



Juvenile Diversion in Prince George Maryland

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Applied Policy Project



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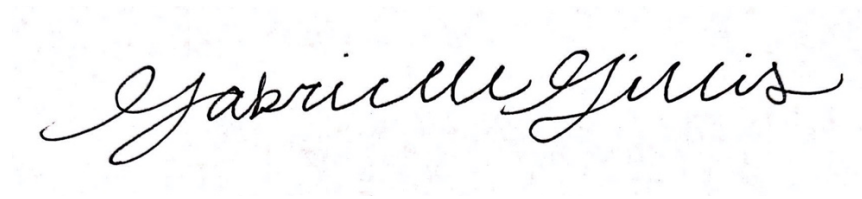
Disclaimer & Honor Code

Disclaimer

The author conducted this study as part of the program of professional education at the Frank Batten School of Leadership and Public Policy, University of Virginia. This paper is submitted in partial fulfillment of the course requirements for the Master of Public Policy degree. The judgments and conclusions are solely those of the author, and are not necessarily endorsed by the Batten School, by the University of Virginia, or by any other agency.

Honor Code

“On my honor as a University of Virginia student, I have neither given nor received unauthorized aid on this assignment.”

A handwritten signature in black ink, reading "Gabrielle Julius", is centered on the page. The signature is written in a cursive, flowing style. The background of the signature area is a light, textured grey.

Acknowledgements

I am extremely grateful for all those who have helped me complete this project. First, I would like to thank Professor Andrew Pennock from the Batten School of Leadership and Public Policy for his mentorship and constant support throughout the past year, despite all the challenges and uncertainty of the world. He provided me valuable insight and feedback throughout the research process. Second, I would also like to thank Batten Alumna, Emily Mooney, for collaborating with me on this project and passing along several resources. I am also grateful to my colleague, Morgan Smith, for holding me accountable and supporting me. I would also like to thank my coworkers at Maxar Technologies. Working part-time while finishing my degree challenged me in many ways, but my coworkers were always understanding and encouraging. Lastly, I want to thank my family for providing unconditional love and support and for inspiring me to continue my education. Specifically, my mother and father, Lisa and Tighe Gillis.

Executive Summary

In recent years, Prince George County Maryland has taken action to reform their juvenile justice system. One way the county has begun reforming their system is by increasing youth services and alternatives to arrest; one alternative to arrest is known as diversion. The county offers four main diversion programs through the State's Attorney Office along with other services provided by the Department of Juvenile Services. However, Prince George does not currently have any law enforcement diversion programs. This means youth offenders are formally processed in the criminal justice system and may obtain a record, even if they are provided services and go through diversion. Moreover, the county arrests minority youth at disproportionately high rates. Since police officers are the first point of contact for a youth offender, it is problematic that there are no programs to help prevent youth from being arrested. Ultimately, ***Prince George's County has not provided law enforcement agencies with adequate resources and guidance to divert youth offenders prior to their intake and formal processing with the State's Attorney Office (SAO) and Department of Juvenile Services (DJS).***

Based on my research, I propose three alternatives to address how to divert youth: (1) establish an official citation program for misdemeanors, (2) create a police-based mentorship and restorative justice program, and (3) create public partnerships. The alternatives are evaluated based on the selected criteria which includes cost, effectiveness, implementation feasibility, and equity. Each alternative is given a classification of high, moderate, or low then given a score between one to three to reflect its classification. I conclude by recommending Alternative 2 establish a police-based restorative justice program because it is the most cost-effective option and highly equitable. Lastly, I discuss how to effectively implement the program.

Client Overview

The R Street Institute is a non-profit, public policy research organization. The R Street's Juvenile Justice (RSJJ) team conducts research and collaborates with federal, state, and local stakeholders to reform the juvenile justice system. They mainly look to change the legislative agenda or procedures of their partner organizations. Topics the RSJJ focuses on includes status offenses, probation requirements, court alternatives, and diversion.



This project is focused on diverting youth offenders in Prince George County prior to their involvement with the State's Attorney Office (SAO) and Department of Juvenile Services (DJS). The RSJJ works with several law enforcement agencies in Prince George, and many have expressed interest in implementing a diversion program. The RSJJ and I chose to target Prince George County because there is currently little legislation or reforms targeting pre-arrest diversion options for law enforcement agencies. This is a large issue for the county for two main reasons: (1) Prince George has many juveniles referred to court through the SAO and DJS and (2) law enforcement has limited options when dealing with a juvenile. Thus, youth are at an increased risk for being arrested and obtaining an official record. The goal of this Applied Policy Project is to recommend the best diversion option for the county's law enforcement departments, specifically Prince George Police Department (PGPD).

Key Concepts & Terms

Adjudication: A hearing to determine whether the allegations in the petition are true.

Admission: An admission occurs when a juvenile physically arrives at a facility and is officially admitted into the facility. This typically occurs some weeks after the court order.

Commitment: A commitment is a court order placing a delinquent youth in DJS' care. The number of commitments will not always equal the number of admissions to committed programs.

Complaint: A written statement made by any person or agency, typically by law enforcement, to a DJS intake officer.

Delinquent child: A youth that has committed a delinquent act and requires guidance, treatment, or rehabilitation.

DJS: Abbreviation for Department of Juvenile Services.

Detention: The temporary care of respondents who are pending court dispositions and other hearings. A youth's detention status is required to be reviewed every 30 days.

Diversion: An attempt to divert or channel youth offenders away from the juvenile justice system.

Disposition hearing: A hearing to determine whether a child needs guidance, rehabilitation, or treatment and the nature of the guidance, rehabilitation, or treatment.

Informal ("Pre-Court") Supervision: An agreement that may take place at the point of intake between DJS and a youth/family to complete certain conditions without court involvement.

Intake: The process of reviewing a complaint against a youth and determining whether the juvenile court has jurisdiction and whether judicial action is in the best interest of the public and/or the youth. At this point, the DJS has authority to screen all juvenile complaints and may offer services to the youth and their family.

PGPD: Abbreviation for Prince George Police Department.

Post-arrest/Post-intake Diversion: Youth are diverted before their arrest or formal processing.

Pre-arrest/Pre-intake Diversion: Youth are diverted after their arrest and are formally processed.

Recidivism: The tendency for a youth offender to relapse in criminal behavior; the likelihood the youth will re-offend after intervention.

SAO: Abbreviation for State's Attorney Office.

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Introduction

Overview

Over the past two decades, juvenile arrest and incarceration has been significant issue in Maryland, especially for Prince George's County. Although overall juvenile arrests in Prince George have declined in recent years, minority groups are arrested at alarmingly high rates (Cadoff, Chauhan, & Bond, 2020). In 2020, Prince George Police Department (PGPD) arrested 567 juveniles, of which 85% were black, 13% were Hispanic/Latinx, and 2% were White. Moreover, research shows youth involvement in the criminal justice system negatively impacts youth mental and physical health outcomes, high school graduation rates, economic well-being, and likelihood of offending later in adulthood (Lipsey and Cullen, 2007; Lipsey, 2009; Lipsey, Howell, Kelly, Chapman, & Carver, 2010; Holman and Ziedenberg, 2011). This leads to social and economic issues for the county and the state. By the time a youth reaches the age of 25, on average they pose over \$170,00 in fiscal costs to the state government and \$529,000 in social costs to taxpayers (Belfield, Levin, & Rosen, 2012).

Prince George must find alternatives to arresting youth and initiate efforts to minimize the racial disparities in the county. A main way the county can accomplish this is through diversion. Diversion is used to reduce the occurrence of juvenile delinquency by providing alternatives to formal processing. Currently, the county has post-intake diversion programs run by the State's Attorney Office (SAO) and Department of Juvenile Services (DJS), but no pre-intake programs for law enforcement. This is problematic because youth are involved in the criminal justice system for an extended period and typically obtain an official record. In contrast, pre-intake or police diversion occurs at the first point of contact for the juvenile which prevents unnecessary exposure to the system and an official record. Thus, I will be focusing specifically on how police in Prince George can reduce juvenile arrests and minimize delinquent behavior.

Problem Statement

Although there are some diversion programs in the county, all the programs occur post-intake and through the state system. This means youth offenders are formally processed in the criminal justice system and may obtain a record. Ultimately, ***Prince George County has not provided law enforcement agencies with adequate resources and guidance to divert youth offenders prior to their intake and formal processing with the State's Attorney Office (SAO) and Department of Juvenile Services (DJS)s***

Background

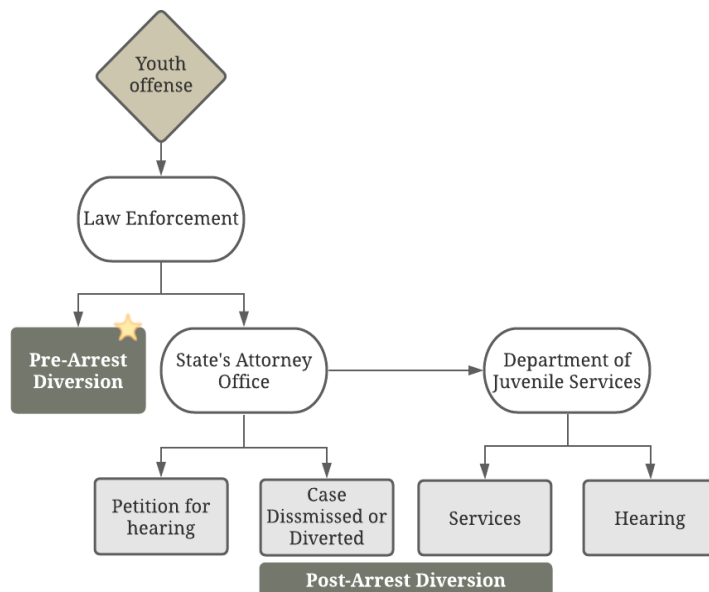
What is Diversion?

Diversion is defined as an “attempt to divert, or channel out, youthful offenders from the juvenile justice system” (Bynum & Thompson, 1996, p. 430). There are many types of diversion programs based on the point of contact and program design. For instance, interventions can occur formally or informally, as well as post-arrest or pre-arrest. *Informal diversion* occurs when stakeholders, such as police officers and probation officers decide to let the offenders off without a formal record (Schlesinger, 2018). *Formal diversion* is when youth go through a formalized diversion program or process that is on record. *Pre-arrest or pre-intake diversion* are efforts made to avoid official processing within the criminal justice system, which is also considered “*true diversion*”. On the other hand, *post-arrest or post-intake diversion* occurs when youth have been arrested but efforts are made to prevent further criminal justice involvement, also known as pretrial or pre-adjudication (Farrell, Betsinger, & Hammond, 2018). Key stakeholders involved in the diversion process may include police, school resource officers, DJS intake officers, or the SAO.

Prince George’s Juvenile Justice System

Prince George’s County juvenile justice process is unique compared to other Maryland counties because law enforcement must directly refer juvenile complaints to their SAO, instead of the DJS (Anonymous, personal communication, February 1, 2021). Figure 1 illustrates the youth referral process in Prince George and indicates the points where diversion occurs currently. The star in Figure 1 indicates the point at which pre-arrest diversion would occur if the county had a law enforcement diversion program. Typically, law enforcement department’s send their juvenile

Figure 1: Prince George’s Juvenile Referral Process and Points of Diversion



*Yellow Star indicates the point where pre-intake diversion could occur in the process.

referrals to the DJS, where the DJS can provide services and divert. Then if youth are non-compliant or have committed a more serious offense, they send the youth to the SAO for adjudication. This is the traditional referral process of which all Maryland counties abide by, except Prince George. Prince George requires police to send their youth straight to the SAO because youth receive an official record when they are

sent to the DJS, regardless of receiving services or completing diversion. The Prince George Police Department (PGPD) and majority of municipal departments have MOUs with the SAO and are required to submit their youth referrals 24 hours after the contact occurs.

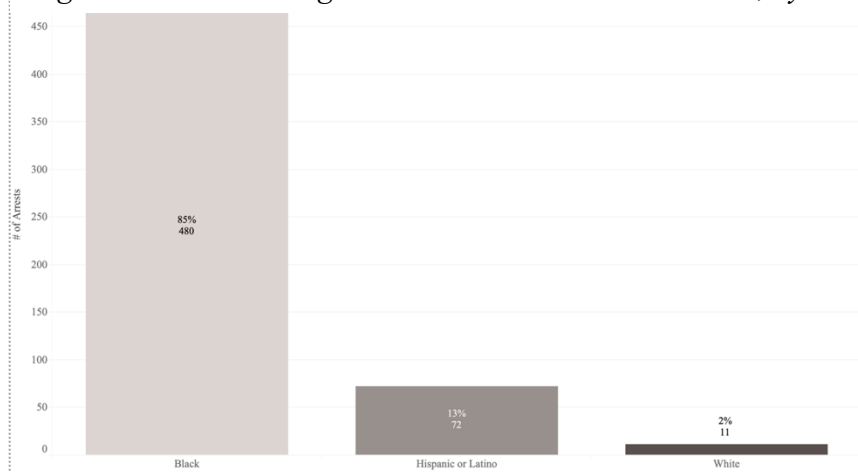
Juvenile Arrest

Despite this change in referral process, the county still has a large portion of youth arrests that could be diverted. In 2020, PGPD arrested a total of 567 juvenile offenders (Prince George County, 2021); See Appendix A for datasheet combining all 2020 records. According to the DJS, there were approximately 813 referrals to the DJS in 2020, which means PGPD referrals accounted for roughly 70% of police referrals in the county (Maryland Department of Juvenile Services, 2020); the other portion of police referrals come from municipal departments and school resource officers. Although data is not available on the exact amount of 2020 arrests that were felonies verse misdemeanors, the DJS reported roughly 60% of their intake cases were misdemeanor offenses. This means if PGPD arrests are like DJS reporting, roughly 337 arrests were misdemeanor offenses which could be eligible for diversion. In 2020, the most common juvenile offense was robbery (felony), however, there is a large percent of offenses that classify as misdemeanors. Misdemeanor offenses could be classified as the following: larceny, burglary (fourth degree), stolen property, aggravated assault and other assault, drug abuse, vandalism, disorderly conduct, and fraud.

Racial Disparities

Historically, Prince George has had large racial disparities in their criminal justice system at the adult and juvenile levels. PGPD juvenile arrest data showed in 2020 approximately 85% of arrested youth were Black, 13% were Hispanic/Latinx, and 2% were White (Prince George County, 2021). To put

Figure 2: Prince George Police Juvenile Arrests in 2020, by Race



this further into perspective, it is estimated that 60% of the county's juvenile population is Black, 30% is White, and less than 10% is Hispanic/Latinx (Maryland Data Center, n.d.). Figure 3 shows the racial breakdown of arrests which demonstrates the significantly high number of arrests for the juvenile population between 10 to 17. Moreover, Black youth are being arrested for misdemeanor offenses at an increasing rate (Cadoff et al., 2020).

Police are the first point of contact for youth which means they are the gatekeepers into the criminal justice system. If the county wants to reduce initial racial discrepancies in arrest and intake complaints, the county needs to focus on the first line of contact. Pre-arrest could be used to reduce discrepancies in arrests by using automatic criteria requirements which remove any subjective or biases. Based on the PGPD arrest reports, Table 1 predicts the number of youths, by race, that would be eligible for diversion if all misdemeanors applied. Overall, the county must make changes to reduce the racial discrepancies in the system by providing pre-arrest diversion options for the PGPD and other municipal agencies.

Table 1: Number of Misdemeanor Arrests, by Race

Misdemeanors	Race		
	<i>White</i>	<i>Black</i>	<i>Hispanic/Latinx</i>
<i>Total Arrests in 2020</i>	11	480	72
<i>Approx. % of Misdemeanors*</i>	72%	66%	56%
<i>Estimated # of Misdemeanors, by Race</i>	8	320	40

**Estimated percent of misdemeanors by excluding offenses typically classified as felony.*

Main Takeaway

Although Prince George's County offers several youth services, the county still has a large juvenile population that should be eligible for diversion. The county lacks law enforcement diversion options for youth which is a barrier for continued improvement in reducing arrest and racial discrepancies. The following section will analyze different types of diversion and synthesize empirical evidence which will help inform my proposed alternatives to the county and PGPD. My objective is to propose a recommendation for a PGPD diversion program.

Literature Review

Types of Diversion

There are many factors to consider when implementing diversion interventions, such as, the target population, who carries out the intervention, how charges or non-compliances are handled, and the desired outcomes of the program (Farrell, Betsinger, & Hammond, 2018). Diversion programs can be divided into four main categories which include: (1) restorative justice, (2) counselling and skills-building, (3) service coordination, and (4) police-led. There can also be programs that combine the different categories of diversion. For example, it is not uncommon for restorative justice programs to incorporate service coordination or community service in conjunction with the restorative practices. The following sections will cover the different categories of diversion more in-depth and provide empirical evidence for each category.

Restorative Justice

Restorative justice diversion aims to repair relationships between the victims and offenders; it focuses on the repair done, not the level of punishment given. These programs are based off the theoretical concepts of reintegrative shaming and procedural justice (Saulnier & Sivasubramaniam, 2015). Reintegrative shaming does not stigmatize the youth offender, it conveys disapproval for the act and shows a willingness to forgive (Braithwaite, 1999). It encourages the youth offender to invest in their own personal development. The other concept known as procedural justice focuses on the extent to which the *procedure* for the juvenile is fair, not the *outcome* (Saulnier & Sivasubramaniam, 2015). Success of restorative programs vary but can be measured in different ways, such as victim and offender evaluations, offender reintegration and recidivism, or public perception of justice.

Commonly used restorative justice elements include victim-offender mediation, conferencing, restitution, and peace-making circles. Victim offender mediation is a practice when the victim volunteers to meet face to face with the offender and a mediator. The goal of the intervention is for both parties to devise a plan to address the harm. It has proven to be an effective approach to reduce recidivism and increase positive perceptions of the offender. Conferencing is a similar method to victim-offender mediation and can take two forms: group or family conferencing. The conference allows the victim to voluntarily meet with the offender to discuss the impact of the crime and how to address the harm done. The main difference is that there are key supporters who also attend the meeting. The last main element is restorative circles, also known as sentencing circles. Circles involved the victim, offender, and several community members. The method is like conferencing and mediation; however, circles have a slightly different objective. The circles are used to help reintegrate the youth and devise sentencing plans.

There have been many empirical studies and meta-analyses that address restorative justice practices. A meta-analysis of 22 studies found restorative programs decreased offender recidivism compared to non-restorative justice practices (Latimer, Dowden, and Muise, 2005). Additionally, another meta-analysis of 36 studies determined restorative practices were just as effective, and potentially more effective, than prison for youth (Sherman & Strang, 2007). One meta-analysis on four victim-offender mediation studies found participants were less likely to reoffend than those

who did not participate, and those who did reoffend in the participant group committed less serious offenses (Nugent, Umbreit, & Paddock, 2001). As for conferencing, one meta-analysis of 60 research studies on different types of restorative elements found victim offender conferencing reduced delinquency by 26 percentage points (Wilson, Olaghere, & Kimbrell, 2017). However, family group conferencing did not meaningfully reduce recidivism in youth offenders. Mixed programs reduced recidivism the most, by 31 percentage points. In comparison, an empirical study found indirect mediation significantly reduced recidivism by 12.8 percentage points, RJ panel by 15.9 percentage points, and direct mediation by 6.6 percentage points (Bouffard, Cooper, and Bergseth, 2016). Nonetheless, there are studies that provide evidence that these practices are only effective in the short run (Bergseth & Bouffard, 2007). Other research indicated the effectiveness of restorative justice may be impacted by the self-selection process for restorative diversion, along with how it is implemented. Youth offenders must voluntarily participate in restorative justice; however, this may result in a self-selection bias. Those who volunteer may have qualities that predispose them to be less likely to offend in the future (Tsui, 2014). However, more research is needed to determine the long-term implications.

There are several other variables that may impact the effectiveness of restorative practices. For instance, whether the offender participated in the program voluntarily may impact the effectiveness (Latimer et al., 2005). In addition, it is important third-party observers or those involved in the program are unbiased. Those observers controlling the program must be unbiased otherwise it may alter the treatment and produce an outcome based on what the offender *deserves* (Saulnier and Sivasubramaniam, 2015). Thus, there are many factors to consider in order to effectively implement a restorative program. Overall, programs of restorative justice show promising outcomes of delinquency and positive perception of the program. Evidence suggests implementation of the programs and the target population impact intervention effectiveness, which should be explored more thoroughly in future research.

Teen Courts: Are they an effective restorative justice program?

Teen courts are used as a restorative justice diversion program in many states across the country, including Maryland's State's Attorney Office. These are used when offenders volunteer to take the roles of prosecutors and defendants to understand the consequences of their actions. However, there is conflicting evidence of teen court effectiveness compared to traditional processing and programs (Butts & Buck, 2000; Farrell et al., 2018). For instance, one study found that teen court participants were significantly less likely to reoffend than those who did not complete the program by 12 percentage points (Hissong, 1991). In contrast, a similar study found that seven months after program completion, teen court participants were 11 percentage points more likely to recidivate compared to the control group (North Carolina Administrative Office of the Courts, 1995). Whereas another study found no statistical difference in recidivism rates between teen court participants and those who did not participate (Seyfrit, Reichel, and Stutts, 1987). The main takeaway is the effectiveness of teen courts is dependent on how the program is implemented. Thus, effectiveness depends on program criteria and how the process is conducted (Butts & Buck, 2000).

Counseling

Another category of diversion comparable to restorative justice is counseling. Counseling programs are like restorative justice because they emphasize the need to rehabilitate youth, not punish. Typically, these interventions focus on criminogenic factors, such as, substance use or mental illness (Farrell et al., 2018). Counseling can be broken into four types of counseling: therapy, mentoring, or skills building. Individual and family therapy are based in psychology and require a licensed provider. In contrast, mentoring is a type of counseling through a less formal relationship or relationship that does not require specific qualifications. Lastly, skills-building is focused on obtaining new skills through counseling.

Individual and family therapy are used to target underlying problems which are extremely effective at reducing problem behaviors in youth but are extremely costly. One study found the recidivism rate for those who participated in individual cognitive behavior was 26% compared to the control group rate of 38% (Lipsey, Chapman, & Landenberger, 2007). The study also found short-term (six months or less) recidivism outcomes tended to be lower than long-term outcomes (up to three years later). Family therapy also has strong supporting evidence that it helps reduce recidivism along with other factors associated with mental health. An analysis completed by the Washington Institute for Public Policy found Functional Family Therapy (FFT) significantly reduced criminal behaviors and a net benefit of \$140,361 with 100% chance benefits will exceed the costs. (WSIPP, March 2019a). Multi-systematic therapy (MST) also had net benefits, but had greater recidivism reductions than FFT (WSIPP, May 2019b).

On the other hand, mentoring and skills building are much different than therapy because they teach youth to make good decisions and build life skills. Mentoring and skills building both show promising outcomes. A meta-analysis of over 361 empirical studies showed overall counseling reduced recidivism by 13% (Lipsey, 2009). More specifically, skills building significantly reduced recidivism by 12%, mentoring by 21%, individual therapy by 5%, family therapy by 13%, and group therapy by 22%. Ultimately, group therapy and mentoring reduced recidivism the most out of all the counseling-based interventions.

In conclusion, counseling programs are extremely effective at reducing recidivism and positively impact youth offenders. However, forms of therapy can be extremely expensive, up to \$10,000 per participant (WSIPP, 2019a; WSIPP, 2019b). Therapy must be provided by a licensed psychologist, so police and other stakeholders in the criminal justice system have to conduct service coordination with partners. Law enforcement and other criminal justice stakeholders typically utilize skills building and mentoring, while other agencies will conduct service coordination for therapy services (Anonymous, personnel communication, February 1, 2021).

Service Coordination

Another category of diversion is service coordination which focuses on connecting youth to the appropriate resources based on their current needs and situation. The Department of Juvenile Services typically conducts service coordination (Anonymous, personnel communication, February 1, 2021). Law enforcement and school resource officers also may use this type of program to conduct pre-arrest diversion, but it is less common. Due to the nature of this category, service coordination may connect youth to restorative justice or counseling-based programs as part of their service plan. Thus, service coordination typically combines several approaches of

diversion. The main difference between service coordination programs, compared to counseling and restorative justice, is they do not provide or oversee the treatment or intervention, they send youth to partnered entities. Elements of service coordination may include case management and wrap around services (Farrell et al., 2018).

Case management programs connect youth to external services whereas wrap-around services are more focused on connecting the family to services in the community. To start, case management programs do not provide direct services, they must refer youth to external sources. Probation officers operate with this model. Wrap-around services provide a more individualized plan compared to case management. The main goal of wrap-around services is to provide resources to the family. These resources can teach the family how to improve familial relationships and effectively parent the youth, among other areas of family life (Farrell et al., 2018).

There are few studies that specifically look at service coordination programs. Wrap-around services have limited empirical evidence supporting its effectiveness. For instance, one study found there was no statistical impact on juvenile recidivism (Carney & Buttell, 2003). As for case management, Lipsey (2009) showed that surveillance or monitoring the youth reduced recidivism by 6%. However, their percent decrease in recidivism was not as significant as other approaches. Contrarily, a different analysis showed case management did not significantly reduce recidivism (Schwalbe, Gearing, MacKenzie, Brewer, & Ibrahim, 2012). Moreover, the findings suggested family therapy and specific restorative justice programs were the only types of programs that significantly reduced recidivism (while case management, teen court, and individual treatment did not lead to reduced recidivism). However, service coordination could be integrated into a mixed program. Lipsey (2009) suggests a mixed model with service coordination along with other categories of diversion can be a successful model.

Police-Led

The last category of diversion is police-led. Police-led diversion keeps juveniles out of the system by providing an alternative to arrest. These programs can also be referred to as “true diversion” because it helps youth avoid obtaining a record (Health Equity Research Lab, 2020). These programs can take many different forms and incorporate multiple categories of diversion. Since police-led programs are relatively new to society, there is a lack of research on pre-arrest diversion programs. However, police commonly use ‘caution and warning’ and formal citations programs (Farrell et al., 2018).

Caution and warning programs are when youth offenders receive an informal or formal warning but are not formally processed in the system. Law enforcement agencies specifically use these for first time offenders or low-level offenses, like misdemeanors. These programs also can have variations, such as a warning with additional requirements or service referrals (Wilson, Olaghere, & Kimbrell, 2018). Additionally, Wilson et al. (2017) meta-analysis found caution and warning programs were more effective at reducing recidivism. However, it is important to note these programs target population is usually low-risk offenders, so this type of may not produce similar outcomes program for high-risk offenders. In addition, one study evaluating different variations of warning programs found there was no statistically significant difference between variations ability to reduce recidivism. Thus, insinuating caution and warning with no services is the most cost-effective option. One cost-benefit analysis calculated police warning without services to have a net benefit of \$10,040 per participant (WSIPP, December 2019c).

Although civil citation programs are similar to cautioning programs, they are different because youth must accept a written citation to avoid arrest. Furthermore, these programs may require youth to complete other conditions, such as restitution and community service (Farrell, Betsinger, & Hammond, 2018). In addition, these programs have frequently been used for drug offenses. One analysis of civil citation programs in Florida found that 21 counties experienced a significant (Nadel, Bales, & Pesta, 2019). Juveniles who received a civil citation were significantly less likely to recidivate than the arrested juveniles; juveniles with completed civil citation were 49% less likely to recidivate by six months, 44% less likely to recidivate by a year, and 31% less likely to recidivate than arrested juveniles by three years later. More importantly, only one county had evidence of long-term net widening which is when the number of juveniles who come into contact with the juvenile justice system increases (Farrell et al., 2018).

Lastly, the study suggested county implementation along with other county-level characteristics impact program effectiveness. Sub-optimal programs have two key traits: (1) the program is not meaningfully implemented and/or (2) the program is under-used (Nadel et al., 2019; Caruthers, 2017). However, these issues can be combated through statewide training, diversion conferences, and/or having cases automatically apply for the program. Overall, police programs have many advantages and can meaningfully reduce recidivism. However, the implementation of programs is extremely important. More research should be conducted on the implementation of civil citation and caution and warning programs. Furthermore, police should be utilized as gatekeepers for other categories of diversion as well (Schlesinger, 2018).

Conclusion

Evidently, diversion helps reduce juvenile recidivism in the short-term and potentially in the long run. Moreover, diversion is associated with several positive youth outcomes. However, more research needs to be done to compare effectiveness across different types of diversion. Nonetheless, there are several types of diversion programs that could be potential options for Prince George.

Evaluative Criteria

Criteria 1: Cost

This criterion measures the projected costs of each proposed intervention. Considering the recent movement to defund the police, Maryland, and Prince George's County, have an excessive amount of pressure to reduce costs. Consequently, a low-cost intervention is more likely to be funded. Each alternative will measure the projected costs in 2021 US dollars, which will capture initial, one-time expenditures and the recurring operational costs. Projected costs are broken up by staff, per participant costs, and training. It is assumed participants are only able to go through the program once per year. The staff costs include personnel time and compensation for planning the program, along with additional personnel hires needed for implementation. The physical program costs include personnel compensation and time, overhead, and administration costs. These costs are estimated based on data obtained from existing programs and policies implemented by other law enforcement agencies that are like the proposed alternatives. Each alternative will be scored on a spectrum of low, moderate, and high.

Criteria 2: Effectiveness

This criterion will capture how effective and efficient the alternative is at reducing juvenile offender recidivism. The end goal of diversion is to reduce youth offender's exposure to the criminal justice system and to help them integrate as productive members of society. Thus, the first barrier to accomplishing these objectives is to reduce recidivism or the occurrence of the youth offending. Although it can be difficult to accurately capture recidivism, it is one of the best indicators of success for diversion. I will utilize previous literature as well as my own research to make conclusions about program effectiveness. Alternative effectiveness will be measured by projecting the percent reduction in recidivism and giving an estimate person reduction estimate. These estimates will be based on meta-analysis estimates for an overall basic rate then multiplying the estimated eligible youth; assumptions about eligible youth are in the cost calculation section. Each alternative will be scored on a spectrum of low, moderate, and high.

Criteria 3: Implementation Feasibility

This criterion assesses the level of effort and cooperation it will take stakeholders to implement and sustain an alternative. Implementation feasibility will assess an agency's capacity to carry out the policy alternative, including, the resources and personnel needed, structural and jurisdictional constraints, political climate, among other aspects of implementation. This is an important consideration since law enforcement agencies in Prince George already face challenges with available resources and time. Moreover, the death of George Floyd has put pressure on federal, state, and local officials to defund the police. Lastly, this criterion will assess the degree of cooperation between the State's Attorney, Police Departments, and the Department of Juvenile Services. I will measure implementation feasibility by considering the complexity of establishing new rules and regulations, the necessary personnel, outside agencies, and resources that would need to be involved, along with the structural and jurisdictional pressure that would be necessary

to develop and sustain each policy alternative. Each alternative will be scored on a spectrum of low, moderate, and high.

Criteria 4: Equity

There are currently significant racial disparities in Prince George's juvenile justice system. In 2019, there was 16 black intake complaints for every white intake complaint. To reduce persisting racial disparities, changes must start with law enforcement agencies. Equity refers to ensuring all youth offenders, who commit an act in violation of the law, are treated in an equal, fair, and impartial manner. The equity of each alternative will be measured by its ability to: (1) divert youth away from formal processing in an impartial and fair manner, regardless of race or ethnic background and (2) prevent and reduce minority youth from being formally processed in an unrepresentative or discriminatory rate, in comparison to white youth offenders. This criterion will be scored on a spectrum of low, moderate, and high.

Alternative Evaluation

Alternative 1: Establish a Citation Program

This policy alternative recommends having Prince George Police Department form an official citation program for all juveniles with low-level, misdemeanor offenses. This type of program operates by giving the youth a written warning and not reporting the alleged offense, in lieu of arrest. For example, a 13-year-old boy who stole from a store would be given a written caution and released, assuming the store takes no further action. This would mitigate referring low-level cases to the SAO, especially cases that the SAO would dismiss with no disciplinary action required. The target population would be offenders between the ages of 10 to 17. Other municipal departments would also be able to adopt the Prince George Police Department program in the future.

The PGPD would create the regulations and rules for a formal program. The head of the police department would cooperate with several officers and the State's Attorney Office to create regulations for citing and releasing a youth. An officer would fill out the official citation for the youth and keep a copy to put on file. This would provide a set of standards for all officers and would eliminate any subjective decision-making. Thus, the new standards would increase the use of citations for low-level offenders. A key benefit of this alternative is the department would not be required to send paperwork or citations to the State's Attorney. This option aims to eliminate all first-time offenders, and low-level offense referrals to the State's Attorney.

Analysis

I. Cost

Overall, the program's total projected cost for the first year of implementation is \$90,571 (See Appendix B for calculations). Majority of the start-up costs are attributed to police training and the time it will take for personnel to create the program. After the first year, this option poses little to no costs per youth which is ideal for law enforcement departments facing future budget cuts. Potential recurring costs may be the paper and citation paperwork for written citations, but it is assumed the budget will account for these minor costs. It is also assumed there is no additional refresher training needed after the first year. Thus, the projected overall annual cost is \$90,571, which is extremely **low in cost**.

II. Effectiveness

Evidence shows police-led diversion is more effective at reducing recidivism than traditional court processes (Wilson & Hoge, 2013; Wilson et al., 2018). Moreover, evidence shows there are no meaningful differences between caution and warning programs with and without additional services (Wilson et al., 2017). These findings suggest a warn and release program without additional services, such as the proposed alternative, is the most cost-effective option. It is estimated this program will reduce recidivism by 21% (See Appendix C for calculations). This

equivocates to a reduction of 71 eligible youth in Prince George. This alternative is considered **low in effectiveness**.

III. Implementation Feasibility

For Alternative 1, the implementation process is relatively simple and will not consume department resources. To initiate the program, the head of each police department would cooperate with several officers and the State's Attorney to create the standards and procedures for releasing youth offenders which should not take much time, considering the nature of the program. It is predicted it will take between two to three months for one State's Attorney and four officers to draft up the program; estimated 60 hours for the State's Attorney and 220 hours between four police. Another positive of this alternative is that police would not be required to forward cases to the State's Attorney, which alleviates the burden of paperwork. A downside of the program is it may receive pushback for being too 'soft' on crime. It could also result in an increase in recidivism and crime if youth know they will only receive a warning. Overall, police would not face many constraints which makes it score **high in implementation feasibility**.

IV. Equity

Since all low-level, first time youth offenders apply for the program, it will help remove police subjectivity and racial biases when they encounter a youth. The program will standardize officer procedures for releasing a youth, which will help eliminate any subjectivity when making decisions. Ultimately, by providing specific guidance to officers they should be more likely to use official warnings for youth offenders. However, since the program has a select population target, it does not completely address how to reduce racial biases amongst black offenders with misdemeanors, who do not apply. This alternative is **low in equity**.

Alternative 2: Create a Police-Led Restorative Justice Program

This alternative recommends PGPD implement a police-based diversion program based on mentorship and restorative justice. The program would be established for Prince George Police Department first. From there the smaller, municipal police departments could chose to phase-in the program. Prince George has approximately 23 municipal police departments, some of which have shown interest in establishing a program.

When an officer comes in contact with an eligible youth, either a first-time or misdemeanor offender, they would automatically apply for the program. The officer would then fill out a referral to the SAO within 24 hours in addition to a separate diversion form with the intake request. From there the youth and the guardian would be able to voluntarily participate in the program. If they agree and successfully complete the program, the case would be dismissed. This would result in the youth having no record and limited exposure to the court system. However, the youth would only be allowed to complete the program on their first offense. The State's Attorney and department would keep a file on each completed case to track youth offender recidivism.

Each youth would be assigned an officer to act as their case manager and more importantly, mentor. There are over 1,500 officers in Prince George, and in 2020 there were 563 juvenile arrests (Prince George's County, 2021). If it is assumed approximately 50% of these arrests were

misdeemeanors, then there would be 281 cases eligible for the program, roughly 23 cases per month. Thus, if there were 10 officers assigned as case managers each would mentor 2 to 3 youth per month. The officer would meet with the youth on a semi-regular basis to guide them through the program, including social functions. The program will utilize different tools depending on each juvenile offense and case; different tools may include offender-victim mediation, restitution, community service, and group conferences. The aim of the program is to combine approaches to help reintegrate the youth after they commit a delinquent act.

Analysis

I. Cost

The initial startup costs of this program for staff time and resources were calculated at \$69,204 dollars (See Appendix B for all calculations). Since this program combines different elements of restorative justice, I utilized estimates from the Washington State Institute of Public Policy and Colorado Restorative Juvenile Justice Pilot Programs, which use similar elements (WSIPP, 2019d; Restorative Justice Colorado, 2015). The average cost per participant was calculated to be \$1,1070 dollars. It is assumed the program is carried out through the police department, which donates the space. In addition, police will conduct an annual training in restorative justice practices which is estimated between \$200 to \$425 per officer, depending on their role in the program. Overall, the for the first year of implementation will be approximately \$734,294. However, the total annual average cost was calculated to be is estimated \$510,590, assuming each kid is only allowed to participate in the program once. This alternative is considered **high in cost**.

II. Effectiveness

Despite posing high costs, it is the most effective proposed alternative, with proper implementation. There are very few to no studies on specific police-based restorative justice programs. However, restorative justice in policing has the potential to improve community-policing (Alarid & Montemayor, 2012). Additionally, a study looking at civilian versus police led restorative justice found no substantial difference between recidivism rates (Hipple & McGarrell, 2008). Conclusively, police should be utilized more as gatekeepers to youth diversion since they are the main entry point to the criminal justice system (Schlesinger, 2018). Based on estimates from similar programs, this program is projected to reduce recidivism by 60% (See Appendix C for calculations). This equivocates to a reduction of 202 diverted youth in Prince George. This alternative is considered **high in effectiveness**.

III. Implementation Feasibility

The State's Attorney Office and PGPD will have to collaborate on the program together, which may take time for all parties to reach an agreement on the terms. The State's Attorney Office may be hesitant to change the current system but is interested in creating a diversion program for the department (Anonymous, personnel communication, February 1, 2021). In addition, some police officers may not believe they should be carrying out youth services. Nonetheless, an interview with an officer suggested police want to be involved in their diversion program (Anonymous,

personnel communication, February 1, 2021). Lastly, there are concerns over the department's ability to handle the responsibility of a large program. However, the PGPD is the third biggest department in the state and should be equipped with all the resources to succeed. Overall, this alternative is **moderate in implementation feasibility**.

IV. Equity

Since youth with misdemeanor offenses will automatically apply for the program, this helps reduce racial biases by setting strict parameters for diversion referrals. There would be no subjective bias impacting who is eligible for diversion, which is a huge advantage of the program design. The only main concern for the alternative's equity is participant up-take in the program. In addition, the program would have to select facilitator officers who have positive attitudes of restoration otherwise it could impact equity. To combat this concern, police officers would need to effectively communicate the costs and benefits of the program to the youth and the youth's guardians. Overall, this alternative is **moderate equitable**.

Alternative 3: Community Partnership Model for Diversion

For this alternative, the PGPD would establish their own program by creating public partnerships with community organizations for service coordination. For example, the police agency would work with a local school system or university. Officers would be in charge of finding partner organizations in their designated area and establish cooperation agreements, which would then be approved by the SAO. Essentially, PGPD would be outsourcing community partners to conduct the community service and mentorship. For example, the police agency could work with a local school system or university, Parks and Recreation, or Boys and Girls club. They would set up an agreement with the organization and target first-time offenders and those with misdemeanors.

When an officer comes into contact with a youth offender, they would automatically apply for the program. The officer would still fill out the intake complaint to send to the SAO within 24 hours. The police officer would then reach out to the youth's guardians to provide information on the program and the requirements. From there the youth and the guardian would have to volunteer to participate in the program. Once the SAO gets the case and contacts the police department prior to making a case decision, the police can forward the status of the youth in the program. The SAO then would have the decision to dismiss the case or provide additional oversight and disciplinary requirements for the youth to complete. This would result in the youth being able to stay connected to the community, while also give the youth an opportunity to be diverted prior to court. This options aim is to help reintegrate youth offenders into society and create positive community ties with public entities.

Analysis

I. Cost

To evaluate the annual cost of this program, I utilized cost estimates from a community-based program, Adolescent Diversion Project; the cost per participant is \$1,112 in 2021 dollars (Sturza

& Davidson, 2006). It accounts for overhead and administrative costs. It is assumed the partner entity will be in charge of their own personnel training which eliminates additional training costs. This program's first year costs were calculated at \$380,408 and the annual average costs will be approximately \$374,744 (Appendix B). This alternative's average annual costs remain relatively constant compared to the other programs. It is very likely the program will be sponsored by a non-profit or may be funded through a grant which would take away any financial burden. This alternative is **moderate in costs**.

II. Effectiveness

This alternative's effectiveness will likely vary depending on the partner organization because there won't be standard protocols across organizations. Partnerships will have to follow best practices, connect youth to appropriate services, have high completion rates, and use well-trained staff. Based on averaged recidivism rates for similar service coordination programs, this program will reduce recidivism by 36% which means it would reduce reoffending for approximately 121 diverted youth (Refer to Appendix C). This alternative is considered **moderate in effectiveness**.

III. Implementation Feasibility

PGPD must secure partnerships on their own time, which may be difficult. Moreover, the police department would still need to submit a referral to the SAO and then wait to notify them that the child is in a community program. Lastly, there is no standardization across programs which will make it difficult to obtain data on participant completion and recidivism rate. A potential positive of the program is it reduces police officers' level of responsibility once the partnership is created. Thus, this alternative is **moderate in implementation feasibility**.

IV. Equity

In contrast to the other alternatives, this option does not automatically apply all misdemeanors or low-level offenses to the program; it will depend on the partner organization. Many of these organization may only work with first-time offenders. Since black youth are being arrested disproportionately for misdemeanors, partnerships that do not accept these cases may not improve equity. This alternative is **low in equity**.

Outcomes Matrix

Criteria	Alternatives		
	<i>Alternative 1: Formal Citation Program</i>	<i>Alternative 2 Police-Led Restorative Justice</i>	<i>Alternative 3: Community Partnership Model</i>
Cost* <i>First year and annual average after Year 1</i>	Low (3) Year 1: \$90,571 Annual: \$0	High (1) Year 1: \$734,294 Annual: \$510,590	Moderate (2) Year 1: \$380,408 Annual: \$374,744
Effectiveness** <i>Reduction in recidivism or offending</i>	Low (1) 25% reduction in recidivism ~71 youth	High (3) 39% reduction in recidivism ~202 youth	Moderate (2) 32% reduction in recidivism ~121 youth
Implementation Feasibility	High (3)	Moderate (2)	Moderate (2)
Equity	Low (1)	Moderate (2)	Low (1)
TOTAL Weighted (Raw)	1.65 (8)	1.95 (8)	1.60 (7)

* Cost is reverse scored, since low costs are more desirable.

** Assume baseline recidivism rate for traditional court processing is 50%.

Criteria	Weight
Cost	25%
Effectiveness	30%
Implementation Feasibility	10%
Equity	30%

Assumptions		
Cost	Low	(Below \$199,999)
	Moderate	(\$200,000-499,999)
	High	(Above \$500,000)
Effectiveness	Low	(Below 30%)
	Moderate	(31% to 59%)
	High	(Above 60%)

Recommendation

Based on my analysis, I recommend pursuing Alternative 2: Create a Police-Based Restorative Justice Program. Although this option poses the highest costs, it is predicted to be the most effective option to keep youth offenders out of the criminal justice system, while also reducing further delinquency. In addition, this recommendation is highly equitable which is extremely important to the department and county. This option directly targets misdemeanor offenses which is the largest contributor to disproportionate rates of arrest for black and white youth in the county (Cadoff et al., 2020). As for implementation feasibility, the PGPD and SAO have taken initial steps to create a police-based diversion program, so there should not be much pushback on this type of program. Further, the department is large enough that it has the personnel and resources to successfully implement the program and not be overrun by it. There may also be some spillover effects from the restorative trainings as well; since officers will be trained to understand tenets of restorative justice it may lead to better community-policing and increased positive attitudes towards diversion. Moreover, municipal agencies could adopt the program or sign MOUs with the PGPD to refer youth to their program if the municipal agency is unable to manage their own program. Overall, this option is the best option for Prince George to pursue.

Implementation

Potential Issues

There are three key areas of implementation that will impact the success of the program. These three areas include: program use and quality of services, participant completion rates, and improper funding. Each of these issues is described below. The following section proposes ways to counteract these issues, among other minor barriers.

(1) Program use and quality

- If the law enforcements' use of the program is low, then the program will not impact recidivism or trends in juvenile formal processing (Nadel et al., 2019; Caruthers, 2017; Schwalbe et al., 2012).
- Similarly, the quality of service will impact the effectiveness. Thus, officers will need to be adequately trained and supported to provide high quality services.
- *Potential Solutions:* Use automatic eligibility qualifications for the program and consistently train police officers with credible trainings.

(2) Participation Completion

- If youth do not complete the program, they will be more likely to recidivate, and the program will not be effective (Schwalbe et al., 2012). Thus, the program cannot be successful if participant completion is poor.
- *Potential Solutions:* Effectively communicate with youth the benefits of the program and understand cultural barriers which may impact completion. Keep record of completion and collaborate with other counties to improve completion rates.

(3) Improper Funding

- If the program does not have enough money allocated towards it, then it will not be able to manage the number of cases required and won't be utilized. The program will cease to exist, if under-funded (Bala & Mooney, 2019; Witte & Mooney, 2021).
- *Potential Solutions:* PGPD should not have issues funding the budget. However, the program could be funded through a grant project which could help reduce cost.

Steps Moving Forward

Prince George should implement a police-based mentorship and restorative justice program for the PGPD by first establishing an implementation team, which is recommended (Farrell et al., 2018). When creating an implementation team, it should involve two to six people that can invest in overseeing implementation by developing program protocols and memorandum of understandings (MOUs), securing resources, collecting data, and addressing the barriers. The team could be made up of human resources positions, police officers, policy or program managers, and attorneys. The implementation team can be disbanded after the first year of implementation, assuming the program makes necessary adjustments and is successful by the end of the first year.

Prince George must allocate room in the budget for the program for at least three to five years. The county and police department should work together to potentially cost save in some areas of the budget, if necessary. Moreover, the county and officers may be able to apply for a grant to fund

the program, which has been done in surrounding counties. It is vital the program have enough funds for the first year, along with the subsequent years, in order for the program to be sustained and properly used (Witte & Mooney, 2021). If the program is underfunded, the police will not be able to manage all cases that automatically apply, the program will become over-run, and/or it will cease to exist.

Once the implementation team is created and funding is secured, the team must meet with their State's Attorney (SA) to discuss legal considerations. The States' Attorney is an important player that must be on board with the program to effectively implement. This is arguably the most important step because it is when key stakeholders define their intent and goals of the program. Additionally, they must clearly define the target population and the specifications for youth to automatically apply for the program. By setting up a target population that automatically applies, it reduces the likelihood of an under-utilized program or low participant take-up of the program, which could reduce the effectiveness (Nadel et al., 2019; Caruthers, 2017; Schwalbe et al., 2012). Furthermore, establishing automatic eligibility helps to promote equity and reduces potential long-term consequences of court exposure (Bala & Mooney, 2019).

In addition, the team should determine if and how police submit referrals to the SAO. It may be beneficial to review the current MOUs the police departments have with the SAs for their referral requirements. Another potential implementation barrier is excessive paperwork, so the two entities should work to cut down and consolidate how the SA wants to receive referrals or paperwork for the program (Walby, 2008). The State's Attorney office may be resistant to changing the referral process completely, so it is likely the police will still need to send referral paperwork to the SAO for them to review. Appendix D and Appendix E provide examples of a diversion agreement and youth service plan used by another police agency that could be models for the PGPD.

The implementation team will then need to consult with officers and set training requirements. There should be ten to 20 police that volunteer as mentor advisors; the number of volunteers can be higher but should not be lower than ten to avoid case overload; ideally, there should be less than a 4:1 youth to officer ratio at any given time. The officers should volunteer, but ideally receive recommendations or referrals from other officers to determine their suitability as a mentor. This will also help to select officers who support diversion and will serve as good role models. The department should create a diverse pool of mentor advisors to best serve the youth and maintain high equity standards. Youth should be strategically paired to an advisor that will be a good fit for the youth (Wilson, Brennan, & Olaghere, 2018). Pairing the youth with a mentor who they connect with will help them buy into the program and increase their likelihood of completion.

The implementation team will need to design and lay out the exact protocols for the diversion program. For instance, once a youth is entered in the program, they will need to complete an apology and community service. They should outline how youth requirements are assigned based on the case severity. It may be beneficial to adopt an assessment tool to eliminate subjectivity and consult other programs as well. Once the program requirements and potential practices are determined, officer training requirements will need to be set. If the mentorship and restorative justice is low quality, it will reduce the effectiveness of outcomes (Wilson et al., 2018). This is also why it is important to consistently train officers and keep a low youth to officer ratio because over-worked officers can lead to poor quality mentorship and case management.

Once the program is ready to put into action it will be important to have administration in the police department or the county's human resources department to keep clear, up-to-date records

of the program (Farrell et al., 2018; Witte & Mooney, 2021). This data should be reviewed after each quarter the first year of implementation to determine the average volume of cases per fiscal quarter, participation completion rates, and recidivism rates. This will be important to make adjustments to the program and monitor program effectiveness. After the initial year, the reports can be reviewed bi-annually or annually. It is important to collect uniform data on the program to be able to evaluate the implementation outcome.

Lastly, the program should be implemented in phases. Prince George Police Department should receive the program first because they're well-staffed, have the resources, and are the primary department in the county with the largest volume of youth interactions. After a year of implementation at the county level, municipal agencies could be allowed to phase-in the program by adopting it themselves or collaborating with PGPD.

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Appendix

Appendix A - Prince George Juvenile Arrests in 2020, Offense & Race

https://docs.google.com/spreadsheets/d/1wARHZLnzoaqWy0s4_B1pfHjQaNz3Pa889tOCVNTXtlM/edit?usp=sharing

Data retrieved from: <https://www.princegeorgescountymd.gov/3499/Arrest>

Appendix B – Cost Analyses

Alternative 1: Caution and Warning Program		
Cost Assumption	Estimate	Justification
Staff Cost	\$10,024	Opportunity cost of staff time spent on program creation. There will need to be cooperation between police and county attorneys.
<i>State's Attorney</i>	\$5,760	Time spent on implementation and monitoring the legal process. Estimate a State's Attorney spends 5 hours per week, for three months collaborating on the program requirements, design, and approval. Prince George State's Attorney salary is \$199,003 ¹ . > <i>Calculated:</i> (\$96 hourly wage) * (5 hours) * (12 weeks) * (1 person) = \$5,760
<i>Police</i>	\$4,264	Team of four police officers help to design the program. Each officer spends 5 hours per week, for three months. Annual average salary is \$55,449 which is a \$26.65 hourly wage ² . > <i>Calculated:</i> (\$26.65 hourly wage) * (5 hours) * (8 weeks) = (\$1,066) * (4 officers) = \$4,264
Warning Cost	\$0	Physical costs of the program based on participants.
<i>Eligible Youth Per Year</i>	337	Eligible youth are youth with low-level, misdemeanors. PGPD calculation of eligible averaged 2020, 2019, and 2018 juvenile arrests reported by the department ³ . Based on reports, it was estimated roughly 60% of cases are misdemeanors ⁴ . > <i>Calculated:</i> (561 average arrests) * (0.60 misdemeanors) = 337 eligible youth
<i>Program Cost Per Participant</i>	\$0	Cost per participant is \$0 because youth receive a formal warning, with no other services. The time the officer takes to write the warning and call the parents to discuss behavior would be in replace of the officer's time spent taking the youth to the station to process. In addition, youth can participate in this program multiple times in a year. However, it does not impact costs per participant.
Training Cost	\$80,547	Police will need to be trained on how to implement the program. The training will be one day to review their roles and responsibilities. The training does not need to be held annually, only during initial implementation. It is assumed annual training is not needed due to the nature of the program.
<i>Police Force</i>	1,500	Number of sworn officers in Prince George.
<i>Cost per Officer</i>	\$80,547	Two-hour online training to review protocols of new program. Training will be split into two-days to manage the number of officers. It will be run by the attorney and officers who designed the program. > <i>Calculated:</i> (\$96 hourly wage) * (2 hours) * (2 days) * (1 attorney) = \$384 (\$26.65 hourly wage) * (2 hours) * (2 days) * (4 officers) = \$426 (\$26.65 hourly wage) * (2 hours) * (1,496 officers) = \$79,737 = (\$384) + (\$426) + (\$79,737) = \$80,547

¹ <https://www.mdcountries.org/DocumentCenter/View/1907/2018-Salary-Survey>

² https://www.glassdoor.com/Salary/Prince-George-s-County-Police-Department-Police-Officer-Salaries-E146369_D_KO41,55.htm#:~:text=Total%20Pay%20Average,can%20range%20from%20%2452%2C996%20%2D%20%2469%2C300.

³ <https://www.princegeorgescountymd.gov/3499/Arrest>

⁴ https://djs.maryland.gov/Documents/DRG/Data_Resource_Guide_FY2020.pdf

Total Cost Year 1:	\$90,571
<i>Total Annual Cost</i>	<i>\$0</i>
<i>After Year 1:</i>	

Alternative 2: Police-Based Restorative Justice		
Cost Assumption	Estimate	Justification
Staff Cost	\$69,204	Prince George staff time needed to form the program.
<i>Program Manager</i>	<i>\$55,449</i>	Program will need a coordinator in charge of the project. Assume this will require hiring a police officer to manage the program. This may mean hiring a current employee, thus, posing a time cost. > <i>Calculated:</i> (\$55,449 year salary) * (1) = \$55,449
<i>State's Attorney</i>	<i>\$5,760</i>	Time spent on implementation and monitoring the legal process. Estimate State's Attorney spends 5 hours per week, for three months collaborating on the program requirements, design, and approval. Prince George State's Attorney salary is \$199,003 ⁵ . > <i>Calculated:</i> (\$96 hourly wage) * (5 hours) * (12 weeks) = \$5,760
<i>Police</i>	<i>\$7,995</i>	Five police will collaborate on the program design. They will spend 5 hours each for three months. > <i>Calculated:</i> (\$26.65 hourly wage) * (5 hours) * (12 weeks) = (\$1,599) * (5 officers) = \$7,995
Program Cost	\$360,590	Program cost per participant including their case coordination, supervision, and provided services.
<i>Eligible Youth Per Year</i>	<i>337</i>	Eligible youth are youth with low-level, misdemeanors. PGPD calculation of eligible averaged 2020, 2019, and 2018 juvenile arrests reported by the department ⁶ . Based on reports, it was estimated roughly 60% of cases are misdemeanors ⁷ . Youth are only able to participate in the program once per year. > <i>Calculated PGPD eligible youth:</i> (561 average arrests) * (0.60 misdemeanors) = 337 eligible youth
<i>Per Participant Program Cost</i>	<i>\$1,070</i>	This estimate is the average of several Restorative Justice process types involved in the Colorado ⁸ . It includes a variety of components, including eligibility screening, case coordination, conference, victim-mediation, monitoring the participant agreement, and case closure. > <i>Calculated:</i> (\$2,217) + (\$857) + (\$715) + (\$503) + (\$799) + (\$1,136) + (\$1,083) + (\$1,251) / (8) = (\$1,070 per person)
Training Cost	\$454,500	Police will need to be trained in restorative justice practices and learn how to implement the program. Assume 20 officers need extensive training as a facilitator. The remaining 1,480 officers need training in general restorative justice practices.
<i>Police Force</i>	<i>1,500</i>	Prince George police force ⁹ .
<i>Cost per Officer</i>	<i>\$200 - 425</i>	The training will be given through a certified program. Estimates are taken from certified programs used by another department ¹⁰ .

⁵ <https://www.mdcounties.org/DocumentCenter/View/1907/2018-Salary-Survey>

⁶ <https://www.princegeorgescountymd.gov/3499/Arrest>

⁷ https://djs.maryland.gov/Documents/DRG/Data_Resource_Guide_FY2020.pdf

⁸ Restorative Justice Colorado. "A Cost Analysis of Colorado's Restorative Justice Juvenile Justice Pilot Programs". August 2015. https://www.rjcolorado.org/_literature_153967/Cost_Analysis_of_Colorado%E2%80%99s_Restorative_Juvenile_Justice_Pilot_Programs

⁹ <https://www.princegeorgescountymd.gov/345/Police>

¹⁰ <https://www.harrisonburgva.gov/sites/default/files/Police/files/Restorative-Justice/Q%20%20A%20Restorative%20Justice-March%2019%202015.pdf>

		<p>> <i>Calculated initial training:</i> (\$200 training¹¹) * (1,480 field officers) + (\$425 training¹²) * (20 command staff) = \$304,500</p> <p>> <i>Calculated annual refresher training:</i> (\$100 annual training¹³) * (1,500 officers) = \$150,000</p>
Total Cost Year 1:	\$734,294	
<i>Total Annual Cost</i>	<i>\$510,590</i>	
<i>After Year 1:</i>		

Alternative 3: Community Partnership Diversion		
Cost Assumption	Estimate	Justification
Staff Cost	\$10,024	Opportunity cost of staff time spent on initiating the program.
<i>State's Attorney</i>	<i>\$5,760</i>	Time spent on implementation and monitoring the legal process. Estimate State's Attorney spends 5 hours per week, for three months collaborating on the program requirements, design, and approval. Prince George State's Attorney salary is \$199,003 ¹⁴ . > <i>Calculated:</i> (\$96 hourly wage) * (5 hours) * (12 weeks) * (1 person) = \$5,760
<i>Police</i>	<i>\$4,264</i>	Police officer average annual salary is \$55,449 ¹⁵ . Estimate 4 officers spend 5 hours per week findings local partnerships, for two months. > <i>Calculated:</i> (\$26.65 hourly wage) * (5 hours) * (8 weeks) = (\$1,066) * (4 officers) = \$4,264
Partnership Cost	\$374,744	Physical costs of the program based on the number of eligible participants. This includes staff time, rental space, and services.
<i>Eligible Youth Per Year</i>	<i>337</i>	Eligible youth are youth with low-level, misdemeanors. PGPD calculation of eligible averaged 2020, 2019, and 2018 juvenile arrests reported by the department ¹⁶ . Based on reports, it was estimated roughly 60% of cases are misdemeanors ¹⁷ . Youth are only able to participate in the program once per year. > <i>Calculated PGPD eligible youth:</i> (561 average arrests) * (0.60 misdemeanors) = 337 eligible youth
<i>Program Cost Per Participant</i>	<i>\$1,112</i>	Per participant program cost estimate based on community-based program, Adolescent Diversion Project ¹⁸ . It is an 18-week intervention carried out by a university in the community. Estimate includes overhead and administrative costs.
Training Cost	\$0	No police training is required. The contract entity is in charge of their own personnel training.
<i>Police Force</i>	<i>1,500</i>	Number of officers in Prince George ¹⁹ .

¹¹ <https://zehr-institute.org/online-courses/law-enforcement-through-restorative-justice-peacebuilding-in-the-community/>

¹² <https://www.fairfieldcenter.org/restorative-justice-training/>

¹³ <https://emu.edu/now/news/2017/zehr-institute-restorative-justice-hosts-online-course-police-community-partnerships/>

¹⁴ <https://www.mdcounties.org/DocumentCenter/View/1907/2018-Salary-Survey>

¹⁵ https://www.glassdoor.com/Salary/Prince-George-s-County-Police-Department-Police-Officer-Salaries-E146369_D_KO41,55.htm#:~:text=Total%20Pay%20Average,can%20range%20from%20%2452%2C996%20%2D%20%2469%2C300.

¹⁶ <https://www.princegeorgescountymd.gov/3499/Arrest>

¹⁷ https://djs.maryland.gov/Documents/DRG/Data_Resource_Guide_FY2020.pdf

¹⁸ <https://crimesolutions.ojp.gov/ratedprograms/332#eo>

¹⁹ <https://www.princegeorgescountymd.gov/345/Police>

<i>Cost per Officer</i>	\$0	Training for police force is not required. The contracted private entity is in charge of their own training, which will be solidified in the MOU.
Total Cost Year 1	\$384,768	
<i>Total Annual Cost</i>	<i>\$374,744</i>	
<i>After Year 1</i>		

Appendix C – Effectiveness Calculations

Alternatives	Data	
<i>Alternative 1</i>	% Reduction	Sources
	21%	(Wilson & Hoge, 2013)
<i>Alternative 2</i>	% Reduction	Sources
	60%	(McGovern & Field, 2016)
<i>Alternative 3</i>	% Reduction	Sources
	36%	(Schwalbe et al., 2012)

**Assume youth only participate in program once in a year.*

Alternative 1: Calculations
➤ Person reduction: $(0.21) * (337 \text{ eligible youth}) = 71 \text{ youth}$
Alternative 2: Calculations
➤ Person reduction: $(0.60) * (337 \text{ eligible youth}) = 202 \text{ youth}$
Alternative 3: Calculations
➤ Person reduction: $(0.36) * (337 \text{ eligible youth}) = 121 \text{ youth}$

Appendix D - Police Department Diversion Agreement²⁰

DIVERSION AGREEMENT

Youth Name: _____ Parent or Guardian: _____

This agreement sets forth the conditions under which the above-named youth, with the express consent of his/her parent or guardian will enter the Police Department's Community-Based Juvenile Diversion Program:

I, _____, do hereby, voluntarily and after having been provided a full opportunity to ask questions, and to discuss this matter with a parent or legal guardian, agree to the following:

1. On _____ I did engage in the following, which constitutes a violation of state and/or municipal law:

In return for the Department's agreement not to pursue criminal charges against me, I agree to meet the following conditions for this Diversion program:

Restorative Justice Elements	Community Service Elements	Counseling and Service Plan
<input type="checkbox"/> Restitution Payment \$ _____ <input type="checkbox"/> Letter of Apology <input type="checkbox"/> Mediation Session w. Victim <input type="checkbox"/> Other: _____ _____	<input type="checkbox"/> _____ Hours Community Service Service Program Options Include: 1. _____ 2. _____ 3. _____	<input type="checkbox"/> Adhere to the attached Youth Service Plan form.
<input checked="" type="checkbox"/> Avoid any future status or criminal offenses		<i>These terms are to be met not later than:</i> _____

I understand that should I fail to comply with the conditions set forth in this agreement, the Cambridge Police Department may institute criminal charges against me for the conduct described above in paragraph 1.

Signatures:

 Youth

 Parent/Guardian

 Officer

 Date of Agreement

 Unit Supervisor

Closeout:

I certify that the youth listed above has: **Completed** **Failed** the terms of this diversion contract.

Officer's Name and Signature: _____ Date: _____

²⁰

Appendix E – Youth Offender Service Plan²¹**Youth Service Plan**

Youth Name: _____

Date: _____

Part A. Goals

Risk Area	Goal
Select a risk area	
Select a risk area	
Select a risk area	
Select a risk area	
Select a risk area	
General	<input type="checkbox"/> Avoid all status and criminal offenses <input type="checkbox"/> Attend all recommended services as listed in Part B <input type="checkbox"/> Observe terms of a Diversion Contract

Part B. Referrals to Safety Net Partners and Community Service Providers

Program or Resource Referred To	Provider	Date Referred	Risks Areas Addressed

Part C. Additional Notes:

Closeout:

I certify that the youth listed above has: **Completed** **Failed** the terms of this Youth Service Plan.
 Officer's Name and Signature: _____ Date: _____

²¹ Ibid.