments to DJJ are much more likely to be violent and sex offenders than juveniles committed to county juvenile halls and camps and adult court commitments to the DJJ are more likely to be violent than juvenile commitments.

As further evidence of the increasingly serious nature of DJJ wards, Figure 13 shows that the percentage of commitments who DJJ has designated as verified gang members has increased in recent years. Data on gang membership is not reliable prior to the late 1990s,<sup>10</sup> so we are unable to analyze trends before 2000 with any confidence, but since 2000, the proportions of juvenile and adult court commitments to DJJ with verified gang membership have both increased. 67.4% of juvenile commitments to DJJ in 2000 were verified gang members. By 2005, the percentage had risen to 77.2%. Among adult

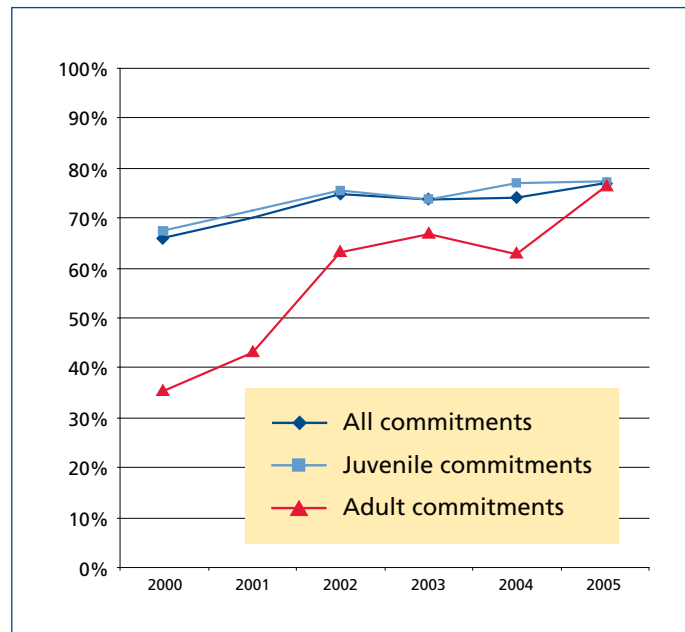
<sup>10</sup> E-mail communication with Rudy Haapanen, CDCR Chief of Juvenile Justice Research, received October 25, 2006.

**Figure 14: DJJ Adult court commitments by Offense Type**



Source: Analysis of data provided by the CDCR Office of Research, Juvenile Branch

**Figure 15: Verified Gang Members as Percentage of Commitments**



Source: Analysis of data provided by the CDCR Office of Research, Juvenile Branch

court commitments to DJJ the increase was even more striking, from 35.4% in 2000 to 76.1% in 2005.

### WHERE DO DJJ WARDS COME FROM?

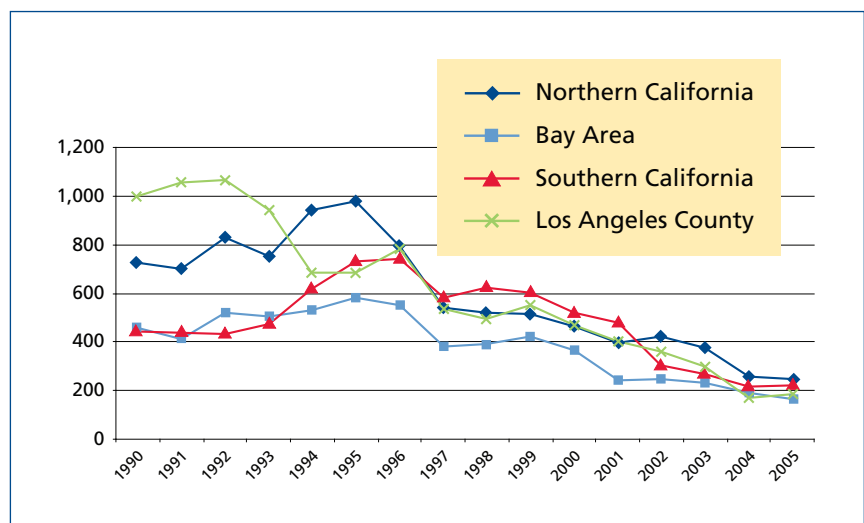
In this section, we conduct analyses on the geographic origins of DJJ commitments. Specifically, we break down commitment patterns based on state region and county size. In so doing, we find substantial variation across region and county size groupings, and we also identify some patterns of commitment that have changed over time.

In the early 1990's, Los Angeles County was the county of origin for far more juvenile commitments to the DJJ than any other region (see Figure 16.)<sup>11</sup> After 1996, the number of juvenile commitments for each region converged, with the decline in Los

Angeles County beginning earlier and going further than in any other region. Los Angeles County accounted for 40% of juvenile commitments to DJJ from 1990 to 1993, but from 1994 to 2005 accounted for less than 28% every year. Southern California is the region that has seen its share of DJJ commitments increase the most since 1990, from 16.8% in 1990 to 27.2% in 2005. Still, Los Angeles County continues to commit by far the most youth to the DJJ. In 2005 it committed more than three times as many juveniles as Riverside County, which had the next highest total. (See Appendix B for more detail.)

Los Angeles County also contributed far more adult

**Figure 16: DJJ Juvenile Commitments by Region**



Source: CDCR Office of Research, Juvenile Branch

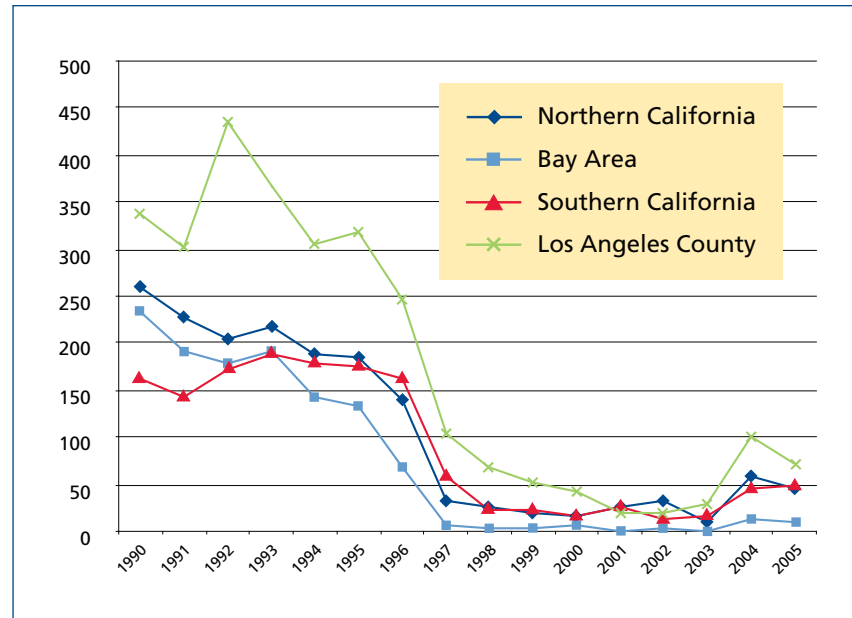
<sup>11</sup> In this report, we utilize the same geographical categories as the CDCR Office of Research, Juvenile Branch. They consist of the following counties, with Los Angeles County constituting its own category:

Northern California: Alpine, Amador, Butte, Calaveras, Colusa, El Dorado, Fresno, Glenn, Inyo, Kern, Kings, Lassen, Madera, Mariposa, Merced, Modoc, Mono, Nevada, Placer, Plumas, Sacramento, San Joaquin, Shasta, Sierra, Siskiyou, Stanislaus, Sutter, Tehama, Trinity, Tulare, Tuolumne, Yolo, Yuba

Bay Area: Alameda, Contra Costa, Del Norte, Humboldt, Lake, Marin, Mendocino, Monterey, Napa, San Benito, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, Sonoma

Southern California: Imperial, Orange, Riverside, San Bernardino, San Diego, San Luis Obispo, Santa Barbara, Ventura

**Figure 17: Adult court commitments to DJJ by Region**



Source: Analysis of data provided by CDCR Office of Research, Juvenile Branch

court commitments to the DJJ than did any other region of the state. (See Figure 17 and Appendix B.) In fact, Los Angeles County accounted for a greater proportion of adult court commitments to DJJ in 2005 (41.5%) than in 1990 (34.0%). Northern California's share has held steady, Southern California's has increased, and the Bay Area has almost entirely stopped making adult court commitments to the DJJ. It sent 23.5% of the adult court commitments in 1990, and only 5.1% in 2005. Bay Area counties did not make a single adult commitment to the DJJ in 2003, the year with the lowest number of adult court commitments since 1990.

Tables 7 and 8 show the propensity of counties to make juvenile and adult court commitments to the DJJ by region and county size. Northern California has consistently been the region of the state with the greatest propensity to commit youth to DJJ, as measured by juvenile commitments per 1,000 juvenile felony arrests. Los Angeles County now commits the lowest proportion to DJJ relative to its arrests. As a general proposition, smaller counties<sup>12</sup> commit proportionately more juveniles to the DJJ than other counties, medium counties slightly more than large counties, and Los Angeles County—California's largest

<sup>12</sup> We define large counties as those with populations greater than 700,000 in 2005, medium counties as those with populations between 200,000 and 700,000, and small counties as those with populations less than 200,000. Los Angeles County comprises its own category.

**Table 7: Juvenile Commitments per 1,000 Juvenile Felony Arrests By Region and County Size**

	1990	1995	2000	2005
Northern California	44	51	29	18
Bay Area	24	33	26	13
Southern California	21	32	30	13
LA County	29	27	29	10
Large Counties (700,000+)	28	37	28	13
Medium Counties (200,000-700,000)	29	37	28	14
Small Counties (< 200,000)	38	52	35	17

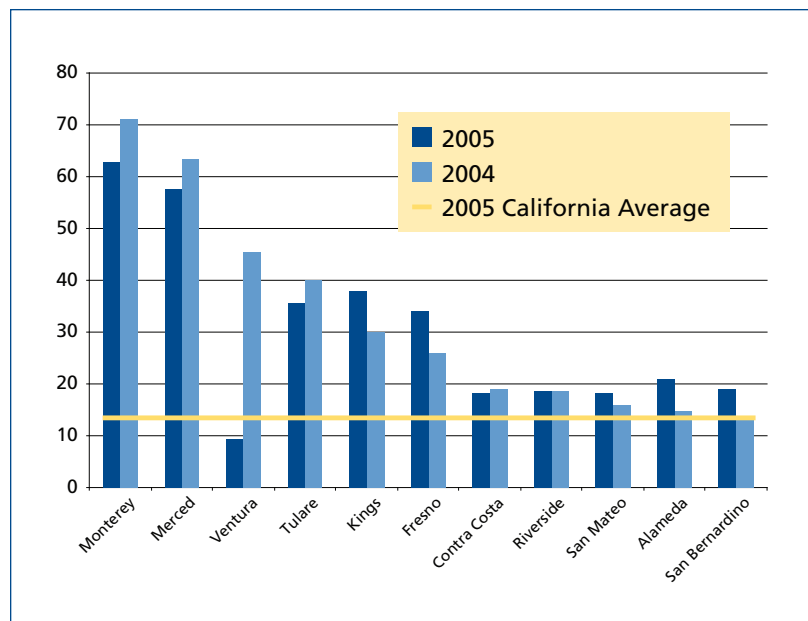
Source: Analysis of data provided by CDCR Office of Research, Juvenile Branch and Criminal Justice Statistics Center

**Table 8: Adult court commitments to DJJ per 1,000 Juvenile Felony Arrests By Region and County Size**

	1990	1995	2000	2005
Northern California	16	10	1	3
Bay Area	12	7	0	1
Southern California	8	8	1	3
LA County	10	12	3	4
Large Counties (700,000+)	10	8	1	2
Medium Counties (200,000-700,000)	16	9	0	2
Small Counties (< 200,000)	20	10	2	3

Source: Analysis of data provided by CDCR Office of Research, Juvenile Branch and Criminal Justice Statistics Center

**Figure 18: DJJ Juvenile Commitments per 1,000 Juvenile Felony Arrests, Counties with the highest number**



Source: Analysis of data provided by CDCR Office of Research, Juvenile Branch and Criminal Justice Statistics Center

county—the fewest. (The at-risk population of Los Angeles County is nearly three times that of Orange County, the next-largest county.)

Regardless of these relative trends, all regions and county sizes committed substantially fewer youth to DJJ in 2005 than they did in previous years.

Table 8 shows a substantial decline in the likelihood that a juvenile felony arrest will lead to an adult commitment to DJJ. Given the statutory changes over this time period, it seems likely that a growing proportion of juveniles receiving adult sentences were committed directly to adult prison facilities, rather than beginning their sentences in the DJJ, as was common prior to 1996. Unfortunately, data on juveniles disposed as adults are only available from 2003 onward, making it impossible to examine trends in the sentencing of juveniles in adult courts between 1990 and 2005.

The counties that made *juvenile* commitments to the DJJ at the highest rate relative to arrests in 2005 and 2004 were clustered in the Central Valley region (see Figure 18).<sup>13</sup> Four of the six highest (Merced, Tulare, Kings and Fresno Counties) fit this description.

Of the four, only Fresno County has a local juvenile detention population higher than the state average (Fresno County's juvenile hall and camp population was at 95.6% of capacity on the average day in 2005, and 96.0% of capacity on the average day in 2004.) All four

<sup>13</sup> Counties that made fewer than 10 juvenile commitments to the DJJ in 2005 were excluded.

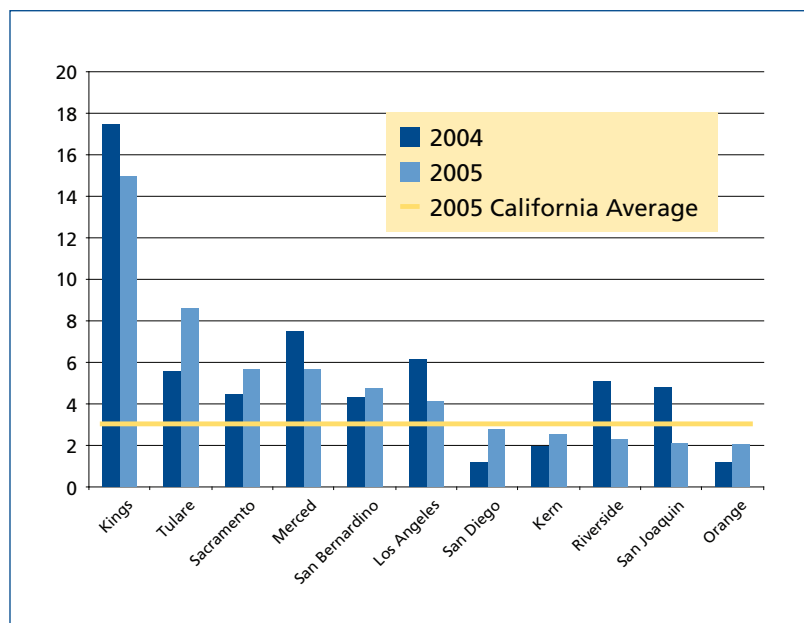
have higher juvenile arrest rates than the state average, both for all felonies and for violent felonies. This suggests that either more pervasive and serious juvenile crime, a more aggressive law enforcement response to juvenile crime, or both, may account for this geographical concentration of DJJ utilization.

The California Juvenile Justice Data Project (JJDP) conducted a survey of common practices across California counties with regard to juvenile justice. In the JJDP Phase I report, Hennigan et al. (2007) conducted a county-level analysis of juvenile sanctioning practices, focusing on variations by county size, region, urbanization, juvenile arrest rates and median household income. Their findings on regional and county size variation in commitment of youth to DJJ were consistent with those presented in this report.<sup>14</sup> Their analysis of the effect of median household income on county juvenile justice practices indicated that counties with the lowest median incomes had a higher rate of utilization of the DJJ for youth under the age of 18. Such counties were disproportionately located in northern California and the Central Valley.

Figure 19 lists the counties that committed youth with *adult* sentences to the DJJ at the highest rates relative to juvenile felony arrests in 2005 (and made at least four

<sup>14</sup> Hennigan et al. conducted their regional analysis by categories utilized by the Chief Probation Officers of California (CPOC). CPOC uses both Northern California and a Central California regions, which are equivalent to the Northern California region in our analysis.

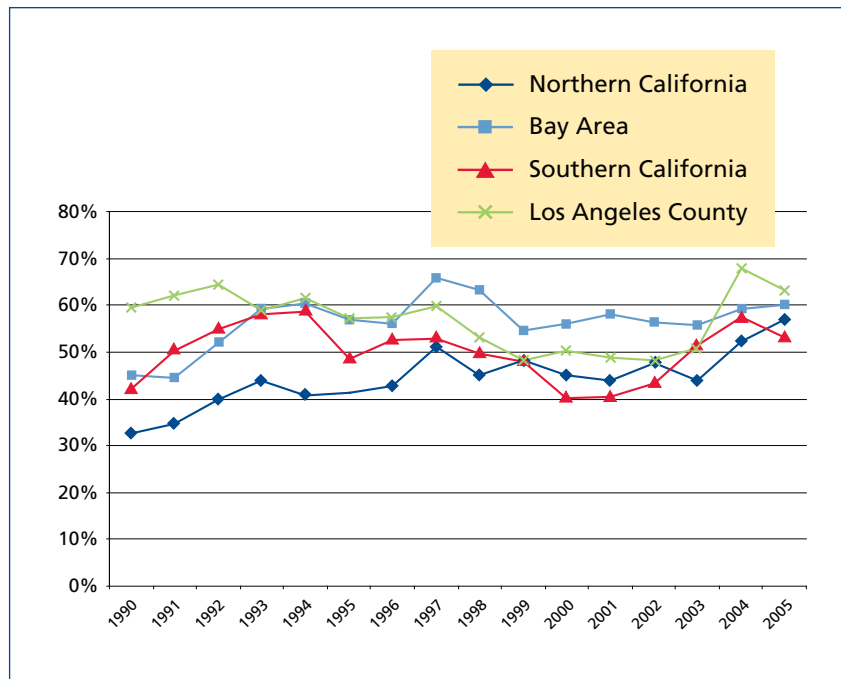
**Figure 19: DJJ Adult court commitments per 1,000 Juvenile Felony Arrests, Counties with the highest number**



Source: Analysis of data provided by CDCR Office of Research, Juvenile Branch and Criminal Justice Statistics Center



**Figure 20: Percentage of DJJ Juvenile Commitments for Violent Offenses, by Region**



Source: Analysis of data provided by the CDCR Office of Research, Juvenile Branch

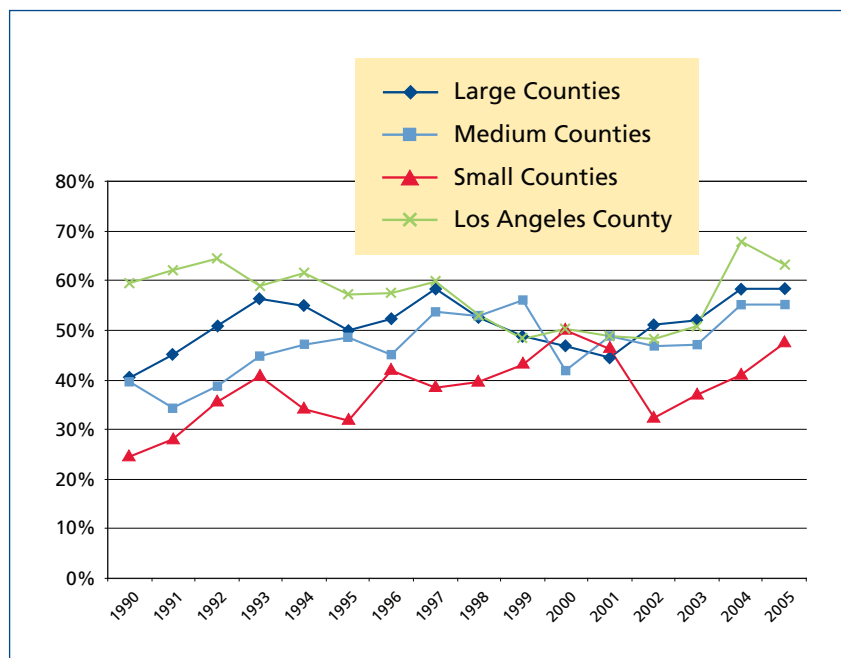
adult court commitments). A similar pattern is seen in both juvenile and adult commitment patterns.<sup>15</sup> In terms of their propensity to commit youth to the DJJ, the top

<sup>15</sup> Counties that made fewer than 4 juvenile commitments to the DJJ in 2005 were excluded.

four counties are found in the Central Valley region.

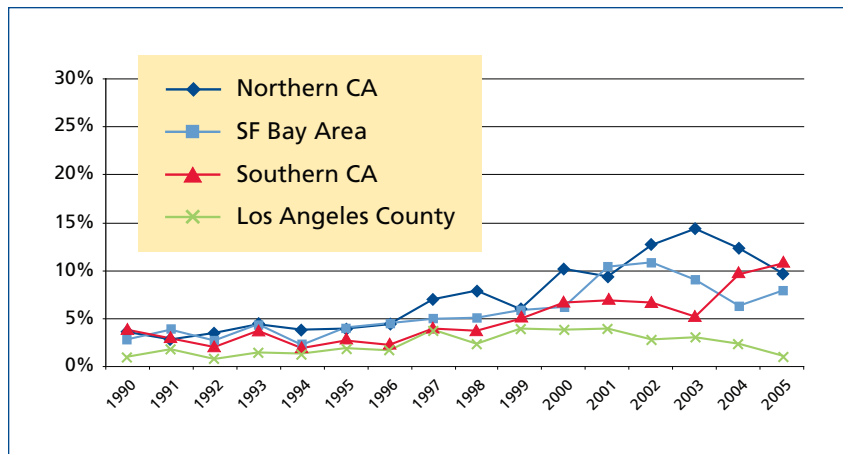
Figures 20 and 21 detail the percentage of juvenile commitments to the DJJ for violent offenses by region and by county size. This is a proxy for the “seriousness” of offenders committed to DJJ. Los Angeles County and the Bay Area consistently used the DJJ more for

**Figure 21: Percentage of DJJ Juvenile Commitments for Violent Offenses, by County Size**



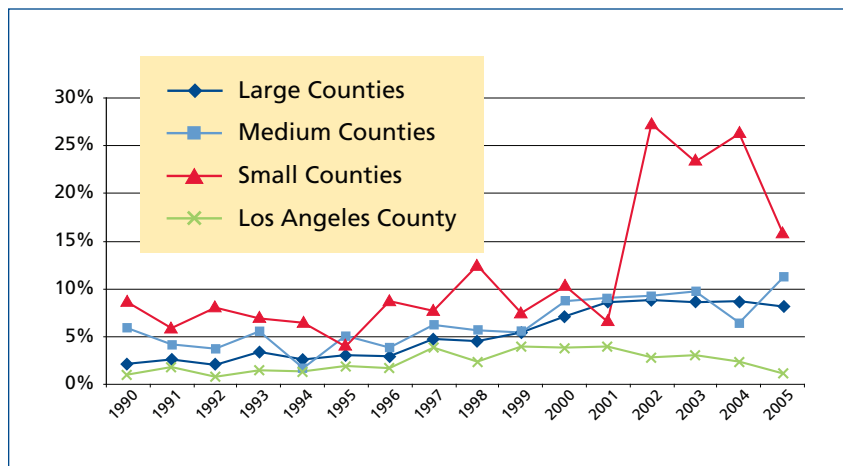
Source: Analysis of data provided by the CDCR Office of Research, Juvenile Branch

**Figure 22: Percentage of DJJ Juvenile Commitments for Sex Offenses, by Region**



Source: Analysis of data provided by the CDCR Office of Research, Juvenile Branch

**Figure 23: Percentage of DJJ Juvenile Commitments for Sex Offenses, by County Size**



Source: Analysis of data provided by the CDCR Office of Research, Juvenile Branch

violent offenders than did Southern California and Northern California. Small counties use the DJJ for a consistently lower proportion of violent offenders than do larger counties.

Both Figures 22 and 23 detail the percentage of juvenile commitments to the DJJ for sex offenses by region and by county size. Over time, virtually every county has increased the share of sex offenders committed to the DJJ. Northern California and the Bay Area are the regions that have consistently committed the highest proportion, and there appears to be an inverse relationship between county size and the propensity to commit sex offenders to the state. That is, youth committed from small counties are more likely to be sex offenders than youth committed from medium-sized counties, and youth from medium-sized counties are more likely to be sex offenders than those from large counties.

Los Angeles—the state’s largest county—commits (proportionally) fewer sex offenders than other counties.

One possible explanation for this trend is that smaller counties may not have the resources to meet the specialized treatment needs of sex offenders, and are thus less likely to commit these youth locally. However, without an examination of detailed county juvenile disposition data, we cannot say this with confidence.

## CONCLUSION

In recent years, the DJJ has had a smaller, more specialized role in California’s continuum of juvenile justice. Due to a declining number of juvenile arrests, statutory changes, increasing local custody capacity, and widespread criticism about conditions of DJJ custody, the number of youth committed to state facilities has dropped sharply.

Consequently, the characteristics of the remaining DJJ population have changed. Committed youth are now more likely than ever to be committed for violent and sex offenses, and they also appear more likely to be gang-affiliated. Youth convicted of drug and property crimes seem to be increasingly sentenced to local custody (or other sanctions, like probation). This trend will probably continue. Governor Schwarzenegger recently proposed reserving DJJ exclusively for violent male offenders, sending all others back to county facilities. It is not clear if sex offenders, another group of youth that has been committed to DJJ with greater frequency in recent years, will also be included in the Governor’s plan. Our findings suggest that sex offenders are a group that counties are particularly inclined to send to DJJ,

especially small counties, which may lack the appropriate custody and treatment resources for them.

While the DJJ is popularly conceived of as the “deep end” of juvenile sanctioning, it is, in reality, more of a “middle-deep end,” as the most serious youthful offenders are sentenced to incarceration in adult prisons. Because of statutory changes, youth who would have served time in DJJ facilities in previous years now end up in adult facilities. And for a variety of reasons, counties are keeping more youthful offenders in local custody. Thus, the DJJ population is being reduced by changes at both ends of the spectrum of severity.

As the DJJ ward population becomes more homogenous (i.e., only violent males), state correctional administrators may have an easier time developing effective treatment programs. However, California’s local juvenile correctional systems will have to take responsibility for

dealing with a more diverse group of committed juvenile offenders. If drug offenders, property offenders, and females are mandated to be sentenced to local custody, counties will have to adjust to the growth of these subpopulations in their detention centers and camps. The extent to which local jurisdictions might be willing and able to take on these responsibilities is unclear.

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**APPENDIX A: JUVENILE AND ADULT COURT COMMITMENTS TO DJJ  
PER 1,000 JUVENILE FELONY ARRESTS, 1990-2005, BY REGION AND COUNTY**

**Juvenile Commitments to DJJ per 1,000 juvenile felony arrests, 1990-2005, by region and county**

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
California	29	28	30	29	30	35	34	25	27	30	28	24	22	19	14	13
Northern California	44	36	42	38	45	51	41	27	28	30	29	25	28	25	18	18
Bay Area	24	20	26	25	26	33	28	20	23	27	26	18	19	18	16	13
Southern California	21	20	19	20	27	32	33	28	31	33	30	27	18	16	13	13
Large Counties	28	26	28	25	31	37	34	25	27	32	28	23	20	18	14	13
Medium Counties	29	20	28	30	32	37	31	23	27	26	28	23	25	26	18	14
Small Counties	38	36	37	36	45	52	39	30	29	24	35	28	21	19	18	17
Alameda	32	27	31	25	30	66	25	22	24	37	33	17	20	20	21	15
Alpine	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Amador	0	0	34	0	43	28	26	50	0	0	43	36	0	0	0	0
Butte	60	49	26	19	25	11	21	11	45	16	8	22	28	50	11	28
Calaveras	72	29	111	18	94	73	36	0	29	23	0	0	0	0	14	15
Colusa	37	154	125	136	429	29	63	36	63	0	143	0	0	0	0	0
Contra Costa	14	14	32	36	35	26	24	21	25	28	31	25	23	25	18	19
Del Norte	24	39	87	21	37	154	113	167	109	145	78	50	0	59	65	0
El Dorado	15	22	21	12	17	14	12	20	0	18	20	21	19	20	3	5
Fresno	41	31	40	45	45	49	59	44	41	56	26	30	49	36	34	26
Glenn	38	60	143	26	54	34	62	0	19	79	85	49	42	0	0	0
Humboldt	16	11	29	17	44	40	31	9	5	5	37	26	55	6	10	23
Imperial	11	25	5	19	17	30	28	17	6	0	11	13	12	5	12	17
Inyo	0	37	77	63	143	0	0	167	77	200	0	0	50	0	37	67
Kern	53	62	55	40	70	116	44	13	16	21	14	9	11	14	10	9
Kings	96	74	76	48	114	91	75	38	56	29	42	47	35	20	38	30
Lake	116	9	41	43	38	78	47	33	16	54	107	65	103	0	29	19
Lassen	82	115	88	83	43	39	10	21	23	0	18	62	16	0	0	139
Los Angeles	29	33	35	34	25	27	33	24	24	31	29	24	22	19	10	10
Madera	134	114	74	114	42	84	54	83	63	28	102	72	71	106	32	50
Marin	6	0	12	14	10	3	11	9	0	3	4	3	0	0	0	0
Mariposa	0	0	0	56	0	20	0	0	0	40	53	50	0	111	0	50
Mendocino	11	11	16	11	12	26	13	3	6	0	14	11	0	7	10	18
Merced	42	29	36	54	36	53	45	38	56	46	55	71	78	70	58	63
Modoc	1000	0	143	250	0	500	0	0	143	167	0	500	0	667	0	167
Mono	0	0	0	0	0	0	0	0	0	0	0	28	0	0	0	0
Monterey	15	17	27	29	23	52	67	44	71	33	44	35	55	45	63	71
Napa	56	36	34	58	71	20	95	58	17	28	71	25	15	41	25	7
Nevada	7	6	14	5	9	8	5	10	14	0	0	0	0	0	0	0
Orange	19	26	25	25	19	38	49	30	34	30	22	19	11	9	13	7
Placer	9	17	5	9	14	6	4	8	21	0	7	21	9	13	0	4
Plumas	30	30	23	22	0	21	28	14	10	0	0	83	23	0	33	0
Riverside	21	19	18	24	33	47	58	58	47	47	21	21	18	16	19	19
Sacramento	47	36	37	27	29	30	34	23	13	23	25	18	25	18	10	10
San Benito	30	19	18	98	39	74	31	0	24	9	14	8	23	22	0	0
San Bernardino	12	16	18	10	10	14	10	21	35	47	65	63	26	20	19	13
San Diego	24	16	14	22	46	43	41	28	21	23	16	12	13	14	6	9
San Francisco	9	10	11	11	13	10	10	4	7	7	13	14	13	9	11	8
San Joaquin	57	29	55	37	46	35	31	18	15	31	26	17	18	13	5	6
San Luis Obispo	27	15	23	21	20	11	13	10	0	21	4	9	11	44	0	5
San Mateo	34	22	26	33	27	34	12	18	27	31	44	18	18	20	18	16
Santa Barbara	22	20	18	26	38	28	18	13	23	20	17	9	9	15	8	3
Santa Clara	36	34	39	27	28	31	41	21	25	29	17	16	16	15	7	7
Santa Cruz	27	14	7	7	20	24	15	17	17	11	13	8	8	8	5	0
Shasta	26	15	28	8	38	42	22	18	19	32	13	12	8	19	19	18
Sierra	0	100	0	0	0	0	0	0	0	0	0	0	0	0	0	500
Siskiyou	18	8	16	46	49	88	50	8	28	30	29	23	63	31	0	25
Solano	22	14	13	24	23	30	32	23	15	30	18	12	11	16	2	0
Sonoma	5	3	15	20	13	9	17	12	14	28	14	11	16	15	9	4
Stanislaus	19	16	19	25	28	25	17	18	22	12	21	15	18	22	11	9
Sutter	46	49	18	34	53	83	56	70	76	32	65	38	18	18	5	5
Tehama	88	94	51	45	30	8	22	9	19	22	20	49	24	44	71	9
Trinity	65	143	80	65	158	0	32	0	0	0	71	0	0	0	0	0
Tulare	49	30	58	66	62	138	79	60	52	53	81	48	43	35	35	40
Tuolumne	41	11	0	0	14	41	59	28	30	21	49	19	11	20	0	0
Ventura	52	34	28	20	22	33	14	11	41	31	41	33	42	31	9	46
Yolo	16	27	33	45	24	55	61	27	25	25	36	27	23	15	19	12
Yuba	66	68	71	133	161	175	37	64	111	93	21	41	7	8	26	8

Source: Analysis of data from CDCR Office of Research, Juvenile Branch & Criminal Justice Statistics Center

## Adult court commitments to DJJ per 1,000 juvenile felony arrests, 1990-2005, by region and county

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
California	11	9	11	10	9	10	7	2	2	1	1	1	1	1	4	3
Northern California	16	12	10	11	9	10	7	2	1	1	1	2	2	1	4	3
Bay Area	12	9	9	9	7	7	3	0	0	0	0	0	0	0	1	1
Southern California	8	7	7	8	8	8	7	3	1	1	1	1	1	1	3	3
Large Counties	10	8	8	9	7	8	6	2	1	1	1	1	1	1	2	2
Medium Counties	16	12	10	9	11	9	5	1	1	1	0	0	0	0	3	2
Small Counties	20	17	14	14	8	10	8	1	0	0	2	1	3	1	7	3
Alameda	4	4	1	4	2	4	2	0	0	0	0	0	0	0	1	0
Alpine	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Amador	0	0	34	0	22	0	0	0	0	0	0	0	0	0	97	0
Butte	75	35	26	27	39	17	21	2	2	0	0	0	0	0	0	0
Calaveras	29	0	0	0	0	24	0	0	0	0	0	0	0	0	0	0
Colusa	0	154	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Contra Costa	10	5	9	10	7	7	5	1	0	0	0	1	0	0	0	0
Del Norte	36	0	14	0	0	51	0	0	0	0	20	0	0	0	0	0
El Dorado	21	9	8	16	3	11	31	3	0	0	0	0	0	0	0	0
Fresno	13	8	9	11	6	7	9	1	0	0	1	3	0	1	2	1
Glenn	26	48	57	26	11	22	0	0	0	0	0	0	0	0	0	0
Humboldt	12	18	24	13	20	8	8	0	0	0	0	0	0	0	10	0
Imperial	8	0	5	0	6	8	13	2	0	4	0	4	0	0	0	0
Inyo	0	0	0	63	0	0	0	0	0	0	0	0	0	0	0	0
Kern	9	7	7	9	4	12	5	0	0	2	2	2	2	0	2	3
Kings	37	21	23	12	6	9	17	2	2	0	2	3	3	3	17	15
Lake	58	64	14	68	0	0	23	0	0	0	24	0	34	0	7	0
Lassen	66	49	70	21	11	0	0	0	0	0	0	0	0	0	0	0
Los Angeles	10	9	14	13	11	12	10	5	3	3	3	1	1	2	6	4
Madera	49	71	29	16	12	8	8	3	0	0	5	0	0	0	6	6
Marin	3	4	0	6	12	14	11	0	0	0	0	0	0	0	0	0
Mariposa	0	0	0	0	105	0	0	0	0	0	0	0	0	0	0	0
Mendocino	7	0	6	4	3	12	3	0	0	0	0	0	0	0	15	0
Merced	12	9	9	6	6	9	7	1	0	2	0	1	0	1	8	6
Modoc	0	0	286	750	0	0	0	0	0	0	0	0	0	0	1000	0
Mono	0	0	57	0	0	0	0	0	0	0	0	0	0	0	0	0
Monterey	18	15	2	3	3	1	1	0	0	0	0	0	0	0	1	2
Napa	99	83	26	26	13	40	11	0	0	0	0	0	0	0	0	0
Nevada	7	12	5	5	0	8	0	0	0	0	0	0	0	0	0	5
Orange	4	3	8	10	7	6	5	3	0	1	1	1	0	1	1	2
Placer	12	15	3	4	11	6	6	2	5	2	0	0	0	0	0	0
Plumas	30	0	0	0	0	21	0	0	0	0	0	0	0	0	0	0
Riverside	11	4	8	10	15	23	27	10	3	3	2	3	2	2	5	2
Sacramento	19	9	7	8	10	9	10	4	3	2	1	3	7	0	4	6
San Benito	0	9	0	11	23	0	0	0	0	0	0	0	0	0	0	0
San Bernardino	4	8	7	5	6	3	3	1	2	2	2	1	1	1	4	5
San Diego	7	8	6	7	6	7	6	1	0	1	0	1	0	0	1	3
San Francisco	7	10	4	9	7	4	3	0	0	0	1	0	1	0	0	0
San Joaquin	20	18	10	9	10	10	6	3	3	2	1	1	1	1	5	2
San Luis Obispo	42	4	7	0	17	20	3	0	0	0	0	0	0	0	0	0
San Mateo	9	7	16	14	14	10	3	0	1	1	0	0	0	0	2	0
Santa Barbara	8	5	3	7	10	7	3	0	0	0	0	1	0	3	3	1
Santa Clara	27	17	16	14	9	10	4	1	0	0	0	0	0	0	0	1
Santa Cruz	24	9	21	7	2	10	1	0	0	0	0	0	0	0	0	0
Shasta	6	8	3	8	4	8	2	0	0	0	2	0	6	2	10	5
Sierra	67	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Siskiyou	37	8	24	37	16	15	0	0	0	0	0	0	0	0	0	0
Solano	13	8	14	9	12	7	3	0	0	1	1	0	1	0	1	1
Sonoma	18	10	13	14	8	10	6	1	1	0	0	0	0	0	4	3
Stanislaus	13	11	12	12	7	4	4	0	0	0	0	0	0	0	1	1
Sutter	11	30	12	28	11	22	0	0	0	0	0	6	0	0	0	0
Tehama	53	0	63	56	10	8	11	0	0	0	0	0	12	0	12	9
Trinity	0	0	0	97	105	45	0	0	0	0	0	0	0	0	0	0
Tulare	11	10	14	14	22	24	6	2	6	2	1	1	0	0	6	9
Tuolumne	61	11	0	13	14	0	8	0	0	0	0	13	0	0	0	0
Ventura	24	14	16	17	10	11	7	5	2	0	0	0	2	3	1	2
Yolo	2	9	9	4	5	7	5	2	0	0	3	0	8	8	8	3
Yuba	40	12	7	9	22	19	5	0	0	0	0	0	0	0	0	0

Source: Analysis of data from CDCR Office of Research, Juvenile Branch & Criminal Justice Statistics Center

## APPENDIX B: JUVENILE AND ADULT COURT COMMITMENTS TO DJJ, 1990-2005, BY REGION AND COUNTY

### Juvenile commitments to DJJ, 1990-2005, by region and county

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
California	2,626	2,608	2,846	2,675	2,772	2,980	2,869	2,043	2,033	2,089	1,820	1,518	1,333	1,176	838	816
Northern California	727	700	828	753	944	981	791	541	520	513	462	394	424	376	260	246
Bay Area	456	414	519	504	528	584	552	381	392	422	367	241	247	233	189	163
Southern California	442	438	433	476	617	729	741	583	625	602	521	479	302	268	218	222
Large Counties	1,169	1,160	1,257	1,160	1,422	1,543	1,477	1,040	1,067	1,136	926	776	648	557	436	405
Medium Counties	305	239	349	399	421	476	413	322	334	294	288	232	248	247	170	169
Small Counties	151	153	174	174	246	275	194	143	136	107	136	106	77	73	61	57
Alameda	161	136	149	116	141	177	106	83	82	123	96	51	55	57	52	33
Alpine	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Amador	0	0	1	0	2	2	1	2	0	0	1	1	0	0	0	0
Butte	12	14	9	7	11	5	9	6	21	7	4	8	8	20	4	10
Calaveras	5	1	5	1	5	3	2	0	1	1	0	0	0	0	1	1
Colusa	1	2	3	3	6	1	2	2	2	0	3	0	0	0	0	0
Contra Costa	30	31	67	79	74	50	47	46	50	50	50	39	37	37	25	27
Del Norte	2	3	6	2	3	6	6	8	6	10	4	2	0	1	2	0
El Dorado	3	5	5	3	5	4	3	6	0	4	5	3	4	5	1	1
Fresno	127	117	146	168	187	188	186	137	120	142	63	74	111	76	66	47
Glenn	3	5	10	2	5	3	4	0	1	5	5	4	2	0	0	0
Humboldt	4	3	6	4	9	10	8	2	1	1	7	4	6	1	1	2
Imperial	3	7	2	9	8	16	11	7	2	0	3	3	2	1	2	3
Inyo	0	1	1	1	3	0	0	3	2	2	0	0	1	0	1	1
Kern	124	164	159	94	173	161	124	36	40	48	31	20	24	28	16	14
Kings	29	32	33	23	56	50	39	18	25	14	21	16	13	7	13	10
Lake	10	1	3	5	6	10	6	3	2	4	9	4	6	0	4	3
Lassen	5	7	5	4	4	3	1	2	2	0	1	4	1	0	0	5
Los Angeles	1,001	1,056	1,066	942	683	686	785	538	496	552	470	404	360	299	171	185
Madera	22	21	20	29	17	31	21	26	20	9	22	15	12	16	5	8
Marin	2	0	5	5	4	1	4	3	0	1	1	1	0	0	0	0
Mariposa	0	0	0	1	0	1	0	0	0	1	1	1	0	1	0	1
Mendocino	3	3	5	3	4	9	4	1	2	0	3	3	0	2	2	3
Merced	31	23	31	58	36	47	44	43	56	43	49	62	62	55	46	45
Modoc	1	2	1	1	0	1	0	0	1	1	0	1	0	2	0	1
Mono	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0
Monterey	14	17	29	32	25	54	67	49	66	27	35	29	41	32	48	46
Napa	4	3	4	9	11	2	9	7	2	3	8	3	2	6	4	1
Nevada	1	1	3	1	2	2	1	2	3	0	0	0	0	0	0	0
Orange	90	118	116	116	92	193	247	139	152	121	80	67	37	32	42	26
Placer	3	7	2	4	6	3	2	4	9	0	3	9	4	6	0	2
Plumas	1	1	1	1	0	1	1	1	1	0	0	2	1	0	1	0
Riverside	49	59	57	85	99	114	137	138	128	131	62	68	60	52	59	58
Sacramento	138	124	127	92	97	92	93	62	36	59	65	45	59	42	24	23
San Benito	3	2	2	9	5	6	3	0	2	1	1	1	2	2	0	0
San Bernardino	63	76	99	57	60	83	57	111	154	182	241	238	92	73	70	50
San Diego	148	106	91	147	283	248	247	157	121	115	78	64	66	71	31	40
San Francisco	24	23	25	28	32	24	25	9	13	12	20	19	17	11	11	10
San Joaquin	93	65	118	86	117	80	71	44	36	65	52	34	35	24	10	12
San Luis Obispo	7	4	7	7	7	4	5	3	0	6	1	2	3	10	0	1
San Mateo	46	35	41	55	39	41	16	23	32	32	43	17	15	17	15	14
Santa Barbara	19	20	18	29	36	26	18	12	17	13	12	6	6	6	5	2
Santa Clara	106	123	137	97	113	127	173	83	88	87	53	43	39	38	16	21
Santa Cruz	15	10	5	5	13	17	10	13	12	7	6	4	4	4	2	0
Shasta	14	9	19	6	29	30	14	11	12	17	7	6	4	9	8	7
Sierra	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	1
Siskiyou	2	1	2	5	6	12	6	1	3	3	3	1	5	2	0	2
Solano	28	21	21	37	36	41	52	38	21	41	20	13	12	17	2	0
Sonoma	4	3	14	18	13	9	16	13	13	23	11	8	11	8	5	3
Stanislaus	30	28	35	46	45	42	33	35	37	18	29	21	24	29	16	11
Sutter	8	8	3	6	10	15	11	14	12	5	8	6	3	4	1	1
Tehama	5	5	4	4	3	1	2	1	2	3	2	6	2	5	6	1
Trinity	2	2	2	2	3	0	1	0	0	0	2	0	0	0	0	0
Tulare	47	27	55	65	72	147	82	59	46	43	65	35	38	36	32	37
Tuolumne	2	1	0	0	1	4	7	3	3	2	4	3	1	2	0	0
Ventura	63	48	43	26	32	45	19	16	51	34	44	31	36	23	9	42
Yolo	8	15	18	25	14	25	23	12	13	11	13	10	9	6	7	4
Yuba	10	11	10	15	29	27	8	11	16	10	3	6	1	1	2	1

Source: Data provided by Juvenile Research Branch, CDCR Office of Research



## Adult court commitments to DJJ, 1990-2005, by region and county

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
California	992	864	988	963	816	811	619	198	120	97	82	74	68	54	218	176
Northern California	261	227	205	216	189	185	140	31	26	21	16	27	31	9	58	46
Bay Area	233	190	178	190	144	132	69	5	4	2	6	1	4	0	13	9
Southern California	161	144	171	189	178	176	162	58	23	23	17	26	12	16	45	48
Large Counties	405	344	358	409	326	319	266	76	36	34	29	45	34	17	64	70
Medium Counties	172	142	130	120	140	121	67	13	16	11	3	4	3	3	28	22
Small Counties	78	75	66	66	45	53	38	5	1	1	7	5	10	5	24	11
Alameda	19	18	7	17	11	12	7	0	0	0	0	0	0	0	2	1
Alpine	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Amador	0	0	1	0	1	0	0	0	0	0	0	0	0	0	3	0
Butte	15	10	9	10	17	8	9	1	1	0	0	0	0	0	0	0
Calaveras	2	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0
Colusa	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Contra Costa	21	11	19	21	14	13	10	2	1	0	0	1	0	0	0	0
Del Norte	3	0	1	0	0	2	0	0	0	0	1	0	0	0	0	0
El Dorado	4	2	2	4	1	3	8	1	0	0	0	0	0	0	0	0
Fresno	39	31	35	42	25	28	28	3	1	0	3	8	0	2	3	1
Glenn	2	4	4	2	1	2	0	0	0	0	0	0	0	0	0	0
Humboldt	3	5	5	3	4	2	2	0	0	0	0	0	0	0	1	0
Imperial	2	0	2	0	3	4	5	1	0	1	0	1	0	0	0	0
Inyo	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0
Kern	20	19	19	22	11	17	13	0	1	5	4	5	5	0	3	4
Kings	11	9	10	6	3	5	9	1	1	0	1	1	1	1	6	5
Lake	5	7	1	8	0	0	3	0	0	0	2	0	2	0	1	0
Lassen	4	3	4	1	1	0	0	0	0	0	0	0	0	0	0	0
Los Angeles	337	303	434	368	305	318	248	104	67	51	43	20	21	29	102	73
Madera	8	13	8	4	5	3	3	1	0	0	1	0	0	0	1	1
Marin	1	2	0	2	5	5	4	0	0	0	0	0	0	0	0	0
Mariposa	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0	0
Mendocino	2	0	2	1	1	4	1	0	0	0	0	0	0	0	3	0
Merced	9	7	8	6	6	8	7	1	0	2	0	1	0	1	6	4
Modoc	0	1	2	3	0	0	0	0	0	0	0	0	0	0	1	0
Mono	0	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0
Monterey	17	15	2	3	3	1	1	0	0	0	0	0	0	0	1	1
Napa	7	7	3	4	2	4	1	0	0	0	0	0	0	0	0	0
Nevada	1	2	1	1	0	2	0	0	0	0	0	0	0	0	0	1
Orange	17	16	36	47	32	32	27	12	1	3	2	4	1	2	4	7
Placer	4	6	1	2	5	3	3	1	2	1	0	0	0	0	0	0
Plumas	1	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0
Riverside	26	13	26	34	44	56	64	25	9	7	7	11	5	7	16	7
Sacramento	54	30	24	28	32	27	27	12	8	6	3	7	16	0	11	13
San Benito	0	1	0	1	3	0	0	0	0	0	0	0	0	0	0	0
San Bernardino	23	40	37	31	34	16	17	7	10	8	7	5	3	2	16	18
San Diego	46	50	41	47	35	40	35	6	1	4	1	4	1	2	6	13
San Francisco	19	23	8	23	18	9	8	0	0	0	1	0	1	0	0	0
San Joaquin	32	41	22	20	25	24	14	7	7	5	1	1	2	1	10	4
San Luis Obispo	11	1	2	0	6	7	1	0	0	0	0	0	0	0	0	0
San Mateo	12	11	25	23	20	12	4	0	1	1	0	0	0	0	2	0
Santa Barbara	7	5	3	8	9	6	3	0	0	0	0	1	0	1	2	1
Santa Clara	80	63	57	52	35	42	16	2	1	0	1	0	0	0	0	4
Santa Cruz	13	6	14	5	1	7	1	0	0	0	0	0	0	0	0	0
Shasta	3	5	2	6	3	6	1	0	0	0	1	0	3	1	4	2
Sierra	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Siskiyou	4	1	3	4	2	2	0	0	0	0	0	0	0	0	0	0
Solano	16	12	22	14	19	9	5	0	0	1	1	0	1	0	1	1
Sonoma	15	9	12	13	8	10	6	1	1	0	0	0	0	0	2	2
Stanislaus	21	19	22	23	11	7	7	0	0	0	0	0	0	0	1	1
Sutter	2	5	2	5	2	4	0	0	0	0	0	1	0	0	0	0
Tehama	3	0	5	5	1	1	1	0	0	0	0	0	1	0	1	1
Trinity	0	0	0	3	2	1	0	0	0	0	0	0	0	0	0	0
Tulare	11	9	13	14	25	26	6	2	5	2	1	1	0	0	5	8
Tuolumne	3	1	0	1	1	0	1	0	0	0	0	2	0	0	0	0
Ventura	29	19	24	22	15	15	10	7	2	0	0	0	2	2	1	2
Yolo	1	5	5	2	3	3	2	1	0	0	1	0	3	3	3	1
Yuba	6	2	1	1	4	3	1	0	0	0	0	0	0	0	0	0

Source: Data provided by Juvenile Research Branch, CDCR Office of Research