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TECHNICAL
REPORT

Los Angeles County
Juvenile Justice
Crime Prevention Act

Fiscal Year 2004–2005 Report

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with

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Probation Department

Prepared for the Los Angeles County Probation Department



RAND INFRASTRUCTURE, SAFETY, AND ENVIRONMENT

The research described in this report was conducted within RAND Infrastructure, Safety, and Environment (ISE), a division of the RAND Corporation, for the Los Angeles County Probation Department.

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PREFACE

In 2000, the California State Legislature passed the Schiff-Cardenas Crime Prevention Act, which authorized funding for county juvenile justice programs and designated the Corrections Standards Authority (CSA), formerly named the Board of Corrections, the administrator of funding. A 2001 Senate Bill extended the funding and changed the program's name to the Juvenile Justice Crime Prevention Act (JJCPA). This effort was designed to provide a stable funding source to counties for juvenile programs that have been proven effective in curbing crime among at-risk and young offenders.

The CSA is required to submit annual reports to the California State Legislature measuring the success of JJCPA. The legislation identified six specific outcome measures ("the big six") to be included in annual reports from each of the individual JJCPA programs. These outcome measures are (1) successful completion of probation, (2) arrests, (3) probation violations, (4) incarcerations, (5) successful completion of restitution, and (6) successful completion of community service. Each county can also supply supplemental outcomes to measure locally identified service needs. JJCPA programs were first implemented in the summer and fall of 2001 and are now in their fourth year of funding.

The RAND Corporation was funded by the Los Angeles County Probation Department to conduct the evaluation of the county's JJCPA programs, including analyzing and reporting findings to the CSA. This report contains a summary of the fiscal year 2004–2005 (FY04–05) findings reported to the CSA, as well as additional program information gathered by the Los Angeles County Probation Department based on its oversight and monitoring of program implementation and outcomes. The report is a collaboration between RAND and the Los Angeles County Probation Department, whose mission is to promote and enhance public safety, ensure victims' rights, and facilitate the positive behavior change of adult and juvenile probationers.

This report should be of interest to researchers, policymakers, and practitioners interested in the effectiveness of intervention programs for at-risk youths and those involved in the juvenile justice system.

The RAND Safety and Justice Program

This research was conducted under the auspices of the Safety and Justice Program within RAND Infrastructure, Safety, and Environment (ISE). The mission of RAND

Infrastructure, Safety, and Environment is to improve the development, operation, use, and protection of society's essential physical assets and natural resources and to enhance the related social assets of safety and security of individuals in transit and in their workplaces and communities. Safety and Justice Program research addresses occupational safety, transportation safety, food safety, and public safety—including violence, policing, corrections, substance abuse, and public integrity.

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SUMMARY

THE JUVENILE JUSTICE CRIME PREVENTION ACT

In 2000, the California State Legislature passed the Schiff-Cardenas Crime Prevention Act, which authorized funding for county juvenile justice programs and designated the Board of Corrections (BOC) the administrator of funding. A 2001 Senate Bill extended the funding and changed the program's name to the Juvenile Justice Crime Prevention Act (JJCPA). This effort was designed to provide a stable funding source for juvenile programs that have been proven effective in curbing crime among at-risk and young offenders.

Administration of the JJCPA program is currently the responsibility of the Corrections Standards Authority (CSA), formed in July 2005 by merging the BOC and the Commission on Correctional Peace Officer Standards and Training (CPOST). The CSA is required to submit annual reports to the California State Legislature measuring the success of JJCPA. The legislation identified six specific outcome measures ("the big six") to be included in annual reports from each of the individual JJCPA programs. These outcome measures are (1) successful completion of probation, (2) arrests, (3) probation violations, (4) incarcerations, (5) successful completion of restitution, and (6) successful completion of community service.¹ Each county can also supply supplemental outcomes to measure locally identified service needs.

JJCPA in the Context of Los Angeles County Probation Department Programs

JJCPA represents one of the major programs administered by the Los Angeles County Probation Department, whose mission is to promote and enhance public safety, ensure victims' rights, and facilitate the positive behavior change of adult and juvenile probationers. In FY04–05, the state allocated just less than \$28 million to Los Angeles County for JJCPA programs and services. This represents roughly one-third of juvenile field expenditures, one-quarter of detention expenditures, and more than one-third of camp expenditures, or almost 10 percent of all juvenile expenditures.

JJCPA programs were designed to complement and leverage other probation resources for at-risk and delinquent youths in the juvenile justice system. The leveraging

¹ For at-risk youths, only arrests and incarcerations are reported, since the other four measures relate to conditions of probation.

of resources allows the Deputy Probation Officer (DPO) to shape a plan that builds on the strengths of each youth and is uniquely responsive to service needs. In collaboration with school officials, parents, and community partners, JJCPA DPOs are able to coordinate service plans that include various school- and community-based resources.

The Los Angeles County Probation Department submitted program evaluation designs, approved by the BOC, that used quasi-experimental methods. Programs utilized a group of youths with characteristics similar to those of program youths where appropriate, and a pre/post measurement design in instances where no appropriate comparison group could be identified. Generally, outcomes for program participants are measured for a six-month period after starting the program, or after release into the community (for camp and juvenile hall programs). In addition to the “big six,” the Los Angeles County Probation Department, working with the BOC (and later with the CSA), defined supplemental outcomes specific to each program, which are also reported to the CSA on an annual basis.

Some discussion of the “big six” is in order. The CSA does not rank the relative importance of these measures, nor is there any universally accepted relative importance of these measures of recidivism. For its planning purposes, Los Angeles County has ranked these in order, from most important to least important, in the view of Probation Department standards: successful completion of probation, arrests, probation violations, incarcerations, successful completion of restitution, and successful completion of community service. An ideal outcome would be for no program youths to be arrested, incarcerated, or in violation of probation; and for all to complete probation as well as (if applicable) community service and restitution. However, since for most JJCPA programs the “big six” outcomes are only measured for six months after entry into the program,² and because most youths’ term of probation runs from 12 to 18 months, in practice a 100 percent completion of probation rate is not a realistic expectation. For all the “big six” measures, the most important metric is whether program youths performed significantly better than comparison youths, not the absolute value of any given outcome. We would also note that because program youths are more closely supervised than youths on routine probation, it would not be surprising to find that program youths show more probation violations than comparison youths.

² For programs based in juvenile hall, the “big six” outcomes are measured for the six months after the youth returns to the community, rather than from program start.

PROGRAM CHANGES AND ENHANCEMENTS IN FY04–05

Based in part on program outcome analyses from previous years, recommendations from RAND, and stakeholder input, the Probation Department made several significant enhancements to JJCPA during FY04–05. These enhancements are detailed in Table S.1, which compares JJCPA programs from FY04–05 with those from FY01–04.

**Table S.1
Programs in the Three JJCPA Initiatives in FY04–05**

FY04–05 Initiative and Programs	FY01–04 Initiative
I. Enhanced Mental Health Services initiative	
Mental Health Screening, Assessment, and Treatment (MH)	Mental Health
Community Treatment Facilities (CTF)	Mental Health
Multisystemic Therapy (MST)	Mental Health
II. Enhanced Services to High-Risk/High-Need Youth initiative	
Special Needs Court (SNC)	Mental Health
Youth Substance Abuse Intervention (YSA)	School Success
Young Women at Risk (YWAR)	School Success
High-Risk/High-Need (HRHN)	N/A
III. Enhanced School- and Community-Based Services initiative	
Abolish Chronic Truancy (ACT)	School Success
After-School Enrichment and Supervision (PARKS)	School Success
Housing-Based Day Supervision (HB)	School Success
Inside-Out Writers (IOW)	School Success
School-Based Middle School (SBMS) and High School (SBHS) Probation Supervision	School Success

Training Enhancements

The focus of this training was to strengthen service delivery through increased collaboration and case management interventions. The trainings included Los Angeles Risk and Resiliency Checkup (LARRC), Strength-Based/Family-Focused Case Management Skills training, and Social Learning Model (SLM) training.

Program Implementation and Enhancements

FY04–05 is the first year that substantial program changes were made in response to observed outcomes. In response to program and contract monitoring reviews, family and participant needs, and stakeholders’ feedback, the following JJCPA enhancements were implemented in FY04–05: (1) restructuring of the Gang Intervention, Intensive

Transition, and Gender-Specific programs into the new High-Risk/High-Need (HRHN) program; (2) implementation of family-based interventions; (3) parental skills training; (4) School Safety Collaboratives/Safe Passages program; (5) increased emphasis on skill-building training and activities for JJCPA youths; and (6) Correctional Program Assessment Inventory (CPAI) training of Contract Monitoring staff.

In addition, during this fiscal year, the Probation Department focused on strengthening program fidelity by administering LARRC to all probationers, and utilizing LARRC scores in program placement and offering social learning theory training for JJCPA DPOs to help them align program practices with evidence-based theory.

PROGRAMS AND OUTCOMES IN INITIATIVE I: ENHANCED MENTAL HEALTH SERVICES

Before JJCPA, the Los Angeles County Probation Department processed juvenile referrals in a manner similar to most probation departments in California, offering crisis intervention services only. There was no dedicated court to address youths with severe mental health issues, few if any placement options for crossover populations, and no cost-effective family-based community treatment service. These problems were addressed in FY04–05 by three programs within the Enhanced Mental Health Services initiative: Mental Health Screening, Assessment, and Treatment (MH); Community Treatment Facilities (CTF); and Multisystemic Therapy (MST).

Summary of Outcomes for the Enhanced Mental Health Services Initiative

Overall, JJCPA youths in the mental health initiative showed higher completion of community service rates than youths in the comparison groups. Program youths also had higher school attendance rates, and fewer suspensions and expulsions, in the school term after entering the program than in the term before entering the program. However, program youths had higher arrest rates than comparison youths, more probation violations, and lower completion of restitution rates. Program and comparison youths were very similar in incarceration rates and completion of probation rates.

PROGRAMS AND OUTCOMES IN INITIATIVE II: ENHANCED SERVICES TO HIGH-RISK/HIGH-NEED YOUTH

The High-Risk/High-Need initiative targets youth at the highest risk and those with the highest need in the JJCPA program. Programs and services in this initiative include Special Needs Court (SNC), Youth Substance Abuse Intervention (YSA), the community-based Young Women at Risk (YWAR), and the new High-Risk/High-Need

(HRHN) program. Many of the youths participating in this initiative are gang involved, drug and alcohol users, and low academic performers; have mental health issues and multiple risk/needs factors across multiple domains; and pose a high risk for committing new crimes. Therefore, consistent with juvenile justice research, the initiative targets higher-risk offenders and criminogenic risk/need factors, considers responsivity factors, and employs social learning approaches.

Summary of Outcomes for the Enhanced Services to High-Risk/High-Need Youth Initiative

Overall, program youths in the Enhanced Services to High-Risk/High-Need Youth initiative had lower arrest and incarceration rates, and higher completion of probation, restitution, and community service rates, than comparison group youths. All of these differences were statistically significant except for the completion of community service rate, which was not statistically testable because of small sample size. Program youths did, however, also have significantly higher probation violation rates than comparison group youths. Supplemental outcomes were available for only two of the four programs in this initiative, but these were significantly improved in the six months after entering the program, as compared with six months before entering the program. The HRHN program was initiated too late in the fiscal year to report outcomes for FY 04-05. Given the makeup of this program, we would expect HRHN youths to show relatively high rates of probation violations

PROGRAMS AND OUTCOMES IN INITIATIVE III: ENHANCED SCHOOL- AND COMMUNITY-BASED SERVICES

The school-based program is at the core of this initiative and has as its main objective the reduction of crime and delinquency in 85 high-risk neighborhoods by targeting school-based probation supervision and services for the population of probationers and at-risk youths in the schools. A secondary goal is enhanced protective factors through improved school performance. The 85 targeted neighborhoods were identified as the most crime-impacted neighborhoods in Los Angeles County on the basis of number of youths on probation at the schools, rate of overall crime, rate of juvenile crime, rate of substance abuse, rate of child abuse and neglect, and number of residents below the poverty level.

Programs and services included in this initiative are School-Based Middle School (SBMS) and High School (SBHS) Probation Supervision for probationers and at-risk

youths; Abolish Chronic Truancy (ACT); After-School Enrichment and Supervision (PARKS); Housing-Based Day Supervision (HB); and Inside-Out Writers (IOW). A total of 22,046 youths received services from programs in the school-based initiative during the JJCPA program's FY03–04.

Summary of Outcomes for the Enhanced School- and Community-Based Services Initiative

Taken as a whole, youths in the Enhanced School- and Community-Based Services initiative showed improvements in the primary program goals of completion of probation, restitution, and community service, as well as a decrease in arrests and incarcerations, although the differences in arrest rates were marginal. In contrast to the other initiatives, youths in the School- and Community-Based Services initiative had marginally lower rates of probation violations than did comparison group youths. For the programs that used educational measures as supplemental outcomes, school attendance improved significantly in the term following program entry, as compared with the previous term, along with significant reductions in school suspensions and expulsions. Other supplemental outcome measures in this initiative were mixed, with some showing significant improvement while others did not.

EFFORTS TO IMPROVE QUALITY OF JJCPA PROGRAMS

RAND conducted site visits in FY04–05 to 11 community-based organizations (CBOs) that provided services for JJCPA participants in order to assess the extent to which these organizations were providing treatment services consistent with “best-practices” principles. Home-based programs were found to be serving only a small fraction of their capacity, and only half reported regular contact with the Probation Department. Programs complained about the low number of referrals received and about poor communication with the Probation Department. Most employment-based programs reported no self-evaluation. Contact between the programs and the Probation Department was generally viewed as irregular, and funding was mostly seen as insufficient. Implementation issues included low referrals, poor communication, inadequate screening before referral, and unmotivated participants.

In addition to RAND's site visits to CBOs, Edward Latessa, a juvenile justice expert from the Center for Criminal Justice Research at the University of Cincinnati, pilot-tested the use of the Correctional Program Assessment Inventory (CPAI) as a tool for measuring how closely JJCPA programs meet known principles of effective

correctional treatment. The pilot test evaluated home-based services of males in the Inter-Agency Drug Abuse Recovery Program (I-ADARP). The CPAI assessment of I-ADARP resulted in an overall program score of 35.5 percent, or “unsatisfactory.” In the coming year, the Probation Department plans to use the CPAI as a tool for auditing fidelity in program design and implementation for all JJCPA programs.

JJCPA PER CAPITA COSTS

A total of 30,933 youths were served in JJCPA in FY04–05, at a total cost of \$30,153,382, or \$975 per participant.³ As one might expect, some programs had lower per capita costs than others. In general, the larger programs, such as Mental Health Screening, Assessment, and Treatment (MH), had the lowest per capita costs, while the programs that offered more extensive services to a smaller population, such as Special Needs Court (SNC), had higher per capita costs. Table S.2 shows the total budget for each program, the number of youths served in FY04–05, and the cost per program participant. Overall, the cost per youth in the Enhanced Mental Health Services initiative in FY04–05 was \$434, while the Enhanced Services to High-Risk/High-Need Youth initiative cost \$14,173 per youth served, and the Enhanced School- and Community-Based Services programs spent \$811 per youth.

³ The number of youths served in FY04–05 is greater than the number of youths for whom outcome measures were reported to the CSA, because the time frames are different. Because our cost estimates include arrests during the six-month eligibility mandated for “big six” outcomes, the number of program youths will match the number used to report outcomes to the CSA, not the total number served during the fiscal year.

**Table S.2
FY04–05 Per Capita Costs, by JJCPA Program**

Initiative/Program	Youths Served	Budget	Per capita
MH	14,357	\$5,329,354	\$371
CTF	120	\$643,224	\$5,360
MST	80	\$351,740	\$4,397
Enhanced Mental Health Services initiative	14,557	\$6,324,318	\$434
SNC	83	\$1,119,399	\$13,487
YSA	157	\$1,160,468	\$7,392
YWAR	266	\$2,174,257	\$8,174
Enhanced Services to High-Risk/High-Need Youth initiative ⁴	789	\$4,454,124	\$8,803
SBHS	7,844	\$8,451,438	\$1,077
SBMS	1,817	\$1,272,809	\$701
ACT	3,762	\$227,169	\$60
PARKS	1,371	\$1,076,900	\$785
HB	350	\$1,418,727	\$4,054
IOW	443	\$199,858	\$451
Enhanced School- and Community-Based Services initiative	15,587	\$12,646,901	\$811
All programs ⁵	30,933	\$30,153,382	\$975

Components of Cost

In addition to the costs of delivering JJCPA services in the various programs, there are also other costs incurred by JJCPA participants. These include the cost of supervision for those on probation, the cost of juvenile hall for those who spend time in the halls, the cost of juvenile camp for those assigned to camp, the cost of receiving a technical violation of probation, and the various costs associated with being arrested and going to

⁴ Totals for Initiative II do not include those for the HRHN program. In addition to the 283 youths who received services in the HRHN program, the budget allocated to HRHN (\$6,728,039) also paid for an unknown number of participants in other programs that were discontinued during FY04–05, or incorporated into the HRHN program.

⁵ In contrast to the Initiative II totals, the total costs for all programs, and the total number of youths served, does include those for HRHN.

court. We have also included, as a “negative” cost, the benefits of increased school attendance for youths in the school-based programs. In our analysis of overall JJCPA costs, we have attempted to estimate each of these costs on a daily basis in order to calculate the actual cost of each individual participant.

It should be emphasized that these are *estimated* costs, based on the best information available at the time of this report. Most involve calculations involving estimates provided by the Probation Department, or from publicly available data. These analyses are not intended to provide exact costs, but to give an indication of approximate trends for each program, and to allow comparisons between program participants in the six months after entering JJCPA programs versus the six months before entering.

Total Cost of Programs and Initiatives

Table S.3 shows the mean total cost per participant in JJCPA programs in FY04–05. Weighted averages are also shown for each initiative. It should be noted that the costs for each initiative are largely driven by the costs of the program or programs in that initiative that serve the most participants. Thus, CTF and MST costs have very little influence on the overall costs of the Enhanced Mental Health Services initiative, since the vast majority of youths served within that initiative are in the MH program.

Table S.3
Total Juvenile Justice Costs by Initiative

Initiative/Program	Follow-up	Baseline	Participants
MH	\$12,144	\$7,147	10,504
CTF	\$9,484	\$5,037	66
MST	\$8,027	\$5,165	66
Enhanced Mental Health Services initiative	\$12,102	\$7,122	10,636
SNC	\$26,852	\$19,393	32
SA	\$8,321	\$4,710	204
YWAR	\$5,718	\$0	257
Enhanced Services to High-Risk/High-Need Youth initiative	\$8,167	\$3,208	493
SBHS-PROB	\$4,338	\$5,018	4,043
SBHS-AR	\$1,004	\$133	490
SBMS-PROB	\$4,260	\$3,589	280
SBMS-AR	\$530	\$19	820
ACT	\$53	\$0	2,202
PARKS	\$945	\$367	730
HB	\$3,738	\$1,262	199
IOW	\$11,115	\$9,252	541
Enhanced School- and Community-Based Services initiative	\$2,925	\$2,891	9,305
All programs	\$7,828	\$5,101	20,434

As we might expect, overall juvenile justice costs for JJCPA participants were generally higher in the follow-up period (\$7,828) than in the baseline period (\$5,101), primarily because six months are not enough time to evaluate the long-term benefits of changes brought about by participating in JJCPA programs. The majority of the JJCPA programs, however, produced substantial average costs savings in arrests, hall, court, and camp costs. If these costs savings were accumulated over a longer period of time they may have offset the substantial investment made in program costs. We are not able to extend the time frame to measure changes, however, because not enough time has elapsed to allow us to obtain data beyond a six-month period. With a longer follow-up

period, the initial program costs may be offset by reductions in subsequent arrests, court appearances, and days spent in halls and camps.

We note also that savings in juvenile justice costs for arrests, camps, and juvenile halls do not take into account potential savings associated with improved family and community relations. Because we have no data on the value of such improvements, we are not able to include these factors in our estimates of cost differences between the baseline and follow-up periods.

It is actually somewhat surprising to note that, driven primarily by cost savings among school-based high school probationers and the low costs of programs targeting at-risk youths, participants in the Enhanced School- and Community-Based Services initiative actually had slightly lower total juvenile justice costs in the follow-up period than in the baseline period. For these programs at least, savings in other areas of juvenile justice were enough to offset the cost of administering the programs, even in the short six-month time frame.

Component Cost Savings by Initiative

For each of the three FY04–05 initiatives, Table S.4 shows the mean net cost for each cost component, i.e., the mean difference between the cost in the six months before entering the program and the six months after entering. As we might expect, there are noticeable differences in mean component costs among the three initiatives. The Enhanced Mental Health Services initiative, which serves only probationers, showed fewer arrest costs, but much higher camp costs, after entering the program than before entering. The Enhanced Services to High-Risk/High-Need Youth initiative, which targets a large number of at-risk youths, saw the bulk of its expenses in program costs, while costs for arrests, juvenile hall, camp, and court were lower in the six months after entering the program. The Enhanced School- and Community-Based Services initiative, which targets a combination of probationers and at-risk youths, saw increased program and supervision costs, but savings in arrest and court costs after entering the program.

Table S.4
Mean Cost Savings for FY04–05 Initiatives

Initiative	Mental Health	High-Risk/High-Need	School-Based
Program	-\$168	-\$5,293	-\$601
Supervision	-\$263	-\$102	-\$305
Arrest	\$599	\$88	\$164
Juvenile hall	-\$646	\$128	-\$11
Camp	-\$4,354	\$100	\$5
Court	-\$152	\$120	\$491

Note: A positive number in this table indicates that mean costs were lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that costs were higher after entering the program than before entering.

LIMITATIONS OF THIS EVALUATION

As with any evaluation, there are inherent limitations in our assessment of the JJCPA program in Los Angeles County. As we have noted, no randomized designs were used and we were unable to verify the comparability of comparison groups for some of the programs, so that observed differences between treatment and comparison groups may reflect pretreatment differences between the groups rather than treatment effects of the programs.

This is the fourth year of RAND’s JJCPA evaluation findings. Over the years, the strength and breadth of the evaluation has improved. More-rigorous comparison groups have been identified for some programs, and the overall quality of outcome data has continued to improve. This is the first year we have added cost comparisons to our report. Work by the Probation Department to enhance and improve the quality of program delivery continues through the newly established concentration on social learning, family orientation, and auditing the implementation of programs using the principles of the Correctional Program Assessment Inventory (CPAI).

ACRONYMS

ACT	Abolish Chronic Truancy
ADA	Average daily attendance
BOC	Board of Corrections
BSI	Brief Symptom Inventory
CBO	Community-based organization
CPAI	Correctional Program Assessment Inventory
CPOST	Correctional Peace Officer Standards and Training
CSA	Corrections Standards Authority
CTF	Community Treatment Facilities
DA	District Attorney
DMH	Department of Mental Health
DOJ	Department of Justice
DPO	Deputy Probation Officer
FFT	Functional Family Therapy
FY	Fiscal year
GAF	Global Assessment of Functioning
HB	Housing-Based Day Supervision
HRHN	High-Risk/High-Need
I-ADARP	Inter-Agency Drug Abuse Recovery Program
IAP	Intensive Aftercare Program
IGTF	Interagency Gang Task Force
IOW	Inside-Out Writers
JJCPA	Juvenile Justice Crime Prevention Act
LAPD	Los Angeles Police Department
LARRC	Los Angeles Risk and Resiliency Checkup
LAUSD	Los Angeles Unified School District
MAARY-C	Multi-Agency At-Risk Youth Committee
MH	Mental Health Screening, Assessment, and Treatment
MST	Multisystemic Therapy
MTFC	Multidimensional Treatment Foster Care
NMHA	National Mental Health Association
PARKS	After-School Enrichment and Supervision

SBHS	School-Based High School Probation Supervision
SBHS-AR	School-Based High School At-Risk Youths
SBHS-PROB	School-Based High School Probationers
SBMS	School-Based Middle School Probation Supervision
SBMS-AR	School-Based Middle School At-Risk Youths
SBMS-PROB	School-Based Middle School Probationers
SED	Severely Emotionally Disturbed
SIR	Special Incident Report
SLC	Social learning curriculum
SLM	Social Learning Model
SNC	Special Needs Court
YSA	Youth Substance Abuse Intervention
YWAR	Young Women at Risk

1. BACKGROUND

THE JUVENILE JUSTICE CRIME PREVENTION ACT

In 2000, the California State Legislature passed the Schiff-Cardenas Crime Prevention Act, which authorized funding for county juvenile justice programs and designated the Board of Corrections (BOC) the administrator of funding. A 2001 Senate Bill extended the funding and changed the program's name to the Juvenile Justice Crime Prevention Act (JJCPA). This effort was designed to provide a stable funding source for juvenile programs that have been proven effective in curbing crime among at-risk and young offenders (California Board of Corrections, 2005). Counties were asked to submit plans to the state for funding that identified programs that filled gaps in local services. These programs were to be based on empirical findings of effective program elements. The plans were required to include

- assessment of existing services targeting at-risk juveniles and their families
- identification and prioritization of neighborhoods, schools, and other areas of high juvenile crime
- a strategy to provide a continuum of graduated responses to juvenile crime.

In addition, programs to be funded were required to be based on approaches demonstrated to be effective in reducing delinquency. They were also required to integrate law enforcement, probation, education, mental health, health, social services, drug and alcohol, and youth services resources in a collaborative manner, using information sharing to coordinate strategy and provide data for measuring program success (California State Assembly, 2000).

Administration of the JJCPA program is currently the responsibility of the Corrections Standards Authority (CSA), formed in July 2005 by merging the Board of Corrections (BOC) and the Commission on Correctional Peace Officer Standards and Training (CPOST). The CSA is required to submit annual reports to the California State Legislature measuring the success of JJCPA. The legislation identified six specific outcome measures ("the big six") to be included in annual reports from each of the individual JJCPA programs. These outcome measures are (1) successful completion of probation, (2) arrests, (3) probation violations, (4) incarcerations, (5) successful

completion of restitution, and (6) successful completion of community service.⁶ Each county can also supply supplemental outcomes to measure locally identified service needs (California Board of Corrections, 2005).

JJCPA programs were first implemented in the summer and fall of 2001 and are now in their fifth year of funding. In the third year of funding—the most recent year for which expenditure data are available—56 California counties spent more than \$116 million to administer a total of 187 JJCPA programs to more than 106,000 youths. Roughly two-thirds of the programs achieved their goal for arrest rate, completion of probation, and completion of restitution; close to three-fourths met or exceeded their goals for completion of court-ordered community service; nearly half met or exceeded their goal for probation violation rate; and slightly more than half met or exceeded their goal for incarceration rate (California Board of Corrections, 2005).

JJCPA in the Context of Los Angeles County Probation Department Programs

JJCPA is one of the major programs administered by the Los Angeles County Probation Department (hereafter called the Probation Department or, simply, Probation), whose mission is to promote and enhance public safety, ensure victims' rights, and facilitate the positive behavior change of adult and juvenile probationers. In FY04–05, the state allocated just less than \$28 million to Los Angeles County for JJCPA programs and services. This represents roughly one-third of juvenile field expenditures, one-quarter of detention expenditures, and more than one-third of camp expenditures, or almost 10 percent of all juvenile expenditures.

JJCPA programs were designed to complement and supplement other probation resources for at-risk and delinquent youths in the juvenile justice system. The use of JJCPA and other resources allows the Deputy Probation Officer (DPO) to shape a plan that builds on the strengths of each youth and is uniquely responsive to service needs. In collaboration with school officials, parents, and community partners, JJCPA DPOs are able to coordinate service plans that include various school- and community-based resources.

This coordinated strategy allows JJCPA school-based and other JJCPA DPOs to closely supervise and support youths in the context of the school environment and the community, providing a continuum of care that extends beyond the normal school day

⁶ For at-risk youths, only arrests and incarcerations are reported, since the other four measures relate to conditions of probation.

and addresses educational, social, and recreational needs and strengths of the youths. These extended services and programs aim to create a safe environment for youths normally unsupervised during after-school hours, while also allowing the youths the opportunity to interact with prosocial peers and adults. These services and programs provided to JJCPA participants include The Leadership Academy; Diamond Education Service; Total Youth Development Karate and Fitness; Beyond the Bell; Gang Resistance Education and Training (G.R.E.A.T.); Los Angeles Ten Point Program; Village Project; Project Impact; Monrovia, Arcadia, and Duarte (MAD) Town Council; Glendale Gang Suppression Task Force; Department of Mental Health (DMH) Parent Advocacy Program; School Safety Collaboratives; Leadership Academy–All Peoples Church; Junior Aztecs Fire Fuel Program; Functional Family Therapy (FFT); Humphrey Park project; The Community Advocacy Partnership (CAP); Operation Read; Senate Bill 1095 (SB 1095); L. A. Bridges; Interagency Gang Task Force (IGTF); Long Beach Police Department Task Force; Long Beach City Parks and Recreation/JJCPA Collaborative; and countywide gang intervention community-based organizations (CBOs). Additional information about these programs is in Appendix A.

Evaluating JJCPA Programs

As noted above, all counties that receive JJCPA funding are required to report annually on their program outcomes to the CSA. Each county uses a research design to gather information for program youths as well as a comparison group, which is used as a reference for measuring program success.

The most preferable research design is experimental, where participants are randomly assigned to either a treatment group or a comparison group. This allows the evaluator to make strong statements about “cause and effect.” In real-world settings, however, such a design is often not practical for a variety of reasons, including ethical considerations, program capacity, and treatment groups already selected before the beginning of the evaluation. If an experimental design cannot be used, evaluations are often done using quasi-experimental designs, where a comparison group is chosen to match the characteristics of the treatment group as closely as possible.

Clearly, the more similar comparison groups are to their program groups, the better. In theory, one would want the comparison group to match the treatment group in all ways except for the receipt of treatment (i.e., the comparison group would not receive any). In practice, not all factors may be identified or measured. However, in criminal justice research, comparison groups are often matched to treatment groups on factors that

have been shown to be related to recidivism outcomes generally studied (Cottle et al., 2001; Bureau of Justice Statistics, 2000):

- demographic factors (e.g., age, gender, ethnicity)
- criminal history factors (degree of involvement in the criminal justice system)
- severity of instant offense.

The assumption is as follows: The more closely the comparison group matches the treatment group, the more confidently one can assert that differences between the two groups are due to the effects of treatment rather than differences in characteristics between the two groups. There are several ways to construct comparison groups. Sometimes it is necessary to use a historical comparison group when no contemporaneous group is available. If neither a contemporaneous nor a historical comparison group can be identified, program youths themselves may comprise the comparison group, and their behavior after intervention may be compared with that before intervention; this is a weaker design than one that involves a separate group. The challenge with all quasi-experimental designs is to rule out alternative explanations for observed program effects.

The Probation Department submitted program evaluation designs, approved by the BOC, that used quasi-experimental methods. Programs utilized a group of youths with characteristics similar to those of program youths where appropriate, and a pre/post measurement design in instances where no appropriate comparison group could be identified. Generally, outcomes for program participants are measured for a six-month period after starting the program, or after release into the community (for camp and juvenile hall programs). In addition to the “big six,” the Probation Department, working with the BOC (and later with the CSA), defined supplemental outcomes specific to each program, which are also reported to the CSA on an annual basis.

During the first two years of JJCPA, program evaluation designs and comparison groups were ones described in the original application to the BOC. During FY03–04, and again in FY04–05, RAND worked with Probation to modify supplemental outcomes in several programs to reflect program goals and to identify more appropriate comparison groups for the Special Needs Court (SNC), Multisystemic Therapy (MST), and school-based probationers (both high school and middle school) programs. The remainder of programs utilized the same comparison groups as in previous years. These comparison groups were determined by Probation, matching comparison youths to program youths on demographic characteristics—age, gender, and ethnicity. RAND was not able to verify the comparability of program and comparison groups on key background factors, with the

exception of the SNC, MST, and SBMS and SBHS programs. Data for all outcome measures were collected by Probation, extracted from the on-site database, and sent to RAND for analysis. Details of comparison groups are in Appendix B.

RAND verified the comparability of comparison groups for SBHS and SBMS probationers by matching program youths to comparison youths based on age, gender, ethnicity, prior arrest record, type of offense for the most recent arrest (violent, property, drug, or other), prior probation supervision, and orders to avoid gang activity. RAND also worked with SNC and MST personnel to identify program rejections appropriately similar to program participants to comprise a comparison group.⁷ Probation verified the comparability of the MH comparison group, based on age, gender, ethnicity, and type of offense for the most recent arrest. Comparison group comparability was not verified for at-risk SBHS and SBMS programs. The remaining JJCPA programs (ACT, YSA, YWAR, PARKS, HB, and IOW) used a pre/post design.

We have applied standard statistical techniques (chi-square tests and difference of means tests) to assess whether the differences in outcomes between JJCPA youths and comparison group youths are statistically significant, i.e., that we can assert with a reasonable degree of certainty that the difference in outcomes between the two groups did not occur by chance, but result from real differences between group outcomes. Following customary social science research practice, we report statistical significance when the computed probability is less than 5 percent that the observed differences could have occurred by chance ($p < .05$). We note, however, that statistical significance is substantially affected by sample size, regardless of how it is computed. With small samples (e.g., 50 youths in each group), a relatively large difference between the two groups will be necessary to produce statistical significance. With larger samples, a relatively small difference between the two groups may be statistically significant.

Some discussion of the “big six” is in order. The CSA does not rank the relative importance of these measures, nor is there any universally accepted relative importance of these measures of recidivism. For its planning purposes, Los Angeles County has ranked these in order, from most important to least important, in the view of Probation

⁷ Program rejections for MST typically consisted of youths who otherwise qualified for the program, but were rejected because of language difficulties or lack of Medicare coverage. SNC rejections were “near misses,” who failed to qualify for inclusion in SNC either because they were close to 18 years old or because, although their level of mental illness would have qualified them for the program in previous years, it was not considered severe enough after SNC changed its qualification criteria.

Department standards: successful completion of probation, arrests, probation violations, incarcerations, successful completion of restitution, and successful completion of community service. See Appendix C for an explanation of this rank-ordering.

An ideal outcome would be for no program youths to be arrested, incarcerated, or in violation of probation; and for all to complete probation and (if applicable) community service and restitution. However, since for most JJCPA programs the “big six” outcomes are only measured for six months after entry into the program,⁸ and because most youths’ term of probation runs 12 to 18 months, in practice a 100 percent completion of probation rate is not a realistic expectation. For all the “big six” measures, the most important metric is whether program youths performed significantly better than comparison youths, not the absolute value of any given outcome.

We would also note that because program youths are more closely supervised than youths on routine probation, it would not be surprising to find that program youths show more probation violations than comparison youths. Even if program youths and comparison youths committed the same number of actual violations, the additional supervision of program youths would likely lead to more of these violations being discovered and recorded. Thus a higher rate of violations for program youths may be due more to their supervision level than to actual misbehavior.

Some readers may also be interested in what percentage of youths improved their performance, did worse, or stayed the same in each outcome measure after entering the program. Such analyses potentially mask the overall trends, are applicable only to pre/post research designs, and are not generally used in criminal justice research. Therefore we have not included these outcomes in this report.

Outcomes required by the CSA focus on *programs*. Many of the JJCPA programs contract with CBOs. During FY04–05, 36 lead CBOs, 7 Los Angeles County agencies, and 5 Los Angeles City agencies participated in JJCPA programs.⁹ CBOs provide specified services for the JJCPA programs (see Appendix D). CBOs are thus integral

⁸ For programs based in juvenile hall, the “big six” outcomes are measured for the six months after the youth returns to the community, rather than from program start.

⁹ Participating county agencies include the Department of Community and Senior Services (DCSS), the Los Angeles Sheriff’s Department (LASD), the Department of Mental Health (DMH), the Department of Children and Family Services (DCFS). County Housing, and County of Los Angeles Parks and Recreation. Los Angeles City agencies were City Recreation and Parks, City Housing, Los Angeles Police Department (LAPD), Young Women At Risk (YWAR), and Los Angeles City Investment Board.

components of the programs, as are other county agency staff from Mental Health, Probation, Courts, and Law Enforcement. This report does not focus on the performance of individual CBOs or individual county agencies in providing services to JJCPA programs, but on the impact of the *programs as a whole* on youth outcomes. A strong study of the impact of different CBOs on youth outcomes would require adequate numbers of youths in the different programs, a better understanding of their background characteristics, and the nature of the services provided to the youths by the CBO; these are not available with the current research design.

The Probation Department contracted with the RAND Corporation to assist in the data analysis to determine program success. RAND also provides technical assistance, research expertise, and generation of scheduled and ad hoc reports as required by the Probation Department and the CSA. The technical assistance is provided to JJCPA service providers to direct ways to improve service delivery and program results.

The remainder of this report will focus specifically on JJCPA programs in Los Angeles County in FY04–05. Chapter Two details changes and enhancements in JJCPA programs in FY04–05 compared with previous years and presents brief summaries of each program, their evidence-based program underpinnings, and outcome measures reported to CSA for FY04–05. Chapter Three summarizes RAND’s site visits to several CBOs that provide services to JJCPA participants. Chapter Four shows, for each JJCPA program and initiative, a comparison of mean juvenile justice costs in the six months before beginning the program versus similar costs in the six months after beginning the program. Summary and conclusions of the evaluation of JJCPA in FY04–05 are presented in Chapter Five.

2. CURRENT JJCPA PROGRAMS AND FY04–05 OUTCOME MEASURES

Based in part on program outcome analyses from previous years, recommendations from RAND, and stakeholder input, the Los Angeles County Probation Department (hereafter called the Probation Department or, simply, Probation), made several significant enhancements to JJCPA during FY04–05. In the first three years of JJCPA in Los Angeles County, all JJCPA programs were organized into two initiatives (Mental Health and School Success). In FY04–05, programs were realigned into three initiatives—Enhanced Mental Health Services, Enhanced Services to High-Risk/High-Need Youth, and Enhanced School- and Community-Based Services. (These changes are detailed in Table 2.1 below, which compares JJCPA programs from FY 04-05 to those of FY 01-04. Additionally, RAND provided technical assistance to community-based organizations (CBOs), program agencies, and the Probation Department, including weekly conference calls with Probation staff; work with staff from Special Needs Court (SNC), Housing-Based Day Supervision (HB), Multisystemic Therapy (MST), and other programs; and interviews and assessments of CBOs providing services for the High-Risk/High-Need (HRHN) program.

**Table 2.1
Programs in the Three JJCPA Initiatives in FY 04-05**

<i>FY 04-05 Initiative and Programs</i>	<i>FY 01-04 Initiative</i>
I. Enhanced Mental Health Services	
Mental Health Screening, Treatment, and Assessment (MH)	Mental Health
Community Treatment Facilities (CTF)	Mental Health
Multisystemic Therapy (MST)	Mental Health
II. Enhanced Services to High-Risk/High-Need Youth	
Special Needs Court (SNC)	Mental Health
Youth Substance Abuse Intervention (YSA)	School Success
Young Women At-Risk (YWAR)	School Success
High-Risk/High Needs (HRHN)	N/A
III. Enhanced School and Community-Based Services	
Abolish Chronic Truancy (ACT)	School Success
After School Enrichment and Supervision (PARKS)	School Success
Housing-Based Day Supervision (HB)	School Success
Inside-Out Writers (IOW)	School Success
School-Based Probation Supervision (SBMS and SBHS)	School Success

OVERVIEW OF CHANGES AND ENHANCEMENTS

Since the start of JJCPA, there have been a multitude of strategic and program changes. Initially, there were 16 JJCPA programs. However, through a process of program evaluation; stakeholder, family, and youth feedback; contract monitoring review; input from offices of the Board of Supervisors; and lessons learned, JJCPA has been scaled down to 12 programs. The major changes in JJCPA for FY04–05 center on

- Training of Probation and CBO staff in evidence-based programs and case management interventions that strengthen interagency collaboration
- Strengthening of program linkages and services integration
 - Leveraging of existing resources with JJCPA programs
 - Restructuring of JJCPA and the Probation Department’s Camp Community Transition and Intensive Gang Supervision Programs to align the programs with the latest research, ground these programs in “best practices,” and improve program outcomes
 - Enhancing program monitoring and program effectiveness.

Training Enhancements

Consistent with the implementation of evidence-based programs and the need to strengthen the capacity of JJCPA community service providers, the Probation

Department initiated several training sessions for Probation staff and community-based partners. The focus of this training was to strengthen service delivery through increased collaboration and case management interventions. The trainings included the following:

- Los Angeles Risk and Resiliency Checkup (LARRC) Training. LARRC is the Probation Department's research-based assessment instrument that measures risk and protective factors, and is used by Deputy Probation Officers (DPOs) and CBOs to guide case management decisions, case planning, and service referrals.
- Strength-Based/Family-Focused Case Management Skills Training. Therapists and staff from Multisystemic Therapy (MST), Functional Family Therapy (FFT), and the Department of Mental Health (DMH) trained DPOs on development of strength-based case management tools (engagement, motivation, balancing alliances, matching modeling, validation, reframing, and installation of hope) for DPOs and CBOs.
- Social Learning Model (SLM) Training. Parallel to the restructuring of the Gang Intervention and Intensive Transition Programs, the Probation Department implemented a social learning curriculum (SLC) for youth and parents in the High-Risk/High-Need (HRHN) program. The SLM draws from, and integrates the principles and practices of, several evidenced-based programs:
 - Aggression Replacement Therapy (ART)
 - Dialectical Behavior Therapy (DBT)
 - Functional Family Therapy (FFT)
 - Motivational Enhancement Therapy (MET)
 - Multisystemic Therapy (MST)
 - Relapse Prevention (RP)

The SLM is designed as a set of enhancements for the HRHN program. The SLM provides a standardized approach to service delivery, and is designed to positively impact thinking patterns, cognitions, social skills, violence prevention, and youth and family engagement, all within the context of cultural competency. HRHN DPOs and CBOs were trained extensively on delivery of lessons and interventions. Quality assurance monitoring is being put in place to ensure fidelity in program implementation.

Program Enhancements

In response to program and contract monitoring reviews, family and participant needs, and stakeholders' feedback, the following JJCPA enhancements were implemented in FY04–05:

- Restructuring of the Gang Intervention, Intensive Transition, and Gender-Specific programs into the new High-Risk/High-Need (HRHN) program. Based on program reviews and program results, as well as feedback from program staff, stakeholders and collaborative partners, these programs were restructured to achieve (1) improved program outcomes, (2) improved service delivery, and (3) more-effective program interventions. All of these programs now employ a social learning curriculum, drawing from several evidenced-based and Blueprint Program models; provide home or community-based service delivery; and better integrate CBO collaborative partners.
- Implementation of family-based interventions. Consistent with MST and FFT, JJCPA programs now employ family-based rather than youth-focused interventions. Family-focused interventions in JJCPA programs target family relations, communication, and parental monitoring; family protective and resiliency factors; parent empowerment strategies; and family dynamics. Training by therapists and staff from MST and FFT has aided in the implementation of the aforementioned family-based intervention.
- Parental skills training. The JJCPA program now places great emphasis on parental skills training designed to empower parents to
 - become their children's primary prevention agents
 - become partners in the educational process
 - track and reinforce positive behaviors with social attention and other reinforces
 - track negative behavior
 - set clear limits and consistently enforce those limits with nonphysical consequences
 - monitor peer relations
 - monitor the probationer's whereabouts
 - decrease the probationer's exposure to crime-producing activities.

- School Safety Collaboratives/Safe Passages Program. In collaboration with school officials and law enforcement partners, a Safe Passages program for youth traveling to and from school in high-crime areas was implemented as part of the school-based programs. The safety collaborative planning groups solicited and engaged parents, students, neighborhood block club members, faith-based organizations, community-based providers, and other governmental agencies to address issues youth faced on a daily basis (e.g., gang membership recruitment, acts of random violence, sexual and physical battery, extortion, drug sales) that negatively impact school attendance and academic performance.
- Increased emphasis on skill-building training and activities for JJCPA youths. JJCPA programs have been greatly modified through the social learning curriculum to provide
 - anti-criminal modeling
 - social skills development
 - aggression replacement training skills
 - problem-solving skills
 - relapse prevention skills training.
- Training of Contract Monitoring staff on the Correctional Program Assessment Inventory (CPAI). The CPAI is an assessment tool developed by Gendreau and Andrews (1996) to measure how closely correctional programs meet known principles of effective intervention. It is designed to improve program effectiveness and the integrity of correctional treatment. The CPAI has been validated on both adult and juvenile programs, has shown strong correlations with outcomes, and has sound psychometric properties. Edward Latessa, a juvenile justice and CPAI expert from the Center for Criminal Justice Research at the University of Cincinnati, trained the Probation Department's Contract Monitoring staff.

YOUTHS INVOLVED IN JJCPA PROGRAMS IN FY04–05

As we noted earlier, legislation specified that JJCPA programs target at-risk juveniles, juvenile offenders, and their families (California State Assembly, 2000). Although the Corrections Standards Authority (CSA) does not require details about the characteristics of JJCPA participants, many are fairly high risk, since the program specifically targeted youths who live or attend school in 85 high-risk areas of Los

Angeles County. For example, 39 percent of the Enhanced School- and Community-Based Services population had a condition that indicates some type of gang involvement for which the courts ordered participation in a program. The Probation Department defines a youth as at-risk if he or she shows two or more problems in the following areas: family dysfunction (problems of monitoring or high conflict between youth and parent), school problems (truancy, misbehavior, or poor academic performance), and delinquent behavior (gang involvement, substance abuse, or involvement in fights). Overall in FY04–05, 30,933 youths received services, of whom 7,924 (25.6 percent) were at-risk and 23,009 (74.4 percent) were on probation.

PROGRAMS AND OUTCOMES IN INITIATIVE I: ENHANCED MENTAL HEALTH SERVICES

Before JJCPA, the Probation Department processed juvenile referrals in a manner similar to most probation departments in California, offering only crisis intervention services. There was no dedicated court to address youths with severe mental health issues, few if any placement options for crossover populations, and no cost-effective family-based community treatment service. These problems were addressed in FY04–05 by three programs within the mental health services initiative: Mental Health Screening, Assessment, and Treatment (MH), Community Treatment Facilities (CTF), and Multisystemic Therapy (MST).

Youths in the Enhanced Mental Health Services initiative were evaluated based on an appropriate comparison group for each program. Detailed statistics for FY04–05 outcomes are given in Appendix E, along with a description of the comparison group for each of the three programs. A total of 14,557 youths received services in the programs of the Enhanced Mental Health Services initiative in FY04–05.

We next give a brief description of each of the programs in the Enhanced Mental Health Services initiative, along with the reported outcomes for FY04–05. Except where specifically noted, all of the outcome differences listed below were statistically significant ($p < .05$), meaning that JJCPA youth outcomes were significantly different

from those of comparison youths.¹⁰ Sample sizes indicated below are for the entire program and comparison groups. Because probation outcomes are not applicable to at-risk youths, and because only a subset of probationers are assigned restitution or community service, probation outcomes will be based on a subset of the entire group. Sample sizes for supplemental outcomes may be considerably smaller because, for instance, school data were not available, or strength and risk evaluation was not done on all program youths. For details on the sample size of each outcome measure, see Appendix E.

Mental Health Screening, Assessment, and Treatment

The MH program is designed to provide screening, assessment, and treatment services for newly detained youths entering juvenile hall. Additionally, the program provides a multidimensional mental health screening protocol that is used to screen and assess all newly detained youths at the juvenile halls. DMH provides staff to perform the screening, assessment, and intervention functions. Based on the initial screening, youths that require a more thorough review are referred for a more comprehensive assessment.

In addition to providing mental health treatment, the screening and assessment for mental health problems serves to funnel probationers and at-risk youths into the other programs in the mental health initiative. The program goals are to provide screening, assessment, and treatment services for newly detained youths entering juvenile hall, and to provide a therapeutic environment with intensive mental health and other ancillary services for juvenile hall minors.

Upon entry into juvenile hall, detained minors are screened by professional staff from the DMH. The staff employs the Massachusetts Youth Screening Inventory (MAYSI) and a structured interview. The MAYSI screens the following factors:

- suicide attempts and self-injury
- prior mental health history
- prior psychiatric hospitalization
- prior use of prescribed psychotropic medications

¹⁰ The chi-square test used to measure statistical significance for this evaluation requires that each cell of a 2 X 2 table contain at least five observations. Some programs (e.g., very small programs or those with very low arrest rates) did not meet this requirement, so that testing for statistical significance was not appropriate in these cases. In such instances, we report differences as “not statistically testable.”

- evidence of learning disabilities
- evidence of substance abuse.

Based upon the initial screening, youth that show elevation in the screening areas are referred for assessment. If the assessment indicates further attention is merited, a treatment plan is developed by the DMH professional staff.

Evidence Base for Program. This program shares many components with the successful Ohio State Linkages Project (Cocozza and Skowrya, 2000). In the Linkages Project, the Ohio county of Lorain created the Project for Adolescent Intervention and Rehabilitation (PAIR) that targeted youths placed on probation for the first time for any offense. Youths are screened and assessed for mental health and substance abuse disorders, and individual treatment plans are developed. Youths are then supervised by probation officers/case managers in conjunction with treatment providers. An evaluation of the PAIR program found that it provides an important service and coordinating function for youth, the courts, and the service systems involved (Cocozza and Skowrya, 2000).

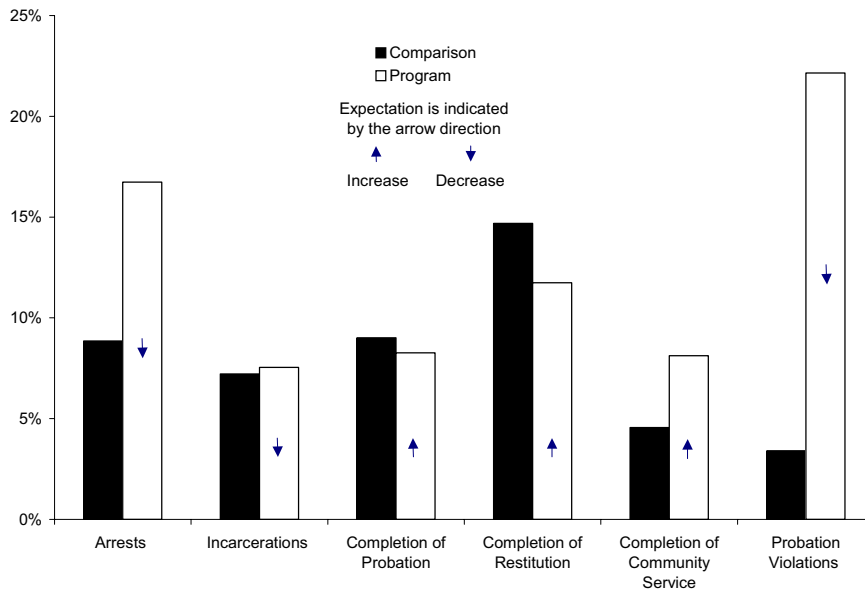
The National Mental Health Association (NMHA) calls for effective treatment programs for juvenile offenders. NMHA studies indicate reductions of up to 61 percent in the number of crimes committed by youths on probation who are involved in “systems of care” programs (National Mental Health Association, 2006). NMHA recommends an integrated, multimodality treatment approach as an essential requirement because of the high incidence of co-occurring disorders among the youths. Integrated systems involve collaboration that crosses a number of public agencies, including juvenile justice and mental health, to develop a coordinated plan of treatment that is family centered and community based, and builds on the strengths of the family unit and the youth.

Outcomes. For outcome analyses, we examined 10,504 youths in the MH program and 30,656 comparison youths matched by age, gender, and ethnicity. Brief Symptom Inventory (BSI) scores¹¹ declined significantly for program youths, from a mean of 53.0 to a mean of 48.9 in the three weeks after entering the program. Program youths had significantly higher completion rates for community service—8.1 percent versus 4.6 percent—than comparison youths. However, program youths had significantly higher

¹¹ The BSI, developed by Leonard R. Derogatis (Derogatis and Melisaratos, 1983), is designed to reflect the psychological distress and symptom patterns of psychiatric and medical patients, as well as community samples.

arrest rates (16.7 percent versus 8.8 percent) and probation violation rates (22.2 percent versus 3.4 percent) than comparison youths. Program youths also had significantly lower completion of probation rates (8.3 percent versus 9.0 percent for the comparison group) and completion of restitution rates (11.7 percent versus 14.7 percent). Differences in incarceration rates (7.5 percent for program youths versus 7.2 percent for comparison group youths) were not statistically significant. Outcomes are shown in Figure 2.1, with complete details in Appendix E.

Figure 2.1
Mental Health Screening, Assessment, and Treatment (MH) Outcomes—FY04–05



Cluster data¹² were available for less than a quarter of MH participants, so it is not possible to determine whether a breakdown by cluster is representative of the program as a whole. Outcomes by cluster for those whose cluster is known are given in Appendix F. Differences between clusters in the “big six” outcomes were minimal.

¹² “Cluster” is the term used by Probation to refer to a geographical area very closely aligned to a given Los Angeles County Supervisory District.

Community Treatment Facilities

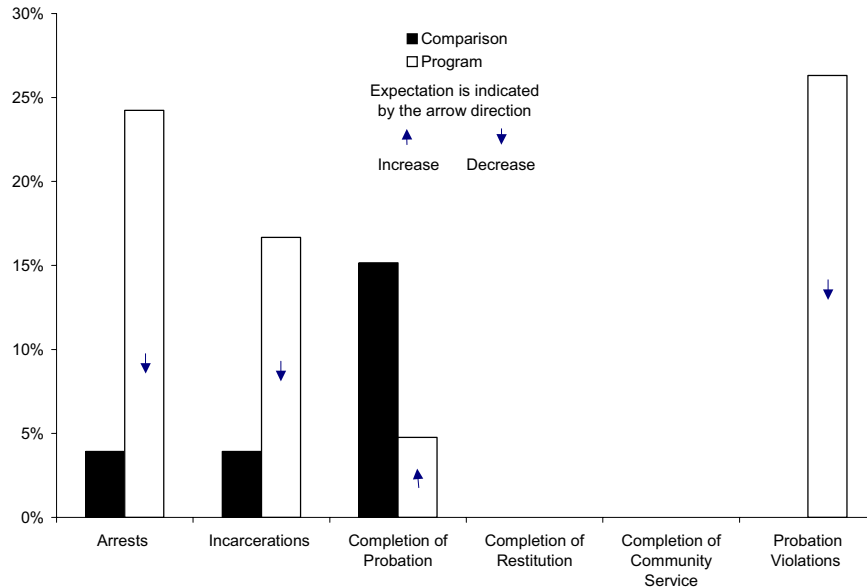
This program provides supplemental funding to establish the Community Treatment Facility category of care for Severely Emotionally Disturbed (SED) children. This level of care is for minors who need a greater level of care than can be provided in a group home, but in a less restrictive and more community-based facility than a state or an acute-care institution. The goal of this program is to provide a CTF setting for SED youths. These facilities house juveniles with multiple, complex, and enduring mental health needs.

SED youths in need of long-term secure treatment are referred, screened, evaluated, and, if appropriate, housed at a CTF. CTF staff work to effectively treat mentally ill children in the most appropriate manner for their specific needs to prevent their behavior from escalating to the point of a crime. The CTF program provides supplemental funding that increases the level of treatment. Upon completion of the CTF program, participant youths are transferred to a less-secure setting.

Evidence Base for Program. Denkowski and Denkowski (1983) determined that SED youths in secure community settings (group homes) with enhanced treatment services showed significant reduction in aggressive behavior compared with those treated in a residential setting. Enhanced mental health community-based treatment programs with community linkages show better results for developmentally delayed and SED youth than traditional residential treatment settings. CTFs are designed and operate on the same treatment model identified by Denkowski and Denkowski.

Outcomes. For outcome analyses, we examined 66 CTF youths and 51 comparison youths who were SED minors released from a level 14 care facility in calendar year 2000. Very few CTF or comparison group youths were assigned either restitution or community service, and no youth in either group who was assigned these obligations completed them. CTF youths performed somewhat worse than comparison youths for the other four “big six” measures, but differences were not statistically testable because of small sample sizes. The percentage of CTF youth hospitalized, the mean number of hospitalizations, and the mean number of days hospitalized were not significantly different in the six months after entering the program than in the six months before entering the program. See Figure 2.2 for outcomes, or Appendix E for details. Cluster data were not available for CTF.

Figure 2.2
Community Treatment Facilities (CTF) Outcomes—FY04–05



Multisystemic Therapy

MST, copyrighted by MST Services, Inc., is an intensive family- and community-based treatment that addresses the multiple determinants of serious antisocial behavior in juvenile offenders. The multisystemic approach views individuals as being embedded within a complex network of interconnected systems that encompass individual, family, and extra-familial (peer, school, neighborhood) factors. Intervention may be necessary in any one or a combination of these systems.

The major goal of MST is to empower parents with the skills and resources needed to independently address the difficulties that arise in raising teenagers and to empower youths to cope with family, peer, school, and neighborhood problems.

MST addresses multiple factors that are known to be related to delinquency across the key settings, or systems, within which youths are embedded. MST strives to promote behavior change in the youth's natural environment, using the strengths of each system (e.g., family, peers, school, neighborhood, indigenous support network) to facilitate change. Within a context of support and skill building, the therapist places developmentally appropriate demands on the adolescent and family for responsible behavior. Intervention strategies are integrated into a social ecological context and

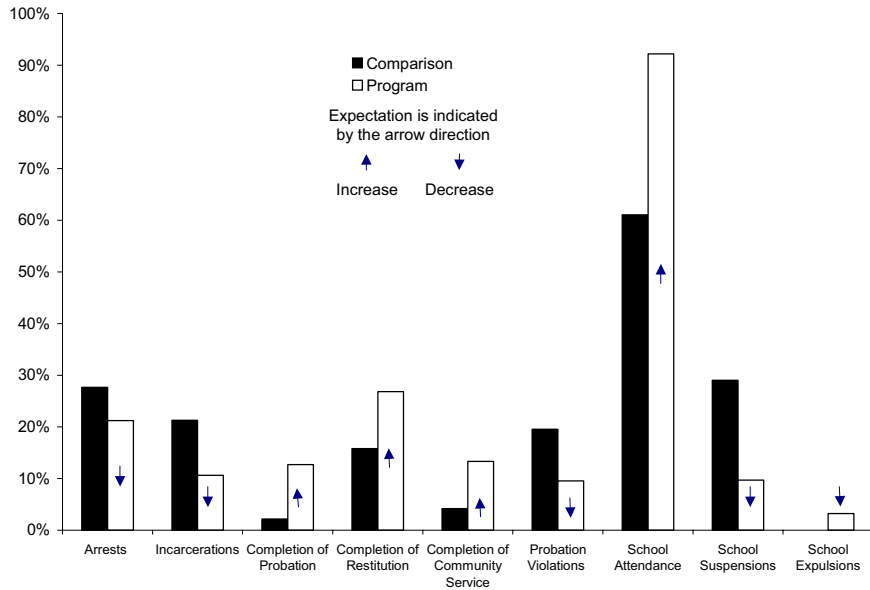
include strategic family therapy, structural family therapy, behavioral parent training, and cognitive behavior therapies.

MST is provided using a home-based model of services delivery. This model helps to overcome barriers to service access, increases family retention in treatment, allows for the provision of intensive services (i.e., therapists have low caseloads), and enhances the maintenance of treatment gains. The usual duration of MST treatment is approximately 60 hours of contact over four months, but frequency and duration of sessions are determined by family need.

Evidence Base for Program. Consistent with social-ecological models of behavior and findings from causal modeling studies of delinquency and drug use, MST posits that youth antisocial behavior is multi-determined and linked with characteristics of the individual youth and his or her family, peer group, school, and community contexts (Henggler et al., 1998). As such, MST interventions aim to attenuate risk factors by building youth and family strengths (protective factors) on a highly individualized and comprehensive basis. The provision of home-based services circumvents barriers to service access often encountered by families of serious juvenile offenders. An emphasis on parental empowerment to modify the natural social network of their children facilitates the maintenance and generalization of treatment gains (Henggler et al., 1998).

Outcomes. Outcome analyses examined 66 MST youths and 47 comparison youths consisting of youths who qualified for MST services but did not actually participate in the program. Youths to be included in the comparison group were agreed upon by MST staff, Probation Department staff, and RAND staff. MST youths had significantly lower incarceration rates than comparison youths —12.7 percent versus 21.3 percent. MST youths also had lower arrest rates (21.2 percent versus 27.7 percent) and probation violation rates (9.52 percent versus 19.57 percent) than the comparison youths, but the differences were not statistically significant. Other “big six” measures were not statistically testable because of small sample sizes. In the term after entering the program, MST youths attended school 92.2 percent of the time, compared with 61.1 percent attendance in the prior term. Fewer MST youths were suspended in the term after entering the program (9.7 percent) than in the term before entering the program (29.0 percent), but these differences were not statistically testable because of small sample size. Outcomes are shown in Figure 2.3, with complete details in Appendix E. Details of outcomes by cluster, including sample sizes, are in Appendix F.

Figure 2.3
Multisystemic Therapy (MST) Outcomes—FY04–05



Summary of Outcomes for the Enhanced Mental Health Services Initiative

Overall, JJCPA youths in the Enhanced Mental Health Services initiative showed higher completion of community service rates than youths in the comparison groups. Program youths also had higher school attendance rates, and fewer suspensions and expulsions, in the school term after entering the program than in the term before entering the program. However, program youths had higher arrest rates than comparison youths, more probation violations, and lower completion of restitution rates. Program and comparison youths were very similar in incarceration rates and completion of probation rates.

PROGRAMS AND OUTCOMES IN INITIATIVE II: ENHANCED SERVICES TO HIGH-RISK/HIGH-NEED YOUTHS

The High-Risk/High-Need initiative targets program youth at the highest risk as well as those with the highest need. Programs and services in this initiative include Special Needs Court (SNC), Youth Substance Abuse Intervention (YSA), the community-based Young Women at Risk (YWAR), and the new High-Risk/High-Need (HRHN) program. Many of the participants in this initiative are gang involved, drug and alcohol users, and low academic performers; have mental health issues and multiple

risk/needs factors across multiple domains; and pose a high risk for committing new crimes. Therefore, consistent with juvenile justice research, the initiative

- targets higher risk offenders
- targets criminogenic risk/need factors
- considers responsivity factors
- employs social learning approaches.

In this initiative, SNC youths were evaluated using a comparison group, while YSA and YWAR participants were evaluated by comparing their outcomes in a reference period before enrollment in the program with their outcomes in a comparable reference period after enrollment. As noted above, the HRHN program was not initiated in time for evaluation in FY04–05. In future years, HRHN youths will use a comparison group of routine probationers matched on appropriate characteristics.

A total of 789 youths (83 in SNC, 157 in CTF, 266 in YWAR, and 283 in HRHN) received services in FY04–05 within the Enhanced Services to High-Risk/High-Need Youth initiative.

Special Needs Court

The Juvenile Mental Health Court is a full-time court that has been specifically designated and staffed to supervise juvenile offenders who suffer from serious mental illness, organic brain impairment, or developmental disabilities. The Juvenile Mental Health Court processes its cases under the guidelines of other delinquent cases. The Court ensures that each participant minor receives the proper mental health treatment both in custody and in the community. The program's goal is to reduce the rearrest rate for juvenile offenders who are diagnosed with mental health problems and increase the number of juveniles who receive appropriate mental health treatment.

This program initiates a comprehensive, judicially monitored program of individualized mental health treatment and rehabilitation services for juvenile offenders who suffer from diagnosed Axis I mental illness (serious mental illnesses), organic brain impairment, or developmental disabilities. Probationers referred to this program are provided with

- a referral process initiated through the Probation Department and the Court
- comprehensive mental health screening and evaluation by a multidisciplinary team
- an individualized mental health treatment plan
- Court- and Probation-monitored case management processes.

Evidence Base for Program. In April 2000, the U.S. Department of Justice (DOJ) reviewed four recently developed adult mental health courts in Fort Lauderdale, Florida; Seattle, Washington; San Bernardino, California; and Anchorage, Alaska. While these specialty courts were relatively new, the evaluation results were limited but promising. In Anchorage, of the 49 original participants from February 2000, there have been only 18 rearrests; of the 18 rearrests, 17 were for misdemeanors and 1 was for a felony (Goldkamp and Irons-Guynn, 2000).

The DOJ also specifically referenced the success of drug courts as a comparable special needs–type court. Drug courts have played an influential role in the recent emergence of mental health courts resulting from “problem-solving” initiatives that seek to address the problems (“root causes”) that contribute to criminal involvement of persons in the criminal justice population. The judicial problem-solving methodology originating in drug courts has been adapted to address the mentally ill and disabled in the criminal justice population. Since mental health courts have not been in operation very long, evidence for the potential success of mental health courts can best be extrapolated from the benefits produced by drug courts.

A 1997 DOJ survey reported that drug courts had made great strides over the past 10 years in helping drug-abusing offenders to stop using drugs and lead productive lives. Recidivism rates for drug participants and graduates range from 2 percent to 20 percent (Goldkamp and Irons-Guynn, 2000). A National Institute of Justice evaluation of the nation’s first drug court in Miami showed a 33 percent reduction in rearrests for drug court graduates compared with other similarly situated offenders. The evaluation also determined that 50 percent to 65 percent of drug court graduates stopped using drugs (National Institute of Justice, 1995). According to the DOJ, “[t]he drug court innovation set the stage for other special court approaches, including mental health courts, by providing a model for active judicial problem solving in dealing with special populations in the criminal caseload” (Bureau of Justice Statistics, 2000).

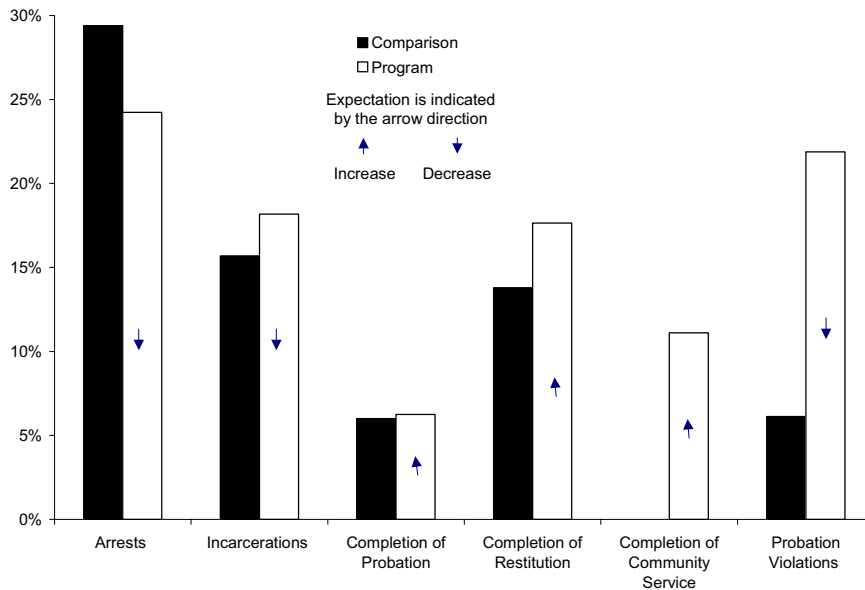
The SNC program incorporates several major design elements of existing drug and mental health courts across the country, including a multidisciplinary team approach involving mental health professionals and the juvenile court; employing intensive and comprehensive supervision and case management services; and placing the judge at the center of the treatment and supervision process, to provide the therapeutic direction and overall accountability for the treatment process.

Outcomes. Outcome analyses compared 33 SNC youths with 51 comparison youths who were “near miss” rejections from SNC eligibility during FY03–04 and

FY04–05. Global Assessment of Functioning (GAF) scores¹³ increased significantly, from 40.7 to 45.5 for program youths in the six months after entering the program.

Consistent with program goals, SNC youths also had lower arrest rates in the six months after entering the program than comparison youths in the six months after program rejection—24.2 percent versus 29.4 percent—but the difference was not statistically significant. Program youths had slightly higher incarceration rates than comparison youths—18.2 percent versus 15.7 percent—but again the difference was not statistically significant. Other outcomes were not statistically testable because of small sample size. For outcomes, see Figure 2.4, with complete details given in Appendix E. Outcomes by cluster are presented in table form in Appendix F.

Figure 2.4
Special Needs Court (SNC) Outcomes—FY04–05



The Youth Substance Abuse Intervention Program

Youths with substance abuse issues are referred by the school-based DPO to a community-based provider for a comprehensive assessment. If the assessment indicates the need for treatment, the substance abuse provider employs intensive case management

¹³ GAF scores are based on DSM-IV Axis V codes, which address subclinical problems in functioning (American Psychiatric Society, 1994).

that will require contact with the youth and probation officer. Treatment through individual, family, and group counseling is provided. The treatment is holistic and focuses on roots of the problem and not just the substance abuse manifestation. Testing is utilized to verify abstinence and progress in the program. The treatment provider has access to inpatient services as needed.

Program goals are

- to reduce crime and antisocial behavior
- to reduce the number of participants with positive drug tests.

YSA substance abuse providers work collaboratively with school-based DPOs in developing a case plan that addresses the risk factors and criminogenic needs of the participants and provide the youth with

- substance abuse refusal skill training
- a relapse prevention plan (with emphasis placed on identifying “triggers that prompt drug use and high-risk situations that encourage drug use”).

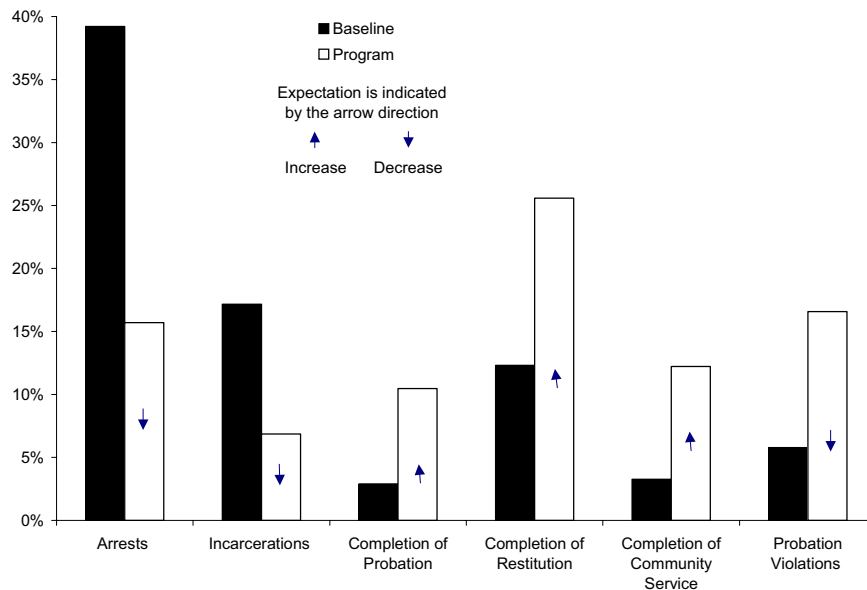
Evidence Base for Program. YSA is based on the National Institute on Drug Abuse’s Relapse Prevention-Behavioral Therapy research (Whitten, 1998). The relapse prevention approach to substance abuse treatment consists of a collection of strategies intended to enhance self-control. Specific techniques include exploring the positive and negative consequences of continued use, self-monitoring to recognize drug cravings early on and to identify high-risk situations for use, and developing strategies for coping with and avoiding high-risk situations and the desire to use. A central element of this treatment is anticipating the problems that patients are likely to meet and helping them develop effective coping strategies. Research indicates that the skills individuals learn through relapse prevention therapy remain after the completion of treatment (Whitten, 1998).

Behavioral Therapy for Adolescents incorporates the principle that unwanted behavior can be changed by clear demonstration of the desired behavior and consistent reward of incremental steps toward achieving it. Therapeutic activities include fulfilling specific assignments, rehearsing desired behaviors, and recording and reviewing progress, with praise and privileges given for meeting assigned goals. Urine samples are collected regularly to monitor drug use. The therapy aims to equip the patient to gain three types of control. YSA uses elements from these researched interventions.

Outcomes. Outcome measures were based on comparisons of the performance of 204 YSA youths in the six months before entering the program with their performance in the six months after entering the program. Significantly fewer youths who participated in

this program were arrested in the six months after entering the program (15.7 percent) than in the six months before entering the program (39.2 percent). Program youths were also incarcerated at a significantly lower rate (6.9 percent) in the six months after entering the program than in the six months before (17.2 percent). Significantly more YSA youths completed probation in the six months after entering the program than in the six months before entering the program (10.5 percent versus 2.9 percent). Significantly more also completed restitution in the six months after entering the program than in the six months before entering the program (25.6 percent versus 12.3 percent). However, significantly more YSA youths had probation violations during the six months after entering the program than during the six months before entering the program (16.6 percent versus 5.8 percent). Differences in completion of community service were not statistically testable because of small sample sizes. For outcomes, see Figure 2.5. For details, see Appendix E.

Figure 2.5
Youth Substance Abuse Intervention (YSA) Outcomes—FY04–05



Supplemental outcomes for this program include the percentage of youths with positive drug tests and the percentage of youths who have at least one positive test. Outcomes in the six months after entering the program are compared with those in the six months before entering the program. No supplemental outcomes could be ascertained for

FY04–05 because the lab that performed the drug testing for the program, located in New Orleans, was incapacitated by Hurricane Katrina before testing results were obtained.

Cluster data were available for approximately two-thirds of YSA program participants, so that we cannot say with certainty that a breakdown of outcomes by cluster is representative of the program as a whole. The “big six” outcomes for YSA participants for whom cluster is known are shown in Appendix F. Outcomes in this program varied quite a bit between clusters. Clusters 2 and 3 showed the highest arrest and incarceration rates, as well as the lowest completion of probation, restitution, and community service rates.

Young Women at Risk (YWAR)

The YWAR program provides gender-specific services for juvenile females on formal probation and non-probation girls in neighborhoods identified as high risk and high need. The program provides intensive family-centered, community-based services to a targeted population of female youths aged 12–18 and their families using gender-specific CBOs.

Program goals are

- to provide services that support the growth and development of female participants
- to avert an ongoing escalation of criminal and delinquent behavior and to promote school success and healthy social development.

Female participants are referred to the gender services by school, park, and housing-based DPOs. The DPOs rely upon the Los Angeles Risk and Resiliency Checkup (LARRC) to assess criminogenic risks and needs factors. The services provided by the DPO and participant CBOs are intended to increase protective factors and decrease risk factors. Gender-specific CBOs services include, but are not limited to, the following:

- parent orientation/support workshops
- mentoring activities
- empowerment workshops
- mother (or significant female family member)/daughter activities.

Evidence Base for Program. The Probation Department’s gender-specific services are consistent with the Office of Juvenile Justice and Delinquency Programs (October, 1998) gender-specific programming and principles of prevention, early intervention, and aftercare services:

- Prevention services aim to eliminate or minimize behaviors or environmental factors that increase girls' risk of delinquency (Center for Substance Abuse Prevention, 1993). Primary prevention focuses on helping girls to develop the knowledge, skills, and experiences that will promote health and resiliency. All girls can benefit from primary prevention.
- Early intervention services provide early detection and treatment to reduce problems caused by risky behaviors and prevent further development of problems (Center for Substance Abuse Prevention, 1993; Mulvey and Brodsky, 1990). Examples of interventions for girls in the juvenile justice system include educational and vocational training, family-based interventions, and diversion to community-based programs (Mulvey and Brodsky, 1990).
- Aftercare services address the progression of problems caused by risky behaviors. Residential and secure incarceration may be utilized to help girls develop perspective, interrupt high-risk behavior patterns, and learn skills to address the normal developmental tasks that their life experiences have not allowed them to master. Aftercare is included in the treatment model to prevent recidivism (Altschuler and Armstrong, 1994).

Additionally, the program adheres to essential elements of effective gender-specific programming for adolescent girls. These benchmarks include the following:

- space that is physically and emotionally safe, and removed from the demands for attention of adolescent males
- time for girls to talk and to conduct emotionally "safe," comforting, challenging, nurturing conversations within ongoing relationships
- opportunities for girls to develop relationships of trust and interdependence with other women already present in their lives (such as friends, relatives, neighbors, church members)
- programs that tap girls' cultural strengths rather than focusing primarily on the individual girl (i.e., building on Afrocentric perspectives of history and community relationships)
- mentors who share experiences that resonate with the realities of girls' lives and who exemplify survival and growth
- education about women's health, including female development, pregnancy, contraception, and diseases and prevention, along with

opportunities for girls to define healthy sexuality on their own terms (rather than as victims).

Outcomes. For outcome measures, we compared 257 program youths in the six months before entering the program and six months after entering. No youth in the program was arrested or incarcerated during either the six months before or the six months after entering the program. Mean self-efficacy scores for girls improved significantly between program entry (28.5) and six months after program entry (30.0). Probation outcomes were not applicable since the program almost exclusively serves at-risk youths. Details are shown in Appendix E. Appendix F presents outcomes for each cluster.

The High-Risk/High-Need Program

The HRHN program targets probationers transitioning from camp to the community, as well as those on other supervision caseloads assessed as high risk. Many of these youths are gang involved, drug and alcohol users, and low academic performers, and have multiple risk factors across multiple domains. Offenders with these types of risk profile are known to pose a high risk for committing new crimes upon reentry to the community. The HRHN program employs three service components: home-based services for males, home-based services for females, and employment services for both males and females. Program goals are

- to improve school performance
- to strengthen the family
- to strengthen parental skills
- to link youth to job training and job placement.

The HRHN program uses a specific, structured, and multimodal intervention approach (behavioral skills training across domains—family, peer, school, neighborhood) and incorporates the phase model of Functional Family Therapy (FFT). Additionally, programs such as Multisystemic Therapy (MST) and Multidimensional Treatment Foster Care (MTFC) place a strong emphasis on skills training for parents, monitoring peer associations, skill-building activities, and positive role modeling by adults in the probationer's social environment.

The HRHN program employs a social learning curriculum (SLC) in its home-based service components. The SLC is designed as a set of program enhancements to supplement services for HRHN youth. The SLC provides a standardized approach to service delivery and is designed to positively impact detained youths' thinking patterns,

cognitions, and social skills, and to reduce violent behavior and improve youth/parent engagement (Underwood, 2005).

The HRHN program also provides job training and employment placement for eligible program youths. Eligible youths are referred to JJCPA community-based employment service providers for job screening, assessment, enrollment, training, and placement.

Evidence Base for Program. The HRHN home-based component program integrates the strengths of several existing, empirically supported interventions for juveniles and their families. HRHN is based on program and design elements of four research-based programs:

- **Multisystemic Therapy.** MST addresses the multiple factors known to be related to delinquency across the key settings, or systems, within which youths are embedded. MST strives to promote behavior change in the youth's natural environment, using the strengths of each system (e.g., family, peers, school, neighborhood, indigenous support network) to facilitate change. At the family level, MST attempts to provide the parent(s) with the resources needed for effective parenting and for developing increased family structure and cohesion. At the peer level, a frequent goal of treatment of MST interventions is to decrease the youth's involvement with delinquent and drug-using peers and to increase association with prosocial peers.
- **Functional Family Therapy.** FFT is a family-based prevention and intervention program that has been applied successfully in a variety of contexts to treat a range of these high-risk youths and their families. It was developed to serve adolescents and families who lacked resources and were difficult to treat, and who were often perceived by helping professionals as not motivated to change.
- **Multidimensional Treatment Foster Care.** MTFC provides adolescents who are seriously delinquent and in need of out-of-home foster care with close supervision, fair and consistent limits, predictable consequences for rule breaking, and a supportive home environment. The program places emphasis on reducing the exposure of participant youths to delinquent peers. Parents are trained to monitor daily peer associations and the whereabouts—at all times—of their children. In addition, parents are trained to know both the peers and the parents of the peers of their children.

Hence, this is an effective and essential intervention and strategy for disrupting the gang network and association. MTFC parents are part of the treatment team, along with program staff. MTFC parents implement a structured, individualized program for each youth, designed to simultaneously build on the youngster's strengths and to set clear rules, expectations, and limits.

- **Intensive Aftercare Program.** IAP is a risk-based model that addresses criminogenic risk and needs from a multisystemic perspective (individual, family, peer, school, substance abuse, and neighborhood). Central to the model is the practice of overarching case management. IAP focuses on the processes required for successful transition and aftercare and includes five subcomponents:
 - *Assessment, classification, and selection criteria.* IAP focuses on high-risk offenders in order to maximize its potential for crime reduction and to avoid the negative outcomes previously demonstrated to result from supervising low-risk offenders in intensive supervision programs.
 - *Individualized case planning that incorporates family and community perspectives.* This component specifies the need for institutional and aftercare staff to jointly identify the youth's service needs shortly after commitment and to plan for how those needs will be addressed during incarceration, transition, and aftercare. It requires attention to the problems in relation to the youth's family, peers, school, and other social networks.
 - *A mix of intensive surveillance and services.* IAP promotes close supervision and control of high-risk offenders in the community but also emphasizes the need for similarly intensive services and support. This approach requires that staff have small caseloads and that supervision and services be available not only on weekdays but also in the evenings and on weekends.
 - *A balance of incentives and graduated consequences.* Intensive supervision is likely to uncover numerous technical violations and program infractions. The IAP model indicates the need for a range of graduated sanctions tied directly and proportionately to the seriousness of the violation instead of relying on traditional "all or

nothing” parole sanctioning schemes. At the same time, the model points to a need to reinforce the youth’s progress consistently via a graduated system of meaningful rewards.

- *Creation of links with community resources and social networks.*

This element of case management is rooted in the conviction that parole agencies cannot effectively provide the range and depth of services required for high-risk, high-need parolees unless they broker services through a host of community resources.

The employment component of the HRHN program draws from the *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* (Office of Juvenile Justice and Delinquency Programs, 1995). The guide states that “vocational training and employment programs may address several risk factors, including academic failure, alienation and rebelliousness, association with delinquent and violent peers, and low commitment to school. Protective factors enhanced can include opportunities to acquire job experience, job skills, and recognition for work performed” (Office of Juvenile Justice and Delinquency Programs, 1995, p. 102).

One of the most successful employment programs, JOBSTART, offered self-paced and competency-based instructions in basic academic skills; occupational skills training for specific jobs; training-related support services; and some combination of child care, transportation, counseling, mentoring, tutoring, need-based and incentive payments, work readiness, life skills instructions, and job placement assistance. JOBSTART participants were more likely to earn a GED or high school diploma and less likely to be arrested in the first year after exiting the program, and females were less dependent on public assistance (Office of Juvenile Justice and Delinquency Programs, 1995, pp. 108–109). The HRHN employment components are based on many of the design elements in JOBSTART.

Outcomes. Because of the solicitation process (Request for Proposal) for home-based family services, the program was not implemented until March 2004. As previously noted, this was too late to determine outcome measures for FY04–05.

Summary of Outcomes for the Enhanced Services to High-Risk/High-Need Youth Initiative

Overall, program youths in the Enhanced Services to High-Risk/High-Need Youth initiative had lower arrest and incarceration rates and higher completion of probation, restitution, and community service rates than comparison group youths. All of these

differences were statistically significant except for the completion of community service rate, which was not statistically testable because of small sample size. Program youths did, however, also have significantly higher probation violation rates than comparison group youths. Supplemental outcomes were available for only two of the four programs in this initiative, but these were significantly improved in the six months after entering the program compared with the six months before entering.

PROGRAMS AND OUTCOMES IN INITIATIVE III: ENHANCED SCHOOL- AND COMMUNITY-BASED SERVICES

The school-based program is at the core of this initiative and has as its main objective the reduction of crime and delinquency in 85 high-risk neighborhoods by targeting school-based probation supervision and services for the population of probationers and at-risk youths in the schools. A secondary goal is enhanced protective factors through improved school performance. The 85 targeted neighborhoods were identified as the most crime-impacted neighborhoods in Los Angeles County on the basis of

- the number of probationers at the neighborhoods' schools
- the rate of overall crime
- the rate of juvenile crime
- the rate of substance abuse
- the rate of child abuse and neglect
- the number of residents below the poverty level.

Programs and services included in this initiative are School-Based Probation Supervision for middle school and high school probationers and at-risk youths; Abolish Chronic Truancy (ACT); After-School Enrichment and Supervision (PARKS); Housing-Based Day Supervision (HB); and Inside-Out Writers (IOW). A total of 22,046 youths received services from programs in the school-based initiative during the JJCPA program's FY03–04.

Whenever possible, youths in the Enhanced School- and Community-Based Services initiative were evaluated based on an appropriate comparison group. If no appropriate comparison group could be identified, youths were evaluated by comparing their outcomes in a reference period before enrollment in the program with their outcomes in a comparable reference period after enrollment.

We next turn to a brief description of each of the programs in the Enhanced School- and Community-Based Services initiative, along with reported outcomes for

FY04–05. Except where specifically noted, all of the outcome differences listed below were statistically significant ($p < .05$), meaning that the performance of JJCPA youths was significantly different from that of comparison youths, or from their baseline measures.¹⁴ Sample sizes indicated below are for the entire program and comparison groups. Because probation outcomes are not applicable to at-risk youths, and because only a subset of probationers are assigned restitution or community service, probation outcomes will be based on a subset of the entire group. Sample sizes for supplemental outcomes may be considerably smaller because, for instance, school data were not available, or strength and risk evaluation was not done on all program youths. For details on the sample size of each outcome measure, see Appendix E.

School-Based Probation Supervision for Middle School and High School Probationers

The School-Based Probation Supervision program is designed to provide more-effective supervision of probationers, increase the chances of school success for these youths, and promote campus and community safety. DPOs are assigned and placed on school campuses with a focus on monitoring school attendance, behavior, and academic performance. Programs target high schools and select feeder middle schools with a focused early intervention approach.

Program goals include

- reducing recidivism of probationers by enforcing conditions of probation, and by daily monitoring of school performance (attendance, performance, and behavior)
- preventing arrest and antisocial and delinquent behavior by at-risk youths
- holding probationers and at-risk youths and their families accountable
- building resiliency and educational and social skills.

In addition to supervising youths on school campuses, DPOs provide a variety of services, including early probation intervention, for youth exhibiting antisocial behavior

¹⁴ The chi-square test used to measure statistical significance for this evaluation requires that each cell of a 2 X 2 table contain at least five observations. Some programs, e.g., very small programs or those with very low arrest rates, did not meet this requirement, so that testing for statistical significance was not appropriate in some instances. In such instances, we report differences as “not statistically testable.”

or performing poorly in school. The program is goal oriented and strives to reduce delinquency and promote school success by

- addressing criminogenic needs and risk factors, based on a research-based risk and needs instrument validated for the Los Angeles delinquency population
- monitoring peer associations
- building resiliency through DPO advocacy and mentorship for caseload youth
- increasing parental involvement in the education process
- providing homework and class assistance for caseload youth
- providing skills-building activities for caseload youth.

Additionally, school-based DPOs work with school campus police and officials, as well as local law enforcement, to establish safety collaborations (a planned approach to enhanced school safety). Further, the DPOs work with the participant schools in conducting quarterly parent-empowered meetings to facilitate parental involvement in the probationer's education.

Evidence Base for Program. The School-Based Probation Supervision program is based on the What Works and Resiliency research (Latessa et al., 2002) and the Communities That Care model developmental research (Hawkins and Catalano, 1992). The What Works research posits that effective programs (1) assess offender needs and risk; (2) employ treatment models that target factors such as family dysfunction, social skills, criminal thinking, and problem solving; (3) employ credentialed staff; (4) base treatment decisions on research; and (5) ensure that program staff understand the principles of effective interventions (Latessa et al., 2002). As indicated above, the school-based DPOs assess probationers with a validated assessment instrument, the Los Angeles Risk and Resiliency Checkup (LARRC). The LARRC is based on the What Works research. Further, school-based DPOs enhance strength-based training, including training in Multisystemic Therapy (MST) and Functional Family Therapy (FFT) case management interventions.

The Communities That Care research and approach is designed to build up protection while reducing risk, and to promote wholesome behavior leading to health, well-being, and personal success. The Communities That Care research model has demonstrated that healthy bonding is a significant factor in children's resistance to crime and drugs. Strong bonds have three important components: (1) attachment to positive relationships; (2) commitment (i.e., an investment in the future); and (3) beliefs about

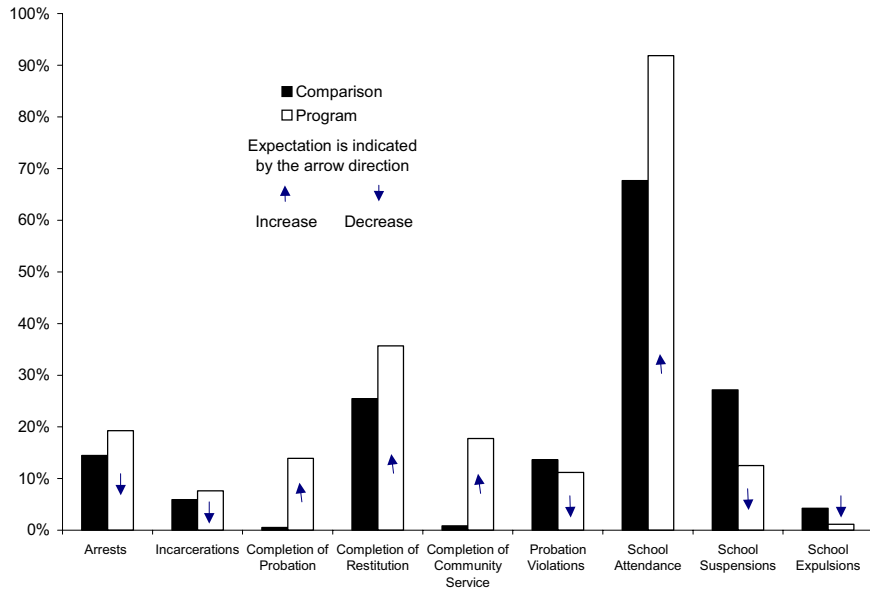
what is right and wrong, with an orientation to positive, moral behavior and action (Hawkins and Catalano, 1992).

Consistent with both the What Works research and the Communities That Care model developmental research, the School-Based Probation Supervision program calls for case management interventions that

- assess the probationer's strengths and risk factors
- employ strength-based case management interventions
- address both risk factors and criminogenic needs
- employ evidenced-based treatment intervention
- provide prosocial adult modeling and advocacy
- provide post-probation planning with the probationer and family by the school-based DPO
- utilize case planning services that emphasize standards of right and wrong.

School-Based High School Probationer Outcomes. For outcome analyses, we examined 4,043 school-based high school probationers and 2,241 comparison youths matched by age, gender, ethnicity, criminal history, severity of instant offense, cluster, and indication of gang involvement. Consistent with program goals, for program youths there was a significant increase in the percentage of school days attended (from 67.7 percent to 91.9 percent), and a significant decrease in suspensions (from 27.2 percent to 12.5 percent) and in expulsions (from 4.2 percent to 1.1 percent) in the term after entering the program compared with the term immediately before entering. Program youths had also significantly higher rates of completing probation (13.9 percent versus 0.5 percent), restitution (35.7 percent versus 25.4 percent), and community service (17.8 percent versus 0.8 percent) than comparison youths. Significantly fewer program youths (11.1 percent) had probation violations than comparison group youths (13.6 percent of whom had a violation). Youths' risk scores decreased significantly from a mean of 6.0 to a mean of 2.3 six months after entering the program compared with scores at program entry. Youths' strength scores also decreased, but it appears that this may have been due to some DPOs entering only *additional* strengths in the follow-up period rather than total strengths. Outcomes are shown in Figure 2.6, with complete details in Appendix E.

Figure 2.6
School-Based High School Probationers (SBHS-PROB) Outcomes—FY04–05



Cluster data were available for more than 99 percent of youths in the high school program for probationers. “Big six” outcomes, broken down by cluster, are illustrated in Figures 2.7 and 2.8. More detail on “big six” outcomes are in Appendix F. In this program, youths from cluster 2 had higher arrest, incarceration, and probation violation rates than youths in other clusters. Youths in cluster 2 also showed lower completion of probation, restitution, and community service rates.

Figure 2.7
School-Based High School Probationers (SBHS-PROB) Outcomes, by Cluster—
FY04-05

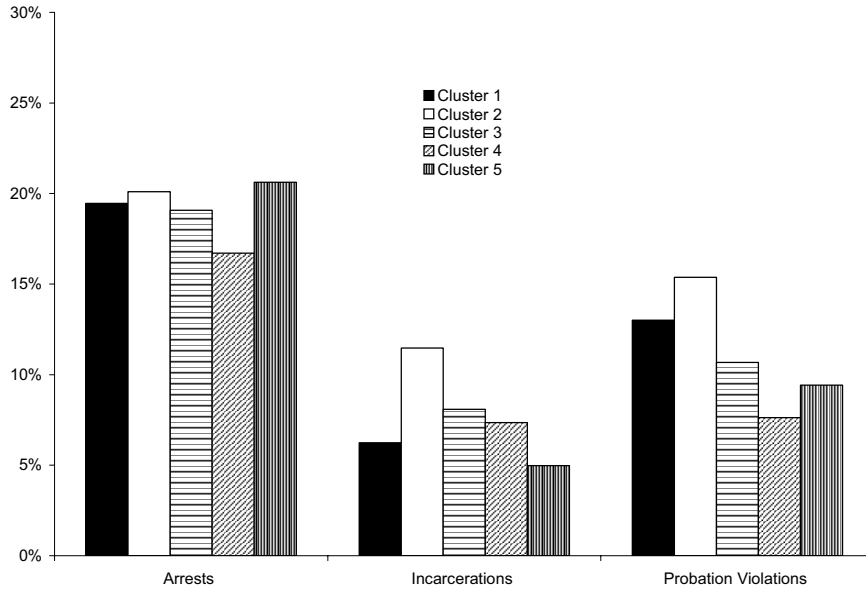
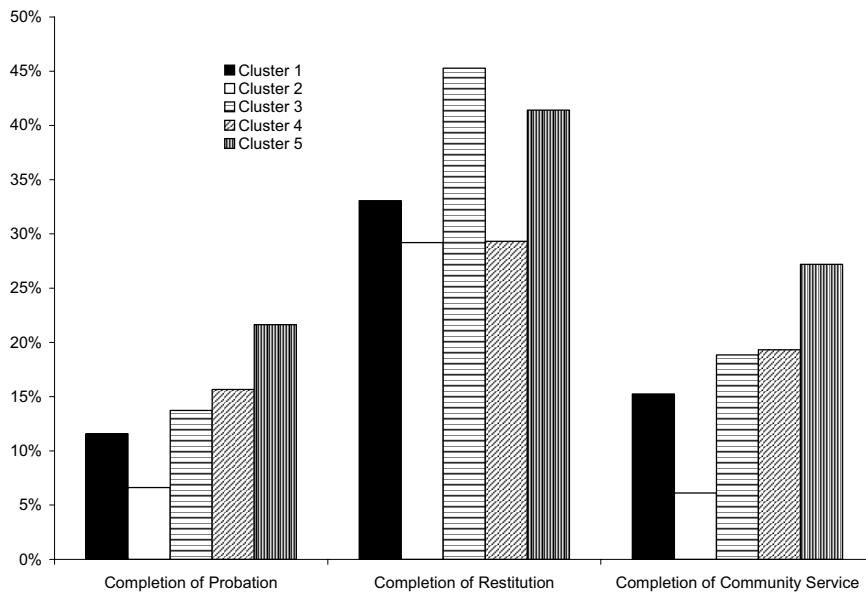
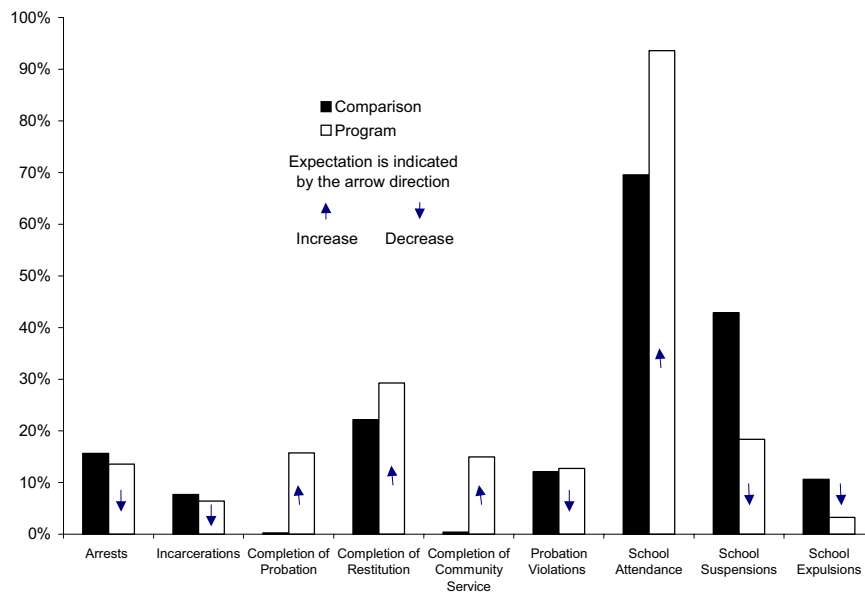


Figure 2.8
School-Based High School Probationers (SBHS-PROB) Outcomes, by Cluster—
FY04-05



School-Based Middle School Probationer Outcomes. For outcome analyses, we examined 280 school-based middle school probationers and 359 comparison youths matched by age, gender, ethnicity, criminal history, severity of instant offense, cluster, and gang affiliation.¹⁵ Consistent with program goals, program youths showed a significant increase in school attendance (from 69.6 percent to 90.36 percent), a decrease in suspensions (from 42.9 percent to 18.4 percent), and a decrease in expulsions (from 10.6 percent to 3.3 percent) in the term after entering the program compared with the term immediately before entering; and program youths had significantly lower risk scores, 2.9 compared with 5.8, six months after program entry than at program entry. Program youths had lower arrest and incarceration rates, and higher completion of probation, restitution, and community service rates, but differences were either not significant or not statistically testable because of small sample sizes. Differences in probation violations and strength scores were not significant. For outcomes, see Figure 2.9. Details are shown in Appendix E.

Figure 2.9
School-Based Middle School Probationers (SBMS-PROB) Outcomes—FY04–05



¹⁵ RAND did this matching.

Cluster data were available for all but one participant in the middle school probationers program. “Big six” outcomes by cluster are shown in Figures 2.10 and 2.11, with details in Appendix F. Differences between clusters were pronounced, but not necessarily consistent. For example, cluster 5 had by far the highest arrest rate, yet not a single incarceration. There were no arrests in cluster 1, and this cluster also showed relatively high completion of probation, restitution, and community service rates.

Figure 2.10
School-Based Middle School Probationers (SBMS-PROB) Outcomes, by Cluster—
FY04–05

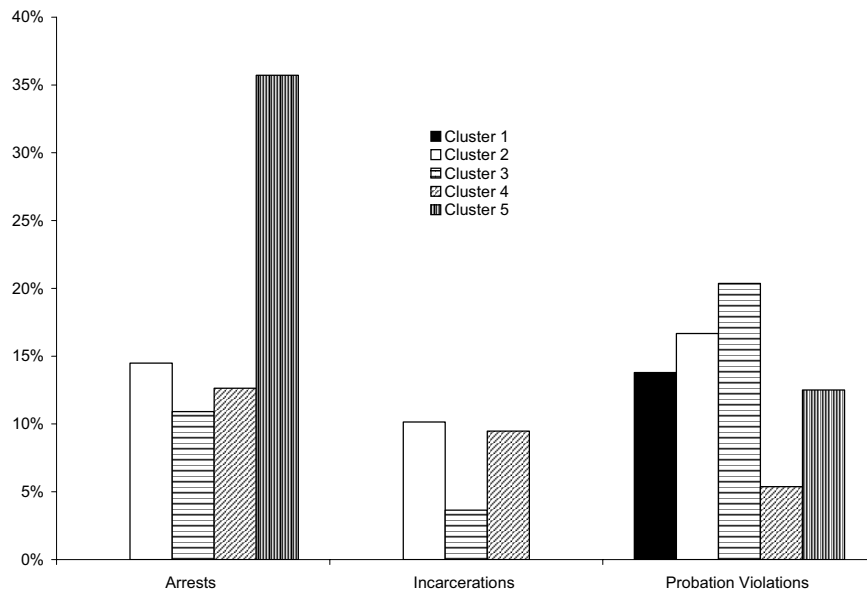
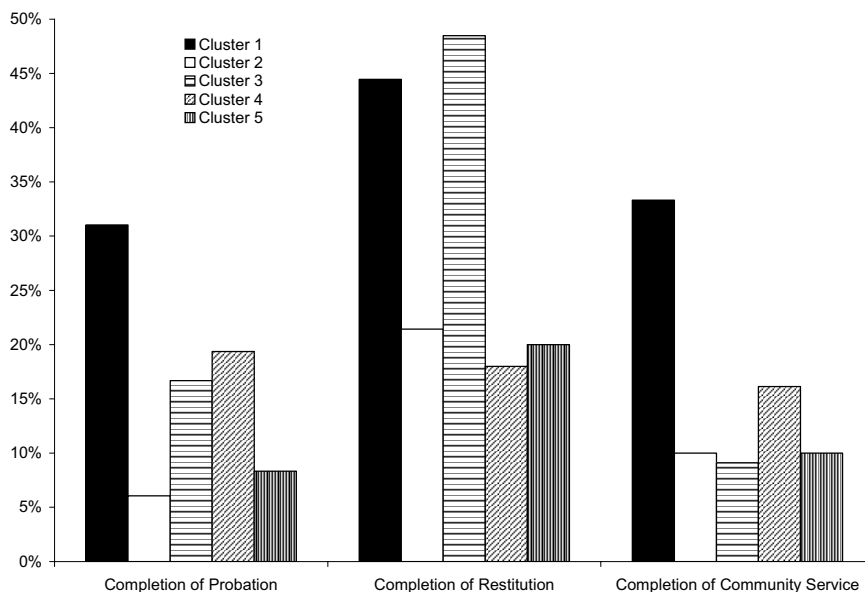
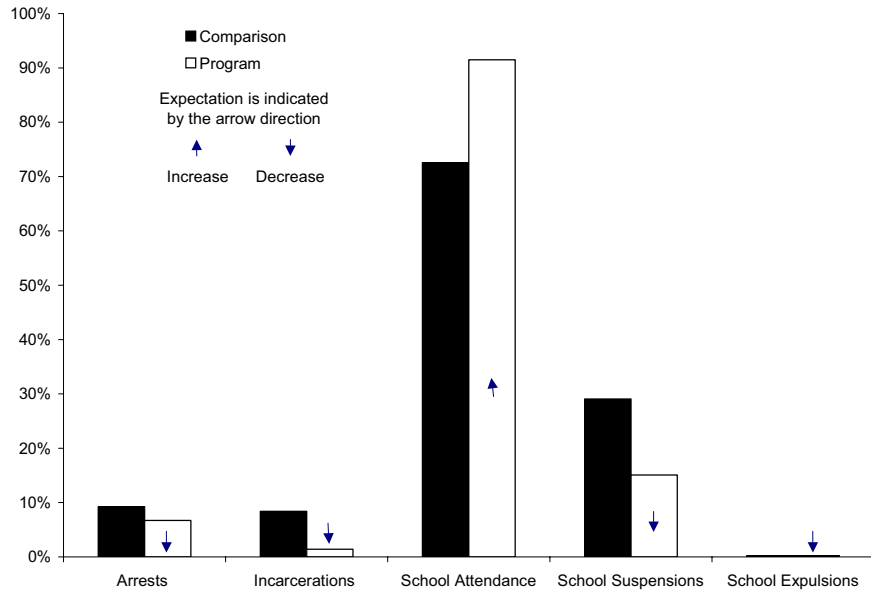


Figure 2.11
School-Based Middle School Probationers (SBMS-PROB) Outcomes, by Cluster—
FY04–05



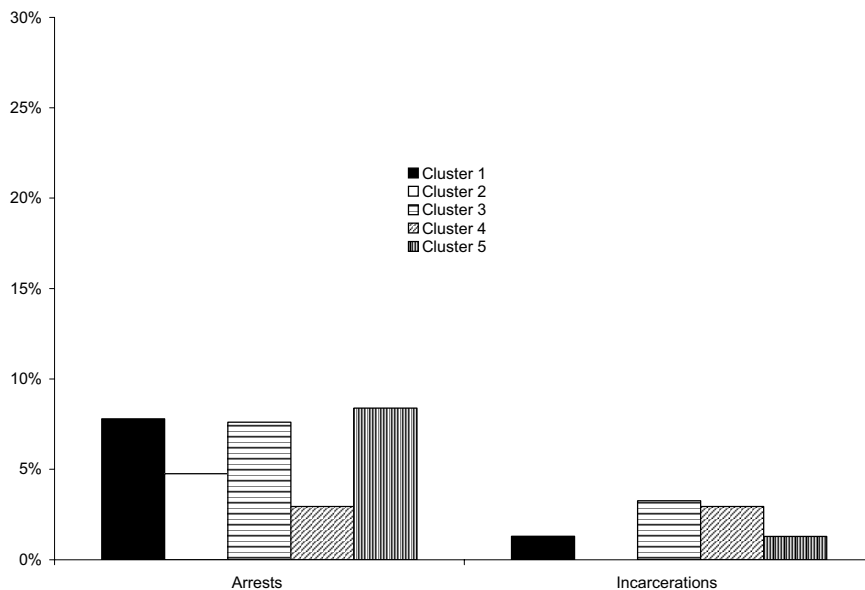
School-Based High School At-Risk Youth Outcomes. For outcome analyses, we compared 490 school-based high school youths with 119 comparison youths who participated in the Multi-Agency At-Risk Youth Committee (MAARY-C) program and were between 15½ and 18 years old at program implementation. Consistent with program goals, school-based high school at-risk youths improved school attendance in the term after entering the program compared with the term immediately before (91.5 percent versus 72.5 percent). Program youths also had significantly fewer school suspensions in the term after entering the program compared with the term immediately before entering (15.1 percent versus 29.0 percent). Expulsion rates were identical for the two terms, at 0.2 percent of program youths. School-based high school at-risk youths also had significantly lower incarceration rates than comparison youths (1.4 percent versus 8.4 percent). Program youths also had lower arrest rates than comparison youths, but the difference was not statistically significant. Probation outcomes were not applicable since the program serves only at-risk youths. Outcomes are shown in Figure 2.12, with details in Appendix E.

Figure 2.12
School-Based High School At-Risk (SBHS-AR) Outcomes—FY04–05



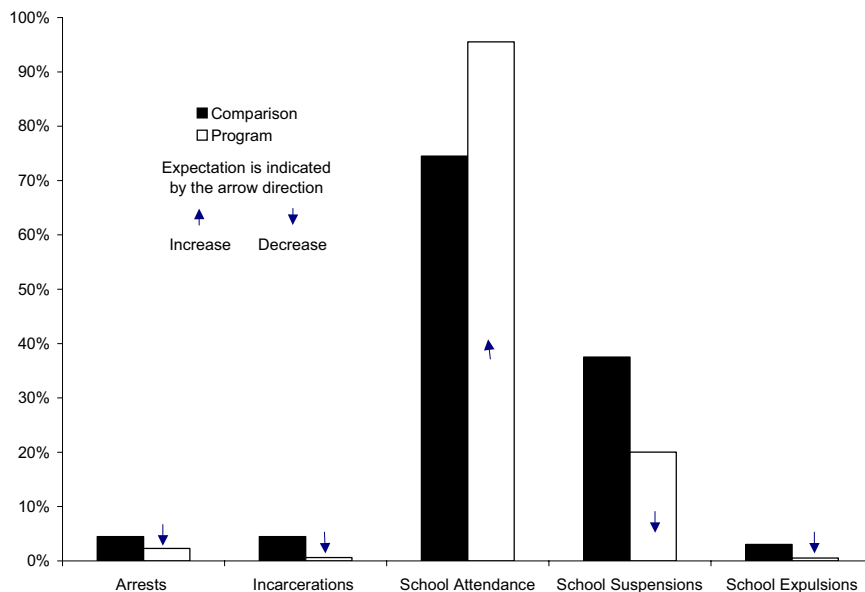
Cluster data were available for all but six at-risk youths in the school-based high school program. Because youths in this program were not on probation, the only applicable “big six” outcome measures are arrests and incarcerations, which are shown in Figure 2.13. More details, including sample sizes, are given in Appendix F. Because arrest and incarceration rates were quite low overall for this program, differences between cluster were not pronounced.

Figure 2.13
School-Based High School At-Risk (SBHS-AR) Outcomes, by Cluster—FY04–05



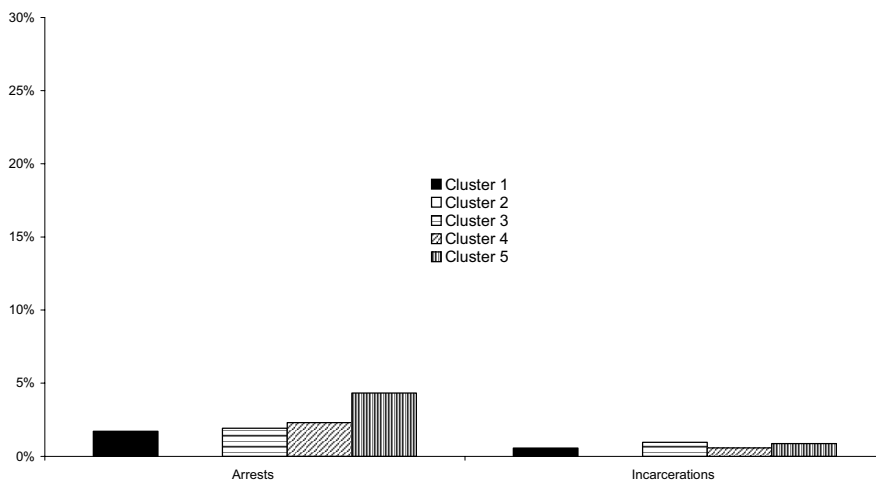
School-Based Middle School At-Risk Youth Outcomes. For outcome analyses, we examined 820 school-based middle school youths, along with 67 comparison youths who participated in the Multi-Agency At-Risk Youth Committee (MAARY-C) program and were 15½ years old or younger at program implementation. Consistent with program goals, program youths significantly increased school attendance, from 74.5 percent to 95.5 percent, and significantly decreased suspensions, from 37.5 percent to 20.0 percent, in the term after entering the program compared with the term immediately before entering. Suspensions were also reduced from 3.1 percent to 0.5 percent of youths, but the difference was not statistically testable because of small sample size. Program youths also had lower arrest and incarceration rates than comparison youths, but differences were not statistically testable because of small sample size for the comparison group. In addition, program youths had significantly lower mean barrier scores (3.5) six months after program entry than at program entry (7.6). Differences in strength scores, however, were not statistically significant. Probation outcomes were not applicable since the program serves only at-risk youths. See Figure 2.14 for the relevant outcomes, with complete details in Appendix E.

Figure 2.14
School-Based Middle School At-Risk (SBMS-AR) Outcomes—FY04–05



Cluster data were available for more than 99 percent of at-risk participants in the school-based middle school program. As Figure 2.15 indicates, the two relevant “big six” measures differed little between clusters. More complete details are in Appendix F.

Figure 2.15
School-Based Middle School At-Risk (SBMS-AR) Outcomes, by Cluster—FY04–05



Abolish Chronic Truancy

ACT is a Los Angeles County District Attorney's Office program that targets chronic truancy in selected elementary schools. Program objectives are to improve school attendance through parent and child accountability while the parent still exercises control over the child, and to ensure that youths who are at risk of truancy or excessive absences attend school. Program goals are

- to reduce truancy at selected ACT schools
- to address attendance problems at the earliest possible time before the child's behavior is ingrained
- to improve school performance.

The ACT program receives referrals from the participant schools. Upon referral of a truant student, the staff of the district attorney (DA) notifies the student's parent. After contact, a meeting with the parent is scheduled. Escalation of truancy results in a formal letter being sent to the parent, placing them on notice that legal action will be taken against them if the student continues to be truant. If the student's attendance improves or meets the school standards, the legal action is held in abeyance. If the truancy continues, the DA will go forward with legal action against the parent.

Evidence Base for Program. In an article entitled "Truancy: First Step to a Lifetime of Problems" in the *OJJDP Juvenile Justice Bulletin*, truancy is cited as an indicator of and "stepping stone to delinquent and criminal activity" (Garry, 1996, p. 1). Research shows that chronic truancy is the most powerful predictor of delinquent behavior. The article notes that several studies have documented the correlation between drugs and truancy. These studies have also found that parental neglect is a common cause of truancy, and school attendance improves when truancy programs hold parents accountable for their child's school attendance and where intensive monitoring and counseling of truant students are provided.

The Office of Juvenile Justice and Delinquency Programs documents several programs that have proven successful and effective in reducing truancy. The Save Kids Truancy Program in 12 elementary schools and 2 high schools in Peoria, Arizona, was a documented success. After the Office of the City Attorney notified the parents of their child's absence, attendance increased for 72 percent of the youths, and only 28 percent were referred for prosecution. The program requires the Office of the City Attorney to immediately contact the parents of youth with three days of an unexcused absence. The parents must respond, outlining the measures they have taken to ensure that their children are attending school. If a student continues to be truant, the Office of the City Attorney

will send a second letter to the parent notifying them of their intent to request a criminal filing. In lieu of formal criminal proceedings, the prosecutor can refer the family to counseling or family support programs (Garry, 1996).

The ACT program shares many components with this successful program. Youths with chronic truancy are referred to the District Attorney's Office. Similar to the Save Kids Truancy Program, the District Attorney notifies the parents of the truant youth and follows up with a formal criminal filing if the parent fails to take appropriate corrective action. The Juvenile Accountability Block Grants Program *Best Practices Series Bulletin* (Gramckow and Tompkins, 1999) cited the ACT Program and presented it as one model of an approach and program that holds juvenile offenders accountable for their behavior. The article stated "the program has experienced a 99 percent success rate in returning chronically absent minors to school and has generated enthusiasm within the community and the belief that the problem of truancy is not hopeless. Most important, ACT has empowered families to reestablish parental authority and improve family life" (Gramckow and Tompkins, 1999, p. 12).

Outcomes. For outcome measures, we examined 2,022 ACT youths six months before and six months after program entry. Consistent with program goals, ACT youths had significantly fewer school absences—a mean of 9.0 days—in the term after program entry than in the term immediately preceding program entry (when the mean absence was 16.2 days). Participants in this program, all of whom were at-risk youths, had no arrests or incarcerations in the six months before entering the program and remained arrest-free during the six months after entering the program. Probation outcomes were not applicable since the program serves only at-risk youths. For more details, see Appendix E. For breakdowns by cluster for the two relevant "big six" outcomes, see Appendix F.

After-School Enrichment and Supervision Program

County of Los Angeles Department of Parks and Recreation and City of Los Angeles Department of Recreation and Parks agencies, the Los Angeles Unified School District (LAUSD), Los Angeles County Office of Education, other school districts, community-based service providers, and the Probation Department collaborate to provide after-school enrichment programs and supervision for youths on formal probation, as well as at-risk youths, in selected locations in the 85 school service areas. These after-school enrichment programs are located at county and city parks, schools, and CBOs. School-based DPOs refer probationers to after-school programs. The after-school services are

offered at a time of the day when youths, especially probationers, are most likely to be without adult supervision, and are intended to reduce probationers' risk of re-offending.

The goals of the program are to provide early intervention services for at-risk youths, and to provide monitoring, especially between the hours of 3:00 p.m. and 6:00 p.m. County of Los Angeles Department of Parks and Recreation and City of Los Angeles Department of Recreation and Park agencies collaborate with Probation Department DPOs in providing supervision and individualized treatment services for at-risk and probation youth. The program strives to reduce juvenile crime by

- monitoring peer associations of probationers
- providing homework assistance for participant youth
- involving participant youths in prosocial activities.

Evidence Base for Program. The After-School Enrichment and Supervision (PARKS) program is largely a manifestation of the Communities That Care model (Developmental Research and Programs, Inc., 1993), which combines research findings about risk and protective factors related to the development of delinquency articulated by Hawkins and Catalano (1992).

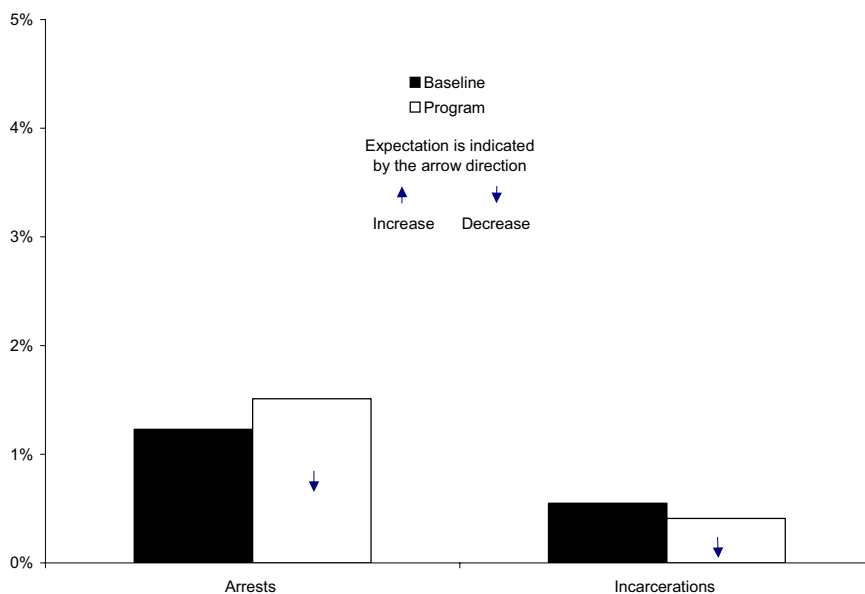
Research has repeatedly identified risk factors associated with adolescent problem behaviors, such as failure to complete high school, teen pregnancy and parenting, and association with delinquent peers (Tolan and Guerra, 1994; Reiss and Roth, 1993; Hawkins et al., 1992; Dryfoos, 1990). The approach popularized by Hawkins and Catalano (Development Research and Programs, Inc., 1993) identifies a number of critical risk and protective factors in various domains. Ostensibly, the more risk factors to which a child is exposed, the greater the chance of the child's developing delinquent behavior and the greater the likelihood that this antisocial behavior will become serious. However, delinquency can be delayed or prevented by reducing risk factors and enhancing protective factors such as positive social orientation, prosocial bonding, and clear and positive standards of behavior (Howell, 1995).

Communities can improve chances for youth to lead healthy, productive, crime-free lives by reducing economic and social privation and mitigating individual risk factors (e.g., poor family functioning, academic failure), while promoting youth's abilities to (1) bond with prosocial peers, family members, and mentors; (2) be productive in school, sports, and work; and (3) successfully navigate the various rules and socially accepted routines required in a variety of settings (Hawkins and Catalano, 1992; Connell et al., 1995). Implicit in this perspective is the recognition that prevention programming must address risk factors at the appropriate developmental stage and as

early as possible. JJCPA’s After-School Enrichment and Supervision (PARKS) program is based on the aforementioned theory and research.

Outcomes. To measure outcomes, we compared the performance of 730 PARKS youths in the six months before entering the program with their performance in the six months after entering. Targeted primarily toward at-risk youths, the goal of the after-school enrichment program is to keep at-risk youths out of the juvenile justice system. In the JJCPA program’s FY04–05, 719 of 730 youths in the after-school enrichment program remained arrest-free in the six months after enrolling in the program. Differences in incarcerations were not statistically testable because of the small number of youths incarcerated. For outcomes, see Figure 2.16. Additional details are provided in Appendix E.

Figure 2.16
After-School Enrichment and Supervision (PARKS) Outcomes—FY04–05



Cluster data were available for only 51 percent of PARKS participants, meaning that any analysis by cluster may not be representative of the program as a whole. In particular, there were no participants identified as being from cluster 5 in this program. Outcomes by cluster are presented in Appendix F.

Housing-Based Day Supervision Program

The HB program provides day, evening, and weekend supervision and services for probationers, at-risk youths, and their families. Selected public housing developments are used as hubs to provide day services and supervision for probationers. County and city housing authorities partner with CBOs, schools, the Probation Department, and other county agencies to provide a menu of services specific to the probationers living in public housing developments. Additionally, this program assists the families of probationers in gaining access to resources and services that will help these families become self-sufficient, thereby reducing risk factors associated with juvenile delinquency.

Program goals are

- to provide early intervention services for at-risk youths
- to provide daily monitoring of probationers
- to provide enhanced family services to probationers and at-risk youths
- to reduce crime rates in the housing units.

The HB program places DPOs at selected public housing developments to provide day services and supervision for probationers and at-risk youth and their families. HB DPOs employ strength-based case management interventions based on the Multisystemic Therapy (MST) and Functional Family Therapy (FFT) models. The program is goal oriented and strives to reduce delinquency and enhanced family functioning and success by implementing case management interventions and services that

- address criminogenic needs and risk factors, based on a research-based risk and needs instrument validated for the Los Angeles delinquency population
- enhance parental monitoring skills
- enhance family affective relations
- decrease youth association with delinquent peers
- increase youth association with prosocial peers
- improve youth school performance
- engage youth in prosocial recreational outlets
- develop an indigenous support network.

Evidence Base for Program. The HB program is based on What Works and Resiliency research (Latessa et al., 2002; Hawkins and Catalano, 1992) and treatment principles of MST and FFT (Henggler and Schoenwald, 1998; Alexander and Parsons, 1982). The What Works research posits that effective programs (1) assess offender needs and risk; (2) employ treatment models that target factors such as family dysfunction, social skills, criminal thinking, and problem solving; (3) employ credentialed staff; (4)

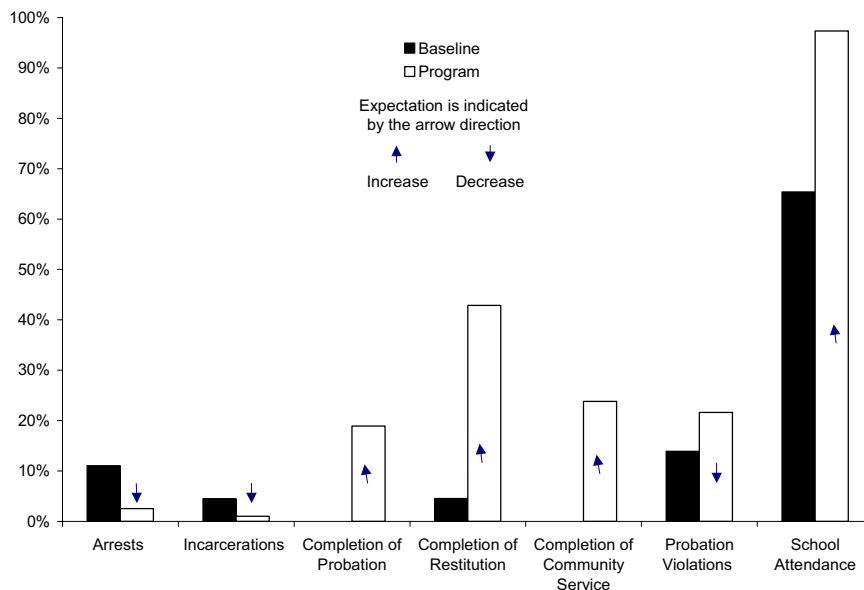
employ treatment decisions that are based on research; and (5) have program staff who understand the principles of effective interventions (Latessa et al., 2002).

The HB program is similar to MST and FFT in that services are delivered in the natural environment (e.g., home, school, and community), and the treatment plan is designed in collaboration with family members and is therefore family driven. Like FFT and MST, the HB program places emphasis on

- factors in the adolescent's and family's social networks that are linked with antisocial behavior
- developing and reinforcing family strengths
- intervening with delinquent peer groups through the efforts of parents
- reversing the cycle of poor school performance.

Outcomes. For outcome measures, we compared the performance of 199 HB youths in the six months before entering the program with their performance in the six months after entering. Consistent with program goals, HB youths showed significant increases in school attendance in the term after entering the program compared with the term immediately before entering, from 65.4 percent to 97.4 percent. They also had fewer arrests—with 2.5 percent arrested in the six months after program entry compared with 11.1 percent in the six months before program entry. Because of small sample sizes, differences in other outcomes were not statistically testable. While performance on probation-related outcomes (except for probation violations) improved after entering the program, too few of the program participants were on probation to allow statistical significance testing. The housing project crime rate in FY04–05, 1,262 per 10,000 residents, was higher than the 957 per 10,000 residents in FY01–02. Outcomes are illustrated in Figure 2.17, with more complete details in Appendix E.

Figure 2.17
Housing-Based Day Supervision (HB) Outcomes—FY04–05



Cluster data were available for all HB participants. However, any interpretation of analyses by cluster must take into account the fact that the HB program primarily served youths in clusters 1, 2, and 4, with only 12 participants in cluster 3 and 3 in cluster 5. Even so, there were large differences between clusters in the “big six” outcome measures. Cluster 1 participants showed far more probation violations than youths in the other clusters. More details of analyses by cluster are shown in Appendix F.

Inside-Out Writers

The IOW program aims to reduce crime by providing interpersonal skills in juvenile hall, through a biweekly writing class for detained youths. The program teaches creative writing to incarcerated youths to discourage youth violence, building in its place a spirit of honest introspection, respect for others (values), and alternative ways of learning (skill-building activities). The participants’ writings are distributed to parents, schools libraries, government officials, and the general public.

The IOW program utilizes a writing program to develop interpersonal and communication skills for youths who volunteer for the program. The youths meet on a weekly basis, with sessions led by professional writers, to write and critique their writing work with others in the group. Youths are guided in both their writing and in their

discussion of their written work, providing experience in building a supportive community. The professional writers work closely with the participant youths and provide activities consistent with Resiliency research. The program activities involve

- clear and consistent standards for prosocial behavior: opportunities to accept responsibility and accountability for their actions
- healthy beliefs: open dialogues where participants learn healthy values and express those learned values in writing and public speaking
- prosocial bonding with adults outside the youth family: positive adult role models validate capabilities and talents of participants
- opportunity for meaningful involvement in positive activities: shared personal insights that benefit all participants
- skill-building activities: interpersonal skills learned through writing and verbal communications
- recognition: writings of program youths are distributed to parents, schools libraries, government officials, and the general public.

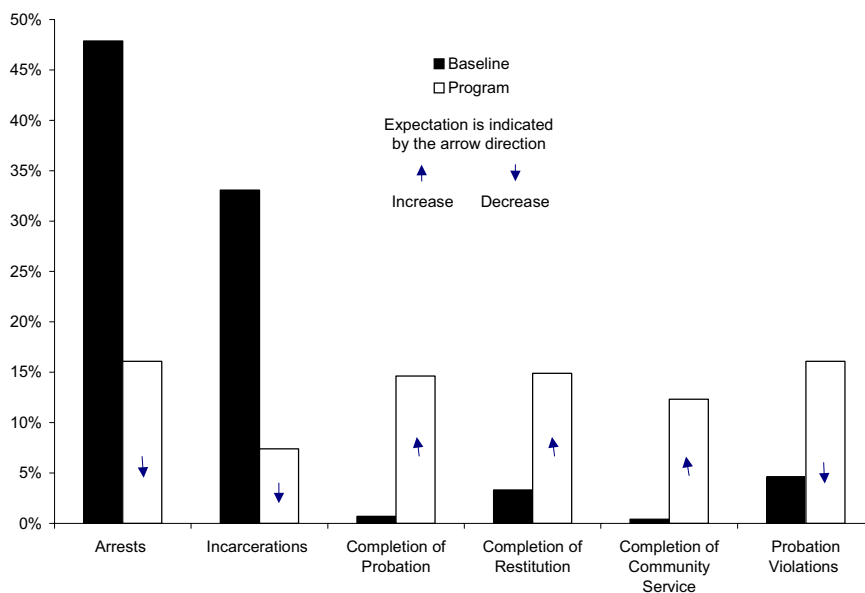
Evidence Base for Program. “CAL READ” research by the University of California, Berkeley, has demonstrated that juvenile hall youths who participated in at least 15 to 20 classes in youth literacy programs increased their reading level one full grade. On the other hand, students without this literacy intervention showed no gains in their reading. Approximately 60 percent of IOW participants attend 15 to 20 classes while detained (Alameda County Library, 2006).

Resiliency research has shown decreased crime and antisocial behaviors in programs such as IOW that are based on providing (1) clear and consistent standards for prosocial behavior, (2) healthy beliefs, (3) prosocial bonding with adults outside the youth family, (4) opportunity for meaningful involvement in positive activities, (5) skills-building activities, and (6) recognition (Office of Juvenile Justice and Delinquency Programs, 2000).

Outcomes. For outcome measures, we compared the performances of 541 IOW youths in the six months before juvenile hall entry with their performances in the six months after juvenile hall release. Youths in this program had significantly fewer arrests during the six months after juvenile hall release compared with the six months before juvenile hall entry (16.1 percent versus 47.9 percent). Significantly fewer youths were incarcerated during the six months after juvenile hall release than in the six months

before juvenile hall entry (7.4 percent versus 33.1 percent).¹⁶ They completed restitution at a significantly higher rate during the six months after juvenile hall release than in the six months before hall entry (14.9 percent versus 3.3 percent). During the six months after hall release, 14.6 percent completed probation and 12.3 percent completed community service, but because so few IOW youths completed either probation or community service during the six months before juvenile hall entry, differences were not statistically testable. However, significantly more IOW youths had probation violations in the six months after juvenile hall release than during the six months before juvenile hall entry (16.1 percent versus 4.6 percent). The mean number of Special Incident Reports (SIRs) six months after program entry was not statistically significant compared with the mean number of SIRs in the first month of the program—the means being 0.84 in the first month and 0.82 six months later. CSA-mandated outcome results are shown in Figure 2.18. Additional details are available in Appendix E.

Figure 2.18
Inside-Out Writers (IOW) Outcomes—FY04–05



¹⁶ Only arrests or incarcerations that occurred at least two days before hall entry were included. The arrest that led directly to the hall stay during which the youth participated in the Inside-Out Writers program was thus excluded from this count.

Cluster data were available for only 13 percent of IOW youths, so that we cannot be certain that any analyses by cluster are representative of the program as a whole. “Big six” outcomes by cluster are shown in Appendix F.

Summary of Outcomes for the Enhanced School- and Community-Based Services Initiative

Taken as a whole, youths in the Enhanced School- and Community-Based Services initiative showed improvements in the primary program goals of completion of probation, restitution, and community service, as well as a decrease in arrests and incarcerations, although the differences in arrest rates were marginal. In contrast to the other initiatives, youths in the Enhanced School- and Community-Based Services initiative had marginally lower probation violation rates than comparison group youths. For the programs that used educational measures as supplemental outcomes, school attendance improved significantly in the term following program entry, as compared with the previous term, along with significant reductions in school suspensions and expulsions. Other supplemental outcome measures in this initiative were mixed, with some showing significant improvement while others did not.

ADDITIONAL PROGRAM OUTCOME ANALYSES

In this section, we discuss additional analyses conducted to illuminate program outcomes by gender. We present below a summary of these analyses. Detailed results are contained in the appendices. Appendix G gives selected outcomes, separately for male and female participants. For some programs, gender data were not available, so that these programs are excluded from analyses.

School-Based Program Youths by Gender

To assess the relative impact of programs by gender, we examined selected outcomes for all the programs separately for males and females.¹⁷ While we are able to make some general statements about gender differences in CSA-mandated outcomes, it should be noted that some of the programs were quite small, so any conclusions about

¹⁷ For some programs, data on gender were available for only a subset of the program participants. Any conclusions about gender differences can only be generalized to the subset of program youths whose gender is known, rather than to the entire program population.

gender differences within these programs must be very tentative. For the larger programs, such as the school-based programs for probationers and at-risk youths, we are more confident in asserting that the differences shown in the data reflect actual differences in performance rather than statistical perturbations.

With few exceptions, females tended to show more positive results than males on all of the “big six” measures. Females had lower arrest, incarceration, and probation violation rates than males, and were more likely to successfully complete probation, restitution, and community service. For example, 12.8 percent of female school-based high school probationers were arrested, compared with 21.0 percent of males in the program. Similarly, 18.0 percent of females in the program successfully completed probation, compared with 12.8 percent of males. Females in the middle school at-risk program had an arrest rate of 0.6 percent, compared with 4.7 percent for males.

It is worth noting that in two programs—Special Needs Court (SNC) and Inside-Out Writers (IOW)—males showed more positive outcomes than females. Both programs, however, contain many more males than females, so the differences in outcomes may be coincidental rather than gender driven.

Selected Program and Comparison Group Outcome Rates

For probation youths, we computed a ratio of rates between program and comparison youths in successfully completing probation, being arrested, and being incarcerated. This allows us to answer questions such as these:

- For every 100 program youths who successfully complete probation, how many comparison youths complete probation?
- For every 100 program youths who are arrested, how many comparison youths are arrested?
- For every 100 program youths who are incarcerated, how many comparison youths are incarcerated?

The resulting rates are shown in Table 2.2 below. If a higher percentage of program youths than of comparison youths completed probation successfully, the corresponding entry in Table 2.1 will be below 100. For arrests and incarcerations, a number higher than 100 in Table 2.1 indicates that a higher percentage of comparison youths than program youths were arrested or incarcerated.

Table 2.2
For Every 100 Program Youths Who..., How Many Comparison Youths...?

Program and Type of Comparison Group	Successfully Complete Probation	Are Arrested	Are Incarcerated
<i>Contemporaneous comparison group</i>			
SNC	96	121	86
MST	17	130	201
SBHS-PROB	4	75	78
SBMS-PROB	2	115	120
<i>Historical comparison group</i>			
MH	109	53	96
CTF	318	16	24
SBHS-AR	N/A	137	587
SBMS-AR	N/A	193	734
<i>Pre/post comparison</i>			
YSA	28	250	250
PARKS	N/A	81	134
HB	0	441	448
IOW	5	298	448

Note: ACT and YWAR are not included in this table because both programs are only for at-risk youths, none of whom were arrested or incarcerated.

Table 2.2 illustrates a general trend in the Year 4 data, namely, that arrest and incarceration rates seem to be higher for juveniles in Los Angeles County than in previous years.¹⁸ With few exceptions, the programs in which participants were compared either with their own prior performance or with a contemporaneous comparison group showed more positive results. In contrast, those programs in which participants were compared with a historical comparison group tended to show more negative results. As the JJCPA program matures and more time elapses between contemporary measures and those of a fixed historical comparison group, particularly one

¹⁸ This does not necessarily mean that juvenile crime rates were higher than in previous years. The higher rates of arrest and incarceration may reflect changes in policing practices, improvements in data quality, higher crime rates, or some combination of all three.

drawn from a time of lower arrest and incarceration rates, the validity of the comparability of the groups becomes increasingly questionable.

3. EVALUATING THE QUALITY OF JJCPA PROGRAM IMPLEMENTATION

In an effort to provide the best possible outcomes for JJCPA youth, the Los Angeles County Probation Department (hereafter called the Probation Department or, simply, Probation) has focused not only on measures described in the previous chapter but also on the integrity of the programs it delivers. Although the JJCPA programs are evidence based, it is important to measure whether their actual implementation is consistent with best practices for correctional programs.

Probation Department efforts have used, as a starting point, core concepts from the Correctional Program Assessment Inventory (CPAI) in this effort (Gendreau and Andrews, 1989, 1996). This inventory was developed to assess “how closely a correctional treatment program meets known principles of effective correctional treatment” (Latessa, 2005). Once a program is scored on key domains, program staff can work on areas that need to be improved to bring programs into line with best practices.

In the first years of JJCPA, RAND developed a “scorecard” to measure program adherence to best practices in terms of program leadership, staff characteristics and training, program theoretical model, youth assessment, program evaluation, and other characteristics. JJCPA programs were brought together in group sessions where RAND staff explained best-practice concepts and programs were asked to rate the extent to which their programs met the best practices.

In Year 4 of JJCPA, more targeted and in-depth efforts to assess programs on CPAI dimensions were conducted. The first was an assessment of 11 community-based programs involved in the High-Risk/High-Need (HRHN) program, conducted by RAND. The second was a full-scale CPAI assessment of the Inter-Agency Drug Abuse Recovery Program (I-ADARP), conducted by Edward Latessa, a juvenile justice and CPAI expert from the Center for Criminal Justice Research at the University of Cincinnati.

HRHN SITE VISITS

At the request of the Probation Department, RAND conducted site visits in FY04–05 to 11 community-based organizations (CBOs) that provided services for JJCPA participants. These site visits were conducted to assess the extent to which these organizations were providing treatment services consistent with “best-practices” principles. We gathered information on clusters served, locations where services were

provided, program goals, services offered by the program, age of the target population, program capacity and current number of JJCPA cases, assessment methods used, sources of referral from JJCPA, characteristics of intake procedures, details of services provided to JJCPA participants, conditions of discharge from the program, length of time JJCPA youths actually spent in the program, perceived outcomes of the program, consequences of noncompliance, theoretical basis of the program, number of staff, methods of program evaluation, sufficiency of program funding, degree and type of community support, frequency of contact with JJCPA DPOs, and implementation issues.

The CBO programs that we examined fall into two general categories—home based and employment based—each addressing different target populations and offering different services. We will briefly summarize the most salient characteristics of these two types of program.

Characteristics of Home-Based Programs

Home-based programs are typically aimed at 14–18-year-olds, and are often gender specific. These programs address parents and families as well as youths. All home-based programs are contractually tasked with meeting three goals:

- to reduce delinquency and recidivism and promote prosocial behavior
- to strengthen the family and parenting practices
- to promote school success and employment opportunities.

Assessments are supposed to be done by DPOs using LARRC, but all programs report not receiving LARRC assessments. Some CBOs do their own assessments, mostly informal. Referrals come from the Central Processing Unit of the Probation Department or from individual DPOs. Intakes are typically adopted within five days of referral and often include baseline assessment and individual case plans.

Services vary from program to program but always include phone calls and home visits. In addition, parental and youth support are included in all these programs. Programs last for six months or until the youth is discharged from probation, whichever comes first. Successful outcomes are defined as improved school attendance and academic performance, no recidivism, and termination of probation. If the youth is noncompliant, most programs attempt to increase involvement by the family and/or DPO to promote compliance. Some programs terminate youths that cannot be reached by phone or in-home visits.

By contract, all school-based programs are supposed to be based on social learning theory. In practice, delays in receiving training on this theory led many CBOs to provide services as usual until the training was provided.

All programs are serving only a small fraction of their capacity. In several of the programs, this has resulted in staff reductions from those originally contracted. Some programs refer youths to other programs, either internal or external, as needed. Programs are evaluated in various ways, the most common being case file audits. Clinical supervision and site visits are also used in evaluation of the programs. Roughly half the programs reported regular contact with Probation, and about half said their funding through Probation was sufficient. All programs complained about the low number of referrals received. Several also complained about poor communication with Probation. All programs noted that they were not receiving LARRC assessments from DPOs as promised.

Characteristics of Employment-Based Programs

Employment-based programs are aimed at older youths. Most by contract target youths aged 17 and 18, though some will accept younger participants as well. All employment-based programs are contractually tasked with offering the following employment services:

- Module One: Assessment and Employment Eligibility Support
- Module Two: Job Readiness Training and Subsequent Job Placement
- Module Three: Vocational Training and Subsequent Job Placement
- Module Four: Employment Retention Services.

Several programs offer gender-specific training to address life skills and problem-solving skills related to women in the workforce. All provide employment services and youth support. Some programs also include other services, such as case management or counseling/therapy. Program typically began within seven working days of referral. The type of referral was not specified for these programs.

Unlike home-based programs, employment-based programs are generally not based on any specific underlying theoretical orientation. All offer multiple two- or three-hour workshops focused on developing the necessary skills to succeed in the job market. Some programs offer additional vocational training in specific skills such as auto repair. Participants receive certificates of completion at the end of the training. After job placement, participants meet regularly with CBOs for job-retention services. These meetings may also include parents, DPOs, and employers.

Employment-based programs tend to be longer than home-based programs. Typical program length was 12 months, but some continued as long as 18 months after referral. Program success is defined as job retention for six months. Noncompliance typically results in a call to the DPO, and often to the parents as well.

Although some employment-based programs were evaluated in multiple ways, including audits, surveys, and site visits, most programs reported no self-evaluation. Contact between the programs and Probation was generally viewed as irregular, and funding was mostly seen as insufficient. Implementation issues cited by program staff included low referrals, poor communication with DPOs, inadequate screening before referral, and unmotivated participants.

ASSESSMENT OF THE INTER-AGENCY DRUG ABUSE RECOVERY PROGRAM

In addition to RAND's site visits to CBOs, the Probation Department also contracted with Edward Latessa from the Center for Criminal Justice Research at the University of Cincinnati to pilot-test the use of the Correctional Program Assessment Inventory (CPAI) (Gendreau and Andrews, 1989) as a tool for measuring how closely JJCPA programs meet known principles of effective correctional treatment. The CPAI has been validated on a diverse set of adult and juvenile correctional programs and demonstrated to be predictive of program outcomes. The CPAI measures six primary program areas:

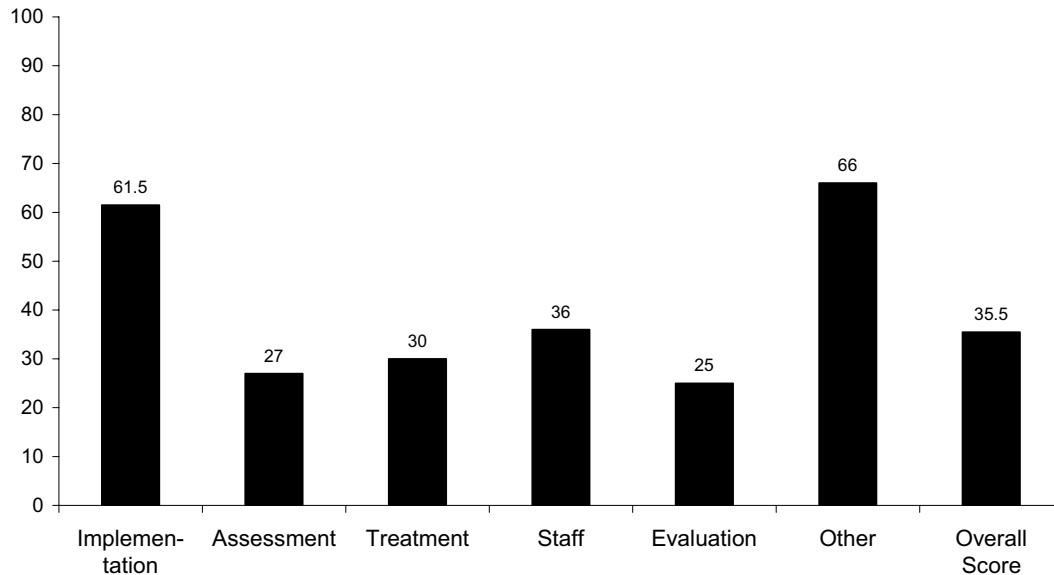
- program implementation and the qualifications of the treatment director
- offender preservice assessment
- characteristics of the program
- characteristics and practices of the staff
- quality assurance and evaluation
- miscellaneous items such as ethical guidelines and program stability.

Each program area is scored "very satisfactory" (70 percent to 100 percent); "satisfactory" (60 percent to 69 percent); "needs improvement" (50 percent to 59 percent); or "unsatisfactory" (less than 50 percent). The overall assessment of the program is based on the average of the six individual program area scores. Depending on the type of program being assessed, some items may be considered not applicable, and some program areas may be given greater weight (Latessa, 2005).

The Probation Department decided to pilot-test the use of the CPAI on I-ADARP. In this pilot test, the CPAI was only applied to the home-based services of males in I-

ADARP. The assessment of I-ADARP resulted in an overall program score of 35.5 percent on the CPAI, or “unsatisfactory.” See Figure 3.1 for scores in the six separate program areas evaluated.

Figure 3.1
I-ADARP Home-Based Services CPAI Scores



Note: Each section is scored as either “very satisfactory” (70 percent to 100 percent); “satisfactory” (60 percent to 69 percent); “needs improvement” (50 percent to 59 percent); or “unsatisfactory” (less than 50 percent).

Based on this CPAI assessment, there are a number of clear areas for improving the I-ADARP program. The assessment indicated that I-ADARP should work with Probation to develop and implement a set of clinical criteria for program inclusion and exclusion. I-ADARP should also adopt an effective treatment model programwide and develop a detailed program manual. At the time of the assessment, I-ADARP did not have an overarching evidence-based treatment modality or program manual. In addition, staff on average did not have the requisite level of education to work with youths in a treatment setting. As a result, it was recommended that formal staff training in the theory and practice of treatment interventions for youthful offenders should be increased. Finally, results from the CPAI assessment suggest a need for increased quality assurance mechanisms for monitoring the progress of the I-ADARP.

In the coming year, Probation plans to implement the use of the CPAI to all JJCPA programs as a tool for auditing fidelity in program design and implementation. The CPAI can also be used to help programs that are struggling understand more clearly how they need to adapt to become more-effective treatment interventions.

4. JUVENILE JUSTICE COSTS FOR JJCPA PARTICIPANTS

In this chapter, we present analyses of the costs associated with JJCPA programs. These include not only the costs of administering the programs, but also the costs of supervision, juvenile hall, juvenile camp, and other juvenile justice costs encountered by JJCPA participants.

JJCPA PER CAPITA COSTS

A total of 30,933 youths were served in JJCPA programs in FY04–05, at a total cost of \$30,153,382, or \$975 per participant.¹⁹ As one might expect, some programs had lower per capita costs than others. In general, the larger programs, such as Mental Health Screening, Assessment, and Treatment (MH), had the lowest per capita costs, while the programs that offered more-extensive services to a smaller population, such as Special Needs Court (SNC), had higher per capita costs. Table 4.1 shows the total budget for each program, the number of youths served in FY04–05, and the cost per program participant. Overall, the cost per youth in the Enhanced Mental Health Services initiative in FY04–05 was \$434, while the Enhanced Services to High-Risk/High-Need Youth initiative cost \$14,173 per youth served, and the Enhanced School- and Community-Based Services programs spent \$811 per youth.

¹⁹ The number of youths served in FY04–05 is greater than the number of youths for whom outcome measures were reported to the CSA, because the time frames are different. Because the cost estimates in this chapter include arrests during the six-month eligibility mandated for “big six” outcomes, the number of program youths will match the number used to report outcomes to the CSA, not the total number served during the fiscal year.

**Table 4.1
FY04–05 Per Capita Costs, by JJCPA Program**

Initiative/Program	Youths Served	Budget	Per capita
MH	14,357	\$5,329,354	\$371
CTF	120	\$643,224	\$5,360
MST	80	\$351,740	\$4,397
Enhanced Mental Health Services initiative	14,557	\$6,324,318	\$434
SNC	83	\$1,119,399	\$13,487
YSA	157	\$1,160,468	\$7,392
YWAR	266	\$2,174,257	\$8,174
Enhanced Services to High-Risk/High-Need Youth initiative ²⁰	789	\$4,454,124	\$8,803
SBHS	7,844	\$8,451,438	\$1,077
SBMS	1,817	\$1,272,809	\$701
ACT	3,762	\$227,169	\$60
PARKS	1,371	\$1,076,900	\$785
HB	350	\$1,418,727	\$4,054
IOW	443	\$199,858	\$451
Enhanced School- and Community-Based Services initiative	15,587	\$12,646,901	\$811
All programs ²¹	30,933	\$30,153,382	\$975

Components of Cost

Although Table 4.1 above shows the costs of delivering JJCPA services in the various programs, there are also other costs incurred for JJCPA participants. These include the cost of supervision for those on probation, the cost of juvenile hall for those who spend time in the halls, the cost of juvenile camp for those assigned to camp, the cost of receiving a technical violation of probation, and the various costs associated with

²⁰ Totals for Initiative II do not include those for the HRHN program. In addition to the 283 youths who received services in the HRHN program, the budget allocated to HRHN (\$6,728,039) also paid for an unknown number of participants in other programs that were discontinued during FY04–05, or incorporated into the HRHN program.

²¹ In contrast to the Initiative II totals, the total costs for all programs, and the total number of youths served, does include those for HRHN.

being arrested. In our analysis of overall JJCPA costs, we have attempted to estimate each of these costs on a daily basis in order to calculate the actual cost of each individual participant.

It should be emphasized that these are *estimated* costs, based on the best information available at the time of this report. Most involve calculations involving estimates provided by Probation, or from publicly available data. These analyses are intended not to provide exact costs but to give an indication of approximate trends for each program, and to allow comparisons for program participants in the six months after entering JJCPA programs versus the prior six months. In the tables that follow, supervision, juvenile hall, and camp costs are shaded for emphasis.

Program Cost. The daily program cost was calculated by determining the number of days each youth received services during FY04–05, adding up the number of days served for all program participants, and dividing this total into the total budget for the program. Program costs varied considerably, from a daily average of \$0.28 for youths in ACT, to \$65.45 per day for SNC participants. Overall, JJCPA programs cost an average of \$3.73 per youth per day.

Probation Costs. The costs of routine probation supervision, juvenile hall detention, and juvenile camp were provided by Probation, based on their own internal audits. The cost of juvenile hall was estimated at \$60,710.45 per year, or \$166.33 per day. Each day in camp costs approximately \$121.92, while routine probation supervision was estimated to cost \$2,741.15 annually, or \$7.51 per day.

Arrest Costs. Arrest costs were provided by the Los Angeles Police Department (LAPD) and the Los Angeles County Sheriff's Department in response to a request by the Los Angeles County Probation Department, who in turn made these estimates available to RAND researchers. A juvenile arrest by the LAPD was estimated to cost \$473.13, an estimate provided by the LAPD that includes the cost of officers on the scene and in the station (4 hours in all at \$34.90 per hour), the cost of review by a detective (1.5 hours at \$42.82 per hour), a citation package delivered to the district attorney (1 hour at \$34.90 per hour), and a booking fee of \$25. A juvenile arrest by the Sheriff's Department was estimated to cost \$1,661.88, including 4.5 hours of deputy generalists at \$75.95 per hour and 4.5 hours of deputy at \$81.48 per hour for arrest, report writing, and transport; 4.5 hours of deputy for case filing, investigation, and interview at \$81.48 per hour; and a booking fee of \$586.78. During FY04–05, 23 percent of juvenile arrests were by the Sheriff's Department. Using these numbers, and using the LAPD estimates as a proxy

for cost per arrest by other municipal police departments, we computed a weighted average cost of \$749.16 per arrest.

Court Costs. Court costs include several components, including the District Attorney, the Public Defender, and the costs of the court itself. Whenever possible, we obtained estimates of these costs directly from the principals. When that was not possible, we estimated the costs using publicly available data sources.

The State of California's Criminal Justice Statistics Center reports that in the most recent year available at the time of this report (2003), 360,868 adult and juvenile cases were disposed in Los Angeles County.²² Using the *County of Los Angeles Annual Report 2003–2004*,²³ we determined that the District Attorney's total budget was \$253,785,000. Dividing budget by cases yields \$703.26 per case.²⁴ Since we are actually interested in FY04–05 but the number of dispositions is not yet available for 2004, we converted \$703.26 to 2004 dollars, which yields \$719.43 per case disposed.

Based on a telephone call from Probation to the Public Defender's Office on January 15, 2006, the cost of defending a juvenile case in FY04–05 was estimated at \$274.96.

The Judicial Council of California, Administrative Office of the Courts, reports that the total budget for Superior Courts in Los Angeles County in 2005 was \$548,366,077.²⁵ The equivalent amount in 2003 dollars would be \$521,944,714. Dividing this by the 360,868 dispositions noted above for the District Attorney's costs in Los Angeles County in 2003, we obtain an estimated court cost of \$1,446.36 per disposition, equivalent to \$1,479.63 in 2004 dollars. Adding this to the \$719.43 for the District Attorney and \$274.96 for the public defender, we estimate the total cost of each court appearance in FY04–05 at \$2,474.02.

Savings Due to Improved School Attendance. For the school-based programs only, we also calculated the "negative cost," i.e., the savings, based on improved school

²² Online at http://stats.doj.ca.gov/cjsc_stats/prof03/19/5.htm (as of September 7, 2006).

²³ Online at http://www.lacounty.info/LACoAnl_Rpt03-04.pdf (as of September 7, 2006).

²⁴ This estimate is necessarily based on both adult and juvenile cases, since available budget data did not include a breakdown by juvenile versus adult cases.

²⁵ Online at <http://www.courtinfo.ca.gov/jc/documents/0605item10.pdf> (as of January 29, 2007).

attendance during the term after starting the program versus the term before starting. These savings are based on the value of an average daily attendance (ADA) rate of \$28.51 for schools in the Los Angeles Unified School District (LAUSD) that have traditional schedules, \$31.49 for LAUSD year-round schools, and \$33.33 for schools in the Long Beach Unified School District.²⁶

COST COMPARISONS FOR PROGRAMS IN THE ENHANCED MENTAL HEALTH SERVICES INITIATIVE

Our cost comparisons involve estimates of program and other juvenile justice costs during the six months after starting the program (follow-up) versus those in the six months before starting (baseline). In the case of programs administered within juvenile halls, we compare costs in the six months after release from the hall with those in the six months before entering the hall. For all JJCPA programs, the program cost in the baseline is assumed to be zero.

Costs for Mental Health Screening, Assessment, and Treatment

Table 4.2 shows the components of program costs for the MH program. Since MH is administered within juvenile halls, the follow-up period refers to the six months after release from the hall, and the baseline refers to the six months before entering the hall. Results from our cost comparisons indicate that the lower arrest rate in the follow-up period for the MH program produced an average savings of \$607 per juvenile. Although the corresponding costs of arrests were lower in the follow-up period, these potential savings were offset by higher costs for supervision, juvenile hall, camps, and court appearances. This results in an overall higher mean cost per youth in the follow-up (\$12,144) than in the baseline (\$7,147).

²⁶ These ADAs were estimates obtained by Probation from the school districts. If the school attended was unknown, we used the same ADA as for LAUSD traditional schools.

Table 4.2
Components of Program Costs for MH

	Unit Cost	Unit	Follow-up Means		Baseline Means		Differ- ence
			Units	Costs	Units	Costs	
Program	\$5.21	Day	24.59	\$128	0.00	\$0	-\$128
Supervision	\$7.51	Day	154.26	\$1,159	119.08	\$894	-\$265
Arrest	\$749.16	Arrest	0.35	\$265	1.16	\$872	\$607
Juvenile hall	\$166.33	Day	15.00	\$2,495	11.09	\$1,844	-\$651
Camp	\$121.92	Day	48.35	\$5,895	12.18	\$1,485	-\$4,410
Court	\$2,474.02	Appearance	0.89	\$2,214	0.83	\$2,059	-\$155
Total				\$12,144		\$7,147	-\$4,997

Costs for Community Treatment Facilities

Follow-up costs for CTF were measured in the six months after ending the program, while baseline costs were computed for the six months before entering the program. As Table 4.3 shows, components of cost for CTF were generally higher in the follow-up than in the baseline, with increases in the costs associated with arrests, juvenile hall, and court appearances offsetting reductions in the costs of supervision and camps. CTF youth did incur a savings (\$365) in camp costs during the six-month follow-up period. Program costs (\$3,781) were the largest single component of the total mean cost per CTF youth.

Table 4.3
Components of Program Costs for CTF

	Unit cost	Unit	Follow-up Means		Baseline Means		Differ- ence
			Units	Costs	Units	Costs	
Program	\$30.75	Day	122.95	\$3,781	0.00	\$0	-\$3,781
Supervision	\$7.51	Day	81.18	\$610	82.30	\$618	\$8
Arrest	\$749.16	Arrest	0.33	\$250	0.08	\$57	-\$193
Juvenile hall	\$166.33	Day	18.89	\$3,143	15.15	\$2,520	-\$623
Camp	\$121.92	Day	3.50	\$427	6.50	\$792	\$365
Court	\$2,474.02	Appearance	0.52	\$1,274	0.42	\$1,050	-\$224
Total				\$9,484		\$5,037	-\$4,447

Costs for Multisystemic Therapy

Cost components for MST are shown in Table 4.4. For this program, baseline and follow-up costs were roughly comparable for all cost components except program costs. Relatively modest cost reductions in arrest (\$56), juvenile hall (\$86), and court costs

(\$337) were somewhat offset by similarly modest increases in costs of supervision (\$203) and confinement to camp (\$209). The largest cost component for MST was program cost (\$2,930).

Table 4.4
Components of Program Costs for MST

	Unit Cost	Unit	Follow-up Means		Baseline Means		Difference
			Units	Costs	Units	Costs	
Program	\$17.39	Day	168.47	\$2,930	0.00	\$0	-\$2,930
Supervision	\$7.51	Day	159.36	\$1,197	132.39	\$994	-\$203
Arrest	\$749.16	Arrest	0.33	\$250	0.41	\$306	\$56
Juvenile hall	\$166.33	Day	9.21	\$1,532	9.73	\$1,618	\$86
Camp	\$121.92	Day	7.23	\$881	5.52	\$672	-\$209
Court	\$2,474.02	Appearance	0.50	\$1,237	0.64	\$1,574	\$337
Total				\$8,027		\$5,165	-\$2,862

COST COMPARISONS FOR PROGRAMS IN THE ENHANCED SERVICES TO HIGH-RISK/HIGH-NEED YOUTH INITIATIVE

For this initiative, we again estimated costs of the program, along with other juvenile justice costs, during baseline and follow-up period. None of the programs in this initiative were administered in juvenile halls, so that baseline and follow-up periods for all programs are defined in reference to the program start date. As we have noted earlier, the High-Risk/High-Need (HRHN) program began too late in the fiscal year to be reportable for FY04–05, so we do not include it in the cost comparisons.

Costs for Special Needs Court

As Table 4.5 indicates, cost components for SNC youths did not differ greatly between the baseline and follow-up, with the notable exception of program costs (\$11,053). On a per capita basis, SNC is the most expensive of all JJCPA programs, and program costs were the largest single component of total cost for this program. All other cost components except the cost of supervision were lower in the follow-up than in the baseline period. The average costs savings in arrests, juvenile hall, camp, and court appearances was \$3,799, but could not offset the large overall program cost (\$11,053).

Table 4.5
Components of Program Costs for SNC

	Unit Cost	Unit	Follow-up Means		Baseline Means		Difference
			Units	Costs	Units	Costs	
Program	\$65.45	Day	168.88	\$11,053	0.00	\$0	-\$11,053
Supervision	\$7.51	Day	151.31	\$1,136	124.06	\$932	-\$204
Arrest	\$749.16	Arrest	0.34	\$258	0.66	\$492	\$234
Juvenile hall	\$166.33	Day	64.47	\$10,723	81.72	\$13,592	\$2,869
Camp	\$121.92	Day	2.94	\$358	5.47	\$667	\$309
Court	\$2,474.02	Appearance	1.34	\$3,324	1.50	\$3,711	\$387
Total				\$26,852		\$19,393	-\$7,459

Costs for Youth Substance Abuse Intervention

Table 4.6 shows the components of cost for YSA participants. Like several other JJCPA programs, YSA incurs the largest mean cost from the program itself (\$3,855). Compared with the baseline period, follow-up costs for YSA were slightly higher for supervision and juvenile hall. YSA participation was associated with an average cost savings in arrests (\$176), camp (\$193), and court appearances (\$230). These cost savings, however, could not offset the overall program costs (\$3,855).

Table 4.6
Components of Program Costs for YSA

	Unit Cost	Unit	Follow-up Means		Baseline Means		Difference
			Units	Costs	Units	Costs	
Program	\$22.55	Day	170.95	\$3,855	0.00	\$0	-\$3,855
Supervision	\$7.51	Day	138.22	\$1,038	109.60	\$823	-\$215
Arrest	\$749.16	Arrest	0.25	\$184	0.48	\$360	\$176
Juvenile hall	\$166.33	Day	6.91	\$1,150	6.06	\$1,009	-\$141
Camp	\$121.92	Day	5.75	\$700	7.32	\$893	\$193
Court	\$2,474.02	Appearance	0.56	\$1,395	0.66	\$1,625	\$230
Total				\$8,321		\$4,710	-\$3,611

Costs for Young Women at Risk

YWAR participants had no arrests in either the baseline or follow-up periods, so the only costs associated with this program were those of administering the program (\$5,718), as shown in Table 4.7.

**Table 4.7
Components of Program Costs for YWAR**

	Unit Cost	Unit	Follow-up Means		Baseline Means		Differ- ence
			Units	Costs	Units	Costs	
Program	\$41.28	Day	138.53	\$5,718	0.00	\$0	-\$5,718
Supervision	\$7.51	Day	0.00	\$0	0.00	\$0	\$0
Arrest	\$749.16	Arrest	0.00	\$0	0.00	\$0	\$0
Juvenile hall	\$166.33	Day	0.00	\$0	0.00	\$0	\$0
Camp	\$121.92	Day	0.00	\$0	0.00	\$0	\$0
Court	\$2,474.02	Appearance	0.00	\$0	0.00	\$0	\$0
Total				\$5,718		\$0	-\$5,718

COST COMPARISONS FOR PROGRAMS IN THE ENHANCED SCHOOL- AND COMMUNITY-BASED SERVICES INITIATIVE

As with the other FY04–05 initiatives, we compared baseline and follow-up costs for each program. Baseline and follow-up periods were based on program start date for all programs in this initiative except Inside-Out Writers (IOW), which was administered within the juvenile halls. The follow-up period for IOW participants is therefore defined as the six months after release from the hall, while the baseline period is the six months before entering the hall.

We also included school attendance as a component of total cost for the four school-based programs only.²⁷ Attendance “costs” were actually a negative number, and reflect the average daily attendance reimbursement received by schools because of improved attendance during the follow-up period, as compared with baseline attendance.

Costs for School-Based High School Probationers

The SBHS-PROB program was the only one in JJCPA in FY04–05 that had lower total costs in the follow-up (\$4,338) than in the baseline period (\$5,018), as Table 4.8 shows. Although supervision and juvenile hall costs increased in the follow-up (\$98), decreases and arrest and camp costs (\$303 and \$385, respectively), as well as court costs (\$1,106), more than compensated. Costs for this program were relatively modest, and school attendance improved. The overall cost savings was \$680 per youth.

²⁷ For participants in the school-based programs for whom we did not have attendance data, we assumed that a comparison of their baseline and follow-up attendance produced no savings.

Table 4.8
Components of Program Costs for SBHS-PROB

	Unit Cost	Unit	Follow-up Means		Baseline Means		Differ- ence
			Units	Costs	Units	Costs	
Program	\$4.82	Day	161.48	\$778	0.00	\$0	-\$778
Supervision	\$7.51	Day	160.67	\$1,207	75.92	\$570	-\$637
Arrest	\$749.16	Arrest	0.25	\$190	0.66	\$493	\$303
Juvenile hall	\$166.33	Day	5.42	\$901	4.83	\$803	-\$98
Camp	\$121.92	Day	4.22	\$515	7.39	\$900	\$385
Court	\$2,474.02	Appearance	0.46	\$1,145	0.91	\$2,251	\$1,106
Attendance	variable	Day	14.49	-\$430			\$430
Total				\$4,338		\$5,018	\$680

Costs for School-Based High School At-Risk Youths

Table 4.9 shows the cost components of the SBHS-AR program. Although program costs were relatively modest compared with those for other JJCPA programs, they nonetheless made up the lion’s share (\$763) of the program’s total cost (\$1,004). Costs for all components were higher in the follow-up than in the baseline period, and gains in school attendance were relatively modest (\$168) compared with those of the other three school-based programs (\$432 average for the three).

Table 4.9
Components of Program Costs for SBHS-AR

	Unit Cost	Unit	Follow-up Means		Baseline Means		Differ- ence
			Units	Costs	Units	Costs	
Program	\$4.82	Day	158.35	\$763	0.00	\$0	-\$763
Supervision	\$7.51	Day	3.85	\$29	3.12	\$23	-\$6
Arrest	\$749.16	Arrest	0.08	\$57	0.04	\$28	-\$29
Juvenile hall	\$166.33	Day	0.57	\$95	0.04	\$6	-\$89
Camp	\$121.92	Day	0.67	\$82	0.17	\$21	-\$61
Court	\$2,474.02	Appearance	0.04	\$111	0.02	\$56	-\$55
Attendance	variable	Day	5.94	-\$168			\$168
Total				\$1,004		\$133	-\$871

Costs for School-Based Middle School Probationers

As Table 4.10 shows, the SBMS-PROB program saw relatively large changes in cost components between the baseline and follow-up periods, with gains and losses virtually canceling each other out except for program costs (\$766 per youth). Supervision, juvenile hall, and camp costs were higher in the follow-up, while costs for

arrest and court appearances were lower. School attendance improved considerably in the follow-up period and produced an average costs savings of \$425 per youth.

Table 4.10
Components of Program Costs for SBMS-PROB

	Unit Cost	Unit	Follow-up Means		Baseline Means		Differ- ence
			Units	Costs	Units	Costs	
Program	\$2.86	Day	159.02	\$766	0.00	\$0	-\$766
Supervision	\$7.51	Day	157.18	\$1,180	55.08	\$414	-\$766
Arrest	\$749.16	Arrest	0.17	\$128	0.70	\$524	\$396
Juvenile hall	\$166.33	Day	5.41	\$901	2.85	\$473	-\$428
Camp	\$121.92	Day	2.21	\$270	0.33	\$40	-\$230
Court	\$2,474.02	Appearance	0.56	\$1,378	0.86	\$2,138	\$760
Attendance	variable	Day	14.28	-\$425			\$425
Total				\$4,260		\$3,589	-\$671

Costs for School-Based Middle School At-Risk Youths

As with all JJCPA programs targeting at-risk youths, the largest cost component of SBMS-AR was program cost (\$772). However, as Table 4.11 shows, program cost was partially offset by improved attendance for participants in the SBMS-AR program. Overall costs for these youths were very low in the baseline period (\$19), since few were involved in the juvenile justice system, and follow-up costs were relatively low as well (\$530), producing an overall cost of \$511 per youth.

Table 4.11
Components of Program Costs for SBMS-AR

	Unit Cost	Unit	Follow-up Means		Baseline Means		Differ- ence
			Units	Costs	Units	Costs	
Program	\$2.86	Day	160.19	\$772	0.00	\$0	-\$772
Supervision	\$7.51	Day	0.81	\$6	0.61	\$5	-\$1
Arrest	\$749.16	Arrest	0.03	\$19	0.01	\$11	-\$8
Juvenile hall	\$166.33	Day	0.28	\$46	0.00	\$0	-\$46
Camp	\$121.92	Day	0.02	\$2	0.00	\$0	-\$2
Court	\$2,474.02	Appearance	0.01	\$33	0.00	\$3	-\$30
Attendance	variable	Day	15.37	-\$451			\$451
Total				\$530		\$19	-\$511

Costs for Abolish Chronic Truancy

ACT youths had no arrests in either the baseline or follow-up period, so virtually all of the follow-up costs came from administering the program (\$50 per youth), as Table 4.12 shows. There were no baseline costs for ACT youths. The average cost of the ACT program was relatively modest at \$50 per youth.

Table 4.12
Components of Program Costs for ACT

	Unit Cost	Unit	Follow-up Means		Baseline Means		Differ- ence
			Units	Costs	Units	Costs	
Program	\$0.28	Day	179.71	\$50	0.00	\$0	-\$50
Supervision	\$7.51	Day	0.03	\$0	0.00	\$0	\$0
Arrest	\$749.16	Arrest	0.00	\$0	0.00	\$0	\$0
Juvenile hall	\$166.33	Day	0.00	\$0	0.00	\$0	\$0
Camp	\$121.92	Day	0.00	\$0	0.00	\$0	\$0
Court	\$2,474.02	Appearance	0.00	\$2	0.00	\$0	-\$2
Total				\$53		\$0	-\$53

Costs for After-School Enrichment and Supervision

Because the vast majority of PARKS youths were at-risk rather than probationers, the main component of overall cost for PARKS was the cost of administering the program (\$713). As Table 4.13 indicates, costs for juvenile hall, camp, and court decreased in the follow-up (\$63, \$76, and \$11, respectively) compared with costs in the baseline period, and increases in supervision and arrest costs were modest (\$11 for supervision and \$3 for arrests).

Table 4.13
Components of Program Costs for PARKS

	Unit Cost	Unit	Follow-up Means		Baseline Means		Differ- ence
			Units	Costs	Units	Costs	
Program	\$4.31	Day	165.38	\$713	0.00	\$0	-\$713
Supervision	\$7.51	Day	5.84	\$44	4.38	\$33	-\$11
Arrest	\$749.16	Arrest	0.02	\$14	0.02	\$11	-\$3
Juvenile hall	\$166.33	Day	0.22	\$37	0.60	\$100	\$63
Camp	\$121.92	Day	0.59	\$72	1.22	\$148	\$76
Court	\$2,474.02	Appearance	0.03	\$64	0.03	\$75	\$11
Total				\$945		\$367	-\$578

Costs for Housing-Based Day Supervision

Table 4.14 shows the components of cost for HB youths. Although HB participants had lower costs for arrests (\$60), juvenile hall (\$72), camp (\$190), and court appearances (\$38) in the follow-up, these savings were dwarfed by the cost of the program itself (\$2,728). Supervision costs increased by \$108 per youth in the follow-up compared with costs in the baseline period.

Table 4.14
Components of Program Costs for HB

	Unit Cost	Unit	Follow-up Means		Baseline Means		Differ- ence
			Units	Costs	Units	Costs	
Program	\$15.58	Day	175.07	\$2,728	0.00	\$0	-\$2,728
Supervision	\$7.51	Day	32.60	\$245	18.26	\$137	-\$108
Arrest	\$749.16	Arrest	0.04	\$30	0.12	\$90	\$60
Juvenile hall	\$166.33	Day	0.72	\$120	1.16	\$192	\$72
Camp	\$121.92	Day	1.68	\$205	3.24	\$395	\$190
Court	\$2,474.02	Appearance	0.17	\$410	0.18	\$448	\$38
Total				\$3,738		\$1,262	-\$2,476

Costs for Inside-Out Writers

As noted above, the follow-up period for IOW youths is defined as the six months after release from juvenile hall, while the baseline consists of the six months before entering the hall. IOW participants spent considerably fewer days in the program than participants in other JJCPA programs, so that IOW program costs were the *smallest* component of total cost for the JJCPA program. As Table 4.15 indicates, nearly half of all IOW costs in the follow-up were attributable to camp costs (\$5,639), which virtually

doubled camp costs in the baseline period (\$2,857). Changes in other cost components from baseline to follow-up were relatively small, with reductions in arrest and juvenile hall costs (\$372 and \$805, respectively) and increases in costs due to supervision (\$32) and court appearances (\$133).

Table 4.15
Components of Program Costs for IOW

	Unit Cost	Unit	Follow-up Means		Baseline Means		Difference
			Units	Costs	Units	Costs	
Program	\$5.31	Day	17.82	\$95	0.00	\$0	-\$95
Supervision	\$7.51	Day	120.14	\$902	115.79	\$870	-\$32
Arrest	\$749.16	Arrest	0.21	\$158	0.71	\$530	\$372
Juvenile hall	\$166.33	Day	14.13	\$2,351	18.98	\$3,156	\$805
Camp	\$121.92	Day	46.25	\$5,639	23.44	\$2,857	-\$2,782
Court	\$2,474.02	Appearance	0.80	\$1,971	0.74	\$1,838	-\$133
Total				\$11,115		\$9,252	-\$1,863

TOTAL COST OF PROGRAMS AND INITIATIVES

Table 4.16 shows the mean total cost per participant in JJCPA programs in FY04–05. Weighted averages are also shown for each initiative. It should be noted that the costs for each initiative are largely driven by the costs of the program or programs in that initiative that serve the most participants. Thus, CTF and MST costs have very little influence on the overall costs of the Enhanced Mental Health Services initiative, since the vast majority of youths served within that initiative are in the MH program.

Table 4.16
Mean Total Cost Per Participant in JJCPA Programs in FY04–05, by Initiative

Initiative/Program	Follow-up	Baseline	Participants
MH	\$12,144	\$7,147	10,504
CTF	\$9,484	\$5,037	66
MST	\$8,027	\$5,165	66
Enhanced Mental Health Services initiative	\$12,102	\$7,122	10,636
SNC	\$26,852	\$19,393	32
SA	\$8,321	\$4,710	204
YWAR	\$5,718	\$0	257
Enhanced Services to High-Risk/High-Need Youth initiative	\$8,167	\$3,208	493
SBHS-PROB	\$4,338	\$5,018	4,043
SBHS-AR	\$1,004	\$133	490
SBMS-PROB	\$4,260	\$3,589	280
SBMS-AR	\$530	\$19	820
ACT	\$53	\$0	2,202
PARKS	\$945	\$367	730
HB	\$3,738	\$1,262	199
IOW	\$11,115	\$9,252	541
Enhanced School- and Community-Based Services initiative	\$2,925	\$2,891	9,305
All programs	\$7,828	\$5,101	20,434

As we might expect, overall juvenile justice costs for JJCPA participants were generally higher in the follow-up period (\$7,790) than in the baseline period (\$5,058), primarily because six months are not enough time to evaluate the long-term benefits of changes brought about by participating in JJCPA programs. The majority of the JJCPA programs, however, produced substantial average costs savings in arrests, hall, court, and camp costs. If these costs savings were accumulated over a longer period of time, they may have offset the substantial investment made in program costs. We are not able to extend the time frame to measure changes, however, because not enough time has elapsed to allow us to obtain data beyond a six-month period. With a longer follow-up

period, the initial program costs may be offset by reductions in subsequent arrests, court appearances, and days spent in halls and camps.

We note also that savings in juvenile justice costs for arrests, camps, and juvenile halls do not take into account potential savings associated with improved family and community relations. Because we have no data on the value of such improvements, we are not able to include these factors in our estimates of cost differences between the baseline and follow-up periods.

It is actually somewhat surprising to note that, driven primarily by cost savings among school-based high school probationers and the low costs of programs targeting at-risk youths, participants in the Enhanced School- and Community-Based Services initiative actually had slightly lower total juvenile justice costs in the follow-up period than in the baseline period. For these programs at least, savings in other areas of juvenile justice were enough to offset the cost of administering the programs, even in the short six-month time frame.

Component Cost Savings by Initiative

For each of the three FY04–05 initiatives, Table 4.17 shows the mean net cost for each cost component, i.e., the mean difference between the cost in the six months before entering the program and the six months after entering. As we might expect, there are noticeable differences in mean component costs among the three initiatives. The Enhanced Mental Health Services initiative, which serves only probationers, showed fewer arrest costs but much higher camp costs, after entering the program than before entering. The Enhanced Services to High-Risk/High-Need Youth initiative, which targets a large number of at-risk youths, saw the bulk of its expenses in program costs, while costs for arrests, juvenile hall, camp, and court were lower in the six months after entering the program. The Enhanced School- and Community-Based Services initiative, which targets a combination of probationers and at-risk youths, saw increased program and supervision costs, but savings in arrest and court costs after entering the program.

Table 4.17
Mean Cost Savings for FY04–05 Initiatives

Initiative	Mental Health	High-Risk/High-Need	School-Based
Program	-\$168	-\$5,293	-\$601
Supervision	-\$263	-\$102	-\$305
Arrest	\$599	\$88	\$164
Juvenile hall	-\$646	\$128	-\$11
Camp	-\$4,354	\$100	\$5
Court	-\$152	\$120	\$491

Note: A positive number in this table indicates that mean costs were lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that costs were higher after entering the program than before entering.

5. SUMMARY AND CONCLUSIONS

In this chapter, we present a summary of the evaluation findings for FY04–05. In addition, we comment on limitations of the evaluation.

OUTCOMES

Corrections Standards Authority (CSA)–mandated “big six” outcomes generally showed a similar pattern in FY04–05 as in the previous fiscal year. JJCPA participants were more likely to successfully complete probation, restitution, and community service than comparison youths. For programs that utilized a contemporaneous comparison group (SNC, MST, SBHS-PROB, and SBMS-PROB), as well as those evaluated using a pre/post design (ACT, YSA, PARKS, YWAR, HB, and IOW), JJCPA youths tended to show fewer arrests and fewer incarcerations. Because arrest rates appear to be higher for juveniles in Los Angeles County in FY04–05 than in previous years, JJCPA programs that used a historical comparison group (MH, CTF, SBHS-AR, and SBMS-AR) did not generally show lower arrest or incarceration rates than comparison youths. Consistent with our findings from previous years, participants in virtually all JJCPA programs showed higher probation violation rates than comparison youths.

Supplemental outcomes, which varied from program to program, were generally more positive in the reference period after starting the program than in the comparable period before beginning the program. School attendance, in particular, improved markedly for those programs that used attendance as a supplemental outcome measure. For these programs, school suspensions and expulsions were likely to decrease as well. Programs whose supplemental outcomes were not school-related also tended to show positive results in the measures used.

EFFORTS TO IMPROVE QUALITY OF JJCPA PROGRAMS

CBO Site Visits

At the request of the Los Angeles County Probation Department, RAND conducted on-site visits to 11 community-based organizations (CBOs) that provided services to JJCPA participants in FY04–05. These site visits were conducted to assess the extent to which these organizations were providing treatment services consistent with “best-practices” principles. The CBOs that we visited generally fell into two categories—home

based and employment based—each addressing different target populations and offering different services.

Home-Based Programs. By contract, all school-based programs are supposed to be based on social learning theory. In practice, delays in receiving training on this theory led many CBOs to provide services as usual until the training was provided. All programs are serving only a small fraction of their capacity. In several of the programs, this has resulted in staff reductions from those originally contracted. All programs complained about the low number of referrals received. Several also complained about poor communication with Probation. All programs noted that they were not receiving LARRC assessments from DPOs as promised.

Employment-Based Programs. Although some employment-based programs were evaluated in multiple ways, most programs reported no self-evaluation. Contact between the programs and Probation was generally viewed as irregular, and funding was mostly seen by the CBOs as insufficient. Implementation issues included low referrals, poor communication with DPOs, inadequate screening before referral, and unmotivated participants.

CPAI Evaluation of I-ADARP

Although there were fledgling efforts in prior years to check on program quality, this year a focus approach with the Correctional Program Assessment Inventory (CPAI) (Gendreau and Andrews, 1992) was launched. The Probation Department contracted with Edward Latessa, a juvenile justice and CPAI expert from the Center for Criminal Justice Research at the University of Cincinnati, to pilot-test the use of the CPAI as a tool for measuring how closely JJCPA programs meet known principles of effective correctional treatment. The CPAI was pilot-tested on home-based services of males in the Inter-Agency Drug Abuse Recovery Program (I-ADARP). The assessment resulted in a “satisfactory” score in two of the six dimensions measured, with an overall program score of 35.5 percent, or “unsatisfactory.” In the coming year, Probation plans to implement the use of the CPAI to all JJCPA programs as a tool for auditing fidelity in program design and implementation, and to help programs that are struggling understand more clearly how they need to adapt to become more-effective treatment interventions.

Program Implementation

FY04–05 is first year that substantial program changes were made in response to observed outcomes. Several programs from previous years were discontinued or folded

into the new High-Risk/High-Need (HRHN) program. Unfortunately, HRHN began too late to allow us to report program outcomes for FY04–05.

In addition, during this fiscal year, Probation focused on strengthening program fidelity by

- administering the Los Angeles Risk and Resiliency Checkup (LARRC) to all probationers, and utilizing LARRC scores in program placement
- offering social learning theory training for JJCPA DPOs to help them align program practices with evidence-based theory
- changing to a focus on the family, and bringing MST principles into DPO training.

Expected Changes in FY05–06

Continuing the FY04–05 initiative to improve JJCPA by dropping, adding, and consolidating programs, the CTF program has been discontinued for FY05–06. Programs that are designed on sound theoretical principle, have proven to be effective by evaluations, and have been implemented correctly will be supported and continued by Los Angeles County.

COST ANALYSIS

RAND also produced estimates of total juvenile justice costs per JJCPA participant in FY04–05. These are based on estimated costs for program administration, probation costs (routine supervision, camp stays, days in juvenile hall), arrests, and court appearances. For programs that measured school attendance, we also included a benefit (negative cost) of improved attendance. While the overall total juvenile justice cost per youth may not be completely accurate because of the limitation of our estimates of the cost components, putting a value on each component does allow us to compare the cost in the six months after starting the program with the cost in the six months before starting.

For most JJCPA programs, the largest component of total juvenile justice cost is the cost of the JJCPA program itself. Driven by these program costs, most JJCPA youths had higher total juvenile justice costs in the six months after entering the program than in the six months before entering the program. However, we would note two limitations of these analyses:

- If a youth participated in a non-JJCPA program, or in another JJCPA program, during the six months before beginning the present JJCPA program, these costs are not available to us. Therefore, the total

preprogram cost, which by definition includes no program cost, may appear to be lower than it actually was.

- Six months may not be long enough to assess the longer-term savings in total juvenile justice costs that may be attributable to participating in the JJCPA program.

The majority of the JJCPA programs did produce average savings in several important outcomes including the costs of arrests, juvenile hall, court, and camp.

LIMITATIONS OF THIS EVALUATION

Comparison Groups Versus Program Youths

As with any evaluation, there are inherent limitations in our assessment of the JJCPA program in Los Angeles County. As discussed in Chapter One, the current evaluation uses quasi-experimental designs to test the effectiveness of JJCPA programs. Quasi-experimental designs construct comparison groups using matching or other similar techniques, and then compare the performance of the treatment population with that of the comparison group. Such comparison groups are always vulnerable to the criticism that they are somehow not comparable to the program group, so that observed differences are not due to the program but rather to differences between the groups.

As we have noted, no randomized designs were used and we were unable to verify the comparability of comparison groups for some of the programs, so that observed differences between treatment and comparison groups may reflect pretreatment differences between the groups rather than treatment effects for the programs.

Of particular concern in FY04–05 is the continued use of historical comparison groups for four JJCPA programs (MH, CTF, SBHS-AR, and SBMS-AR). Most of these comparison groups include youths who received services in 2000. With time, many aspects of the juvenile justice environment in Los Angeles County have changed, making comparison between current JJCPA participants and their historical counterparts ever more problematic. Wherever possible, these historical comparison groups should be replaced by more contemporaneous comparison groups in order to produce analyses between more truly comparable groups.

Data Quality

Data used to compute outcome measures were extracted from databases maintained by Probation. These databases were originally designed for caseload tracking rather than

report generation. Probation and RAND have worked together in an attempt to maximize the quality and quantity of data available. Data for the “big six” come from official records and are relatively easy to maintain and access. Data for supplemental outcomes are sometimes more problematic, as Probation’s data are only as good as the information obtained from CBO service providers, schools, and other county government departments (e.g., the Department of Mental Health).

Data for some programs were relatively complete, and for many programs, more data for supplemental outcomes were available in FY04–05 than in previous years. In other programs, only a small fraction of program youths had data available for supplementary measures, calling into question the appropriateness of any findings based on such a small subsample. We will continue to work with Probation to increase the amount of data available for supplemental outcomes for all JJCPA programs.

The “Black Box” of Treatment

CSA-mandated outcomes, as well as supplemental outcomes, are based on objectively observable events such as arrests and school attendance. Similarly, this evaluation has focused primarily on analyses of outcomes and costs. While Probation has made an effort to better align program practices with evidence-based theory, we have made no attempt to evaluate “what works” in the treatment process. We know that youths receive certain services under JJCPA, and we can measure their performance based on objective outcome criteria. But we cannot say that one approach is “better” than another. This is the familiar “black box” analogy: Something goes in, something else comes out. We can measure what goes in and what comes out, but the present evaluation does not attempt to assess what goes on inside the black box.

This is the fourth year of RAND’s JJCPA evaluation findings. Over the years, the strength and breadth of the evaluation has improved. More-rigorous comparison groups have been identified for some programs, and the overall quality of outcome data has continued to improve. This is the first year we have added cost comparisons to our report. Work by Probation to enhance and improve the quality of program delivery continues through the newly established concentration on social learning, family orientation, and auditing the implementation of programs using the principles of the Correctional Program Assessment Inventory (CPAI).

Appendix

A. JJCPA SERVICES AND PROGRAMS

**Table A.1
JJCPA Services and Programs**

Program	Description
The Leadership Academy	A collaborative partnership with All People’s Christian Church that provides training for probation and at-risk youth to use their potential to manage change, set and achieve goals, lead more effectively, and think in ways that create success. Through the Pacific Institute’s curriculum, participants are given the opportunity to foster positive dreams and hopes with a goal to ensure that they have the means to achieve them. Funding is provided through the AB825 Pupil Retention Grant funded and administered by the Los Angeles County Office of Education
Diamond Education Service	An after-school tutoring program that provides academic enrichment resources to probation and at-risk youth residing in the Harbor Hills County Housing Development. Academic deficiencies are targeted to prepare for the high school exit and college entrance exams. Academic goals are prepared and monitored for each participant.
Total Youth Development Karate and Fitness	An after-school/weekend program that provides youth empowerment skill-building exercises that emphasize self-discipline, weight management, character building, and fitness training.
Beyond the Bell	An extended learning program through the Los Angeles Unified School District (LAUSD) that provides educational resources for probation and at-risk students after school and on weekends.
Gang Resistance Education and Training (G.R.E.A.T)	A collaborative partnership with the West Covina Police Department that provides enrichment activities for probation and at-risk students during summer months. Activities include field trips, self-empowerment activities, physical conditioning, substance abuse education, guest speakers, and gang-prevention activities and curriculum.
Los Angeles Ten Point Program	A reentry collaborative with West Angeles Church that provides community-based and vocational mentoring to 14–18-year-old males who have spent a minimum of three months in a juvenile detention facility. Each minor is connected with a volunteer mentor and a paid life coach who work together to “shepherd” youth through financial literacy courses, life skills training, education programs, and/or job training in an effort to increase future career options.

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**Table A.1 (cont'd)
JJCPA Services and Programs**

Program	Description
Village Project	A community-based collaborative designed to reshape and redirect the antisocial behavior of probation and at-risk youth. The program is a character-building, cognitive-based model intended to assist youth with long- and short-term vision/goal setting while understanding the negative triggers (unhealthy anger, negative peers, poor impulse control, poor academic performance) that impede progress and goal achievement.
Project Impact	A multiagency collaborative, located in Antelope Valley, established through the JJCPA school-based program. The collaborative—which includes school officials, law enforcement, Probation, Parole, CBOs, FBOs, and parents—provides safe passages at designated JJCPA schools and support for JJCPA school-based probationers and their families. This collaborative works collectively to develop safe passages for students traveling to and from school in high-crime/high-need areas.
Monrovia, Arcadia, and Duarte (MAD) Town Council	A regional partnership that seeks to take a broader approach to antigang activity and community safety. City representatives of Monrovia, Arcadia, and Duarte, along with the JJCPA Park DPO and local law enforcement, meet regularly to discuss and plan safety initiatives and strategies around JJCPA service areas and gang/crime hot spots in these cities.
Glendale Gang Suppression Task Force	A task force that is a part of the continuum of responses—suppression—to juvenile crime in the Glendale, Burbank, and Pasadena area. JJCPA DPOs and the Probation Department’s Intensive Gang Supervision and Special Enforcement programs partner with the task force in conducting gang sweeps, compliance searches, and monitoring of high-risk JJCPA youth and gang-involved youth in JJCPA service areas.
Department of Mental Health (DMH) Parent Advocacy Program	A DMH program with which a JJCPA school-based program collaborates to increase and enhance the knowledge and skills of the parents of JJCPA probationers in school cluster 2. The services provided through this collaboration help to better inform parents of their child’s right to school services for special education youth and youth with Individual Learning Plans.
School Safety Collaboratives	JJCPA partnered with parents, and school and law enforcement officials in establishing school safety collaboratives across the school-based clusters. The school safety collaboratives listed below are tasked with developing strategies and initiatives to enhance safety at and around school campuses.

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Table A.1 (cont'd)
JJCPA Services and Programs

Program	Description
Leadership Academy— All Peoples Church	Counselors of “All Peoples Church,” located in Los Angeles, working closely with JJCPA DPOs assigned to Montebello and Bell High Schools to provide mentoring, life skills, leadership skills, and computer training to students of these schools. JJCPA DPOs refer students appropriate for the Academy, conduct an orientation with the students and counselors, and facilitate ongoing participation by the students to ensure compliance and graduation. In the past year, 12 probation and non-probation students at Montebello High School successfully graduated the Leadership Program. JJCPA DPOs and the church counselors are committed to a six-month follow-up with these students and will implement the Academy at Bell High School.
Junior Aztecs Fire Fuel Program	A component of the Los Angeles City’s Youth Opportunities Program. JJCPA DPOs assigned to schools in the East Los Angeles community refer the appropriate minors and their families to this program for counseling services, case management, parenting classes and community service.
Functional Family Therapy (FFT)	An evidence-based “Blueprint” program implemented as a pilot in JJCPA clusters 2 and 4. The program targets at-risk youth in the JJCPA housing developments and school-based programs. JJCPA is leveraging this pilot program to increase the parental skill and capacity in certain strategic areas.
Humphrey Park project	Established in Pacoima as a family-friendly, one-stop community resource center. The focus of this initiative is to create a safer community by providing an enhanced law enforcement presence and developing safe passages to ensure improved accessibility to family services. The City of Los Angeles Department of Recreation and Parks’ CLASS parks program offers youth leadership, educational enrichment, and vocational and employment/internship programs for local youth. Additionally, literacy programs such as Operation Read and adult education/workforce readiness programs have been provided. Parents Anonymous provided parental skill building and support classes.

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Table A.1 (cont'd)
JJCPA Services and Programs

Program	Description
The Community Advocacy Partnership (CAP)	A multiagency team composed of Probation, LAPD, LAUSD, the Department of Children and Family Services, and many other youth and family-serving agencies. This effort targets youth who are at-risk of becoming involved in gang activity by connecting them and their families to appropriate services.
Operation Read	An after-school literacy program targeting probation, at-risk, and foster care youths that offers small group or one-on-one tutoring. The minors served read two or more grade levels below what is appropriate for their age. During FY04–05, well over 1,000 minors were tutored in the community by contracted community-based organizations (CBOs). These services were provided, at JJCPA sites per cluster, for a total of approximately 50 schools, parks, and housing authorities. Four hundred minors who had both a pre- and a posttest increased their reading levels by two grades. Six hundred minors who had both a pre- and a posttest increased their reading level by one grade.
Senate Bill 1095 (SB 1095)	Services that provide a structured daily program of at least eight hours, including a minimum of five hours of academic instruction in Los Angeles County (no independent study). Participants receive a wide range of wraparound services based on a risk and needs assessment and probation case management plan. SB 1095 after-school services are provided at multiple sites.
L.A. Bridges	A collaboration among JJCPA school-based and high-risk and high-need DPOs and L.A. Bridges gang intervention CBOs that provides prevention and intervention services for gang-involved youths. The Probation Department strategically located middle school DPOs at L.A. Bridges school sites. These sites included Audubon, Horace Mann, Hollenbeck, Carver, John Muir, and McClay. At these locations L.A. Bridges collaborated with the middle school-based DPOs and the gang unit DPOs to provide prevention and early intervention services to gang-involved youths. Additionally, L.A. Bridges II worked with both the JJCPA gang intervention CBOs and the Probation Department's gang unit in sharing information and in leveraging services. Bridges II CBOs worked with JJCPA gang intervention CBOs in identifying and working with gangs and gang members that were involved in violent disputes and incidents. Finally, JJCPA had quarterly meeting with L.A. Bridges in coordinating strategies and strategic events.

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Table A.1 (cont'd)
JJCPA Services and Programs

Program	Description
Interagency Gang Task Force (IGTF)	Supports and is supported by the JJCPA clusters programs. The IGTF works cooperatively and collaboratively with the various cluster programs in (1) sharing information on gangs and gang hot spots, (2) coordinating gang enforcement activities, and (3) sponsoring community mobilization events (including employment fairs).
Long Beach Police Department Task Force	A task force that collaborates with JJCPA programs—in particular, school-based, HRHN, and HB—in monitoring probation and at-risk youth; monitoring gang activity; and working with the schools, parks, and housing developments to reduce gang violence and activity.
Long Beach City Parks and Recreation/JJCPA Collaborative	A collaborative for JJCPA school-based and housing-based programs to provide after-school enrichment and supervision for probation and at-risk youth referred from JJCPA programs.
Countywide Gang Intervention CBOs	A network of CBOs that support JJCPA programs. These CBOs—ArtShare, Project LEADS, Stop The Violence Increase The Peace, Asian American Drug Program Communities in Schools, Helpline, United Community Action Network, and Asian Youth Center—(1) support the Probation Department’s gang program, (2) participate in and support various school safety collaboratives, and (3) support community mobilization efforts, and work with school-based DPOs and law enforcement officials in helping to reduce gang/racial incidents and violence at and around JJCPA school sites.

B. COMPARISON GROUP AND REFERENCE PERIOD FOR JJCPA PROGRAMS

The quasi-experimental design adopted for use in evaluating JJCPA programs provides for a comparison group for each program being evaluated. Comparison groups for all programs were initially selected by the Los Angeles County Probation Department, and approved by the California Board of Corrections (BOC), before program implementation and before the choice of RAND as JJCPA evaluator. Whenever it was possible to identify a comparison group of youths who were similar to program youths, the evaluation involved a comparison of the performance of program youths versus the performance of the comparison group. If an appropriate comparison group could not be identified, a pre/post design was employed, whereby the performance of program youths after entering the program was compared with the same youth's performance before entering the program.²⁸

In the first two years of JJCPA, comparison groups were selected by Probation, with the consultation and approval of the BOC. Data related to the criteria used in selecting these comparison groups were not available to RAND; thus we were not able to verify their comparability. During FY03–04, Probation and RAND collaborated to define new comparison groups for four of the JJCPA programs. For Special Needs Court (SNC) and Multisystemic Therapy (MST), we identified individuals who qualified for the program but were not accepted because of program limitations, or else were “near misses” in terms of eligibility, as an appropriate comparison group. For the two school-based probationer programs, we used the statistical technique of propensity scoring to match program participants to youths on routine probation, based on six characteristics: age, gender, ethnicity, criminal history, offense severity, and cluster. A similar approach was used to generate new comparison groups for these programs in FY04–05.

Table B.1 below describes the FY04–05 comparison group for each JJCPA program and the reference period for comparative evaluation.

²⁸ Youths in the Inside-Out Writers program took part in the program while incarcerated in juvenile hall. Thus they were not at risk for rearrest or reincarceration until released from the hall. For this program, we compared their performance after exiting the hall to their performance before entering the hall.

Table B.1
Comparison Group and Reference Period for JJCPA Programs

Program	Comparison Group	Comparison Time	Follow-up Time
Mental Health Screening, Assessment, and Treatment (MH)	Historical group of detained minors who entered juvenile hall in calendar year 2000	6 months after release from juvenile hall	6 months after release from juvenile hall
Special Needs Court (SNC)	Youths eligible for SNC who could not participate because the program was at capacity, or youths who were “near misses” for eligibility	6 months after SNC rejection decision	6 months after program entry
Community Treatment Facilities (CTF)	Historical group of Severely Emotionally Disturbed (SED) minors released from a level 14 care facility in calendar year 2000	6 months after release from level 14 facility	6 months after program exit
Multisystemic Therapy (MST)	Youths rejected by MST but identified as similar to MST participants	6 months after MST rejection	6 months after program entry
School-Based High School Probationers (SBHS-PROB)	Routine probationers matched to program youths by age, gender, ethnicity, criminal history, offense severity, cluster, and gang order	6 months after beginning probation	6 months after program entry
School-Based High School At-Risk Youths (SBHS-AR)	Historical group of Multi-Agency At-Risk Youth Committee (MAARY-C) minors older than 15½ and less than 18 years old at program implementation date	6 months after program implementation	6 months after program entry
School-Based Middle School Probationers (SBMS-PROB)	Routine probationers matched to program youths by age, gender, ethnicity, criminal history, offense severity, cluster, and gang order	6 months after beginning probation	6 months after program entry

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Table B.1 (cont'd)
Comparison Group and Reference Period for JJCPA Programs

Program	Comparison Group	Comparison Time	Follow-up Time
School-Based Middle School At-Risk Youths (SBMS-AR)	Historical group of Multi-Agency At-Risk Youth Committee (MAARY-C) minors less than 15½ years old at program implementation date	6 months after program implementation	6 months after program entry
Abolish Chronic Truancy (ACT)	Program youths (pre/post design)	6 months before program entry	6 months after program entry
Youth Substance Abuse Intervention (YSA)	Program youths (pre/post design)	6 months before program entry	6 months after program entry
Gender-Specific Community Program (GS-COMM)	Program youths (pre/post design)	6 months before program entry	6 months after program entry
After-School Enrichment and Supervision (PARKS)	Program youths (pre/post design)	6 months before program entry	6 months after program entry
Housing-Based Day Supervision (HB)	Program youths (pre/post design)	6 months before program entry	6 months after program entry
Inside-Out Writers (IOW)	Program youths (pre/post design)	6 months before juvenile hall entry	6 months after juvenile hall exit

C. PROBATION'S RANKING OF THE "BIG SIX" OUTCOME MEASURES

The Probation Department's rationale for the ranking of the "Big Six" CSA outcomes is as follows:

1. **Successful completion of probation.** Probation considers this the most definitive outcome measure. It captures the issues that brought the youth to the attention of Probation (risk, criminogenic needs, and presenting offense), and the concerns of the court, as articulated by the conditions of probation. Thus, one of the core purposes of the Probation Department is to facilitate the successful completion of probation for youths.
2. **Arrest.** While arrest is a valid and strong indicator of both recidivism and delinquency, not all arrests result in sustained petitions by the court. Therefore, Probation considers arrest as an important indicator with the caveat and qualifier mentioned above.
3. **Violation of probation.** Like arrests, violations are a key indicator of recidivism and delinquency. However, they represent subsequent sustained petitions only and do not necessarily prevent successful completion of probation.
4. **Incarceration.** Similar to arrest, incarceration is a valid indicator of delinquency and recidivism. However, incarceration may also be used as a sanction for case management purposes, and courts often impose incarceration as a sanction to get the attention of the youths.
5. **Successful completion of restitution.** This is an important measure, which gives value and attention to victims. Because restitution is often beyond the financial reach of the youths, the court may terminate probation even though restitution is still outstanding.
6. **Successful completion of community service.** Similar to restitution, this is a measure which gives value and attention to victims and the community. Although this is an important measure, it does not reflect recidivism.

**D. COMMUNITY-BASED ORGANIZATIONS THAT PROVIDED SERVICES
FOR JJCPA PROGRAMS IN FY04–05**

Cluster Served	Community-Based Organization (CBO)	JJCPA Program
1	ArtShare—Bell/South Gate	Gang Intervention
1	ArtShare—Highland Park/East L.A.	Gang Intervention
1	ArtShare—Pomona/San Gabriel Valley	Gang Intervention
1	I-ADARP	Gender Specific in the Community
1	SPIRITT—Services for 9–12 and 13–15	Gender-Specific Services
1	Pomona Valley Employment Services	HRHN Employment
1	Soledad Enrichment Action	HRHN Employment
1	Stars Behavioral Health Group	HRHN Home-Based Gender Specific
1	I-ADARP	HRHN Home-Based Services
1	Soledad Enrichment Action	HRHN Home-Based Services
1	Bienestar Human Services	School-Based Probation Supervision
2	Asian American Drug Abuse—Crenshaw/West L.A.	Gang Intervention
2	Asian American Drug Abuse—Florence/Firestone	Gang Intervention
2	Stop The Violence—Watts/Inglewood	Gang Intervention
2	Girls Club of Los Angeles	Gender Specific in the Community
2	Community Build	HRHN Employment
2	Soledad Enrichment Action	HRHN Employment
2	Asian American Drug Abuse Program	HRHN Home-Based Gender Specific
2	Community Build	HRHN Home-Based Services
2	I-ADARP	HRHN Home-Based Services
2	Southern California Youth and Family Center	School-Based Probation Supervision

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Cluster Served	Community-Based Organization (CBO)	JJCPA Program
3	Communities in Schools—Hollywood	Gang Intervention
3	Communities in Schools—San Fernando Valley	Gang Intervention
3	Communities in Schools—Venice	Gang Intervention
3	I-ADARP	Gender Specific in the Community
3	New Direction for Youth—Services for 9–12 and 13–15	Gender-Specific Services
3	Jewish Vocational Center	HRHN Employment
3	Jewish Vocational Center	HRHN Employment
3	Communities in Schools	HRHN Home-Based Gender Specific
3	Communities in Schools	HRHN Home-Based Services
3	I-ADARP	HRHN Home-Based Services
3	New Directions for Youth	School-Based Probation Supervision
4	Helpline Youth—Bellflower/Whittier	Gang Intervention
4	Helpline Youth—Long Beach/South Bay	Gang Intervention
4	Helpline Youth—N. Long Beach/Lakewood	Gang Intervention
4	Helpline Youth Counseling	Gender Specific in the Community
4	Helpline Youth Counseling—Services for 9–12 and 13–15	Gender-Specific Services
4	Masada Homes	HRHN Employment
4	Special Services for Groups	HRHN Employment
4	Stars Behavioral Health Group	HRHN Home-Based Gender Specific
4	I-ADARP	HRHN Home-Based Services
4	Stars Behavioral Health Group	HRHN Home-Based Services
4	Southern California Youth and Family Center	School-Based Probation Supervision

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Cluster Served	Community-Based Organization (CBO)	JJCPA Program
5	Asian Youth Center—San Gabriel	Gang Intervention
5	United Community Action Network—Antelope Valley	Gang Intervention
5	David and Margaret Home, Inc.	Gender Specific in the Community
5	Spirit Awakening Foundation—Services for 9–12 and 13–15	Gender-Specific Services
5	Goodwill Southern California	HRHN Employment
5	Murrell’s Opportunities for Success	HRHN Employment
5	Asian Youth Center	HRHN Home-Based Gender Specific
5	Asian Youth Center	HRHN Home-Based Services
5	I-ADARP	HRHN Home-Based Services
5	Asian Youth Center	School-Based Probation Supervision
All	Los Angeles County District Attorney	Abolish Chronic Truancy Expansion
All	City of Los Angeles Department of Recreation and Parks	After-School Enrichment and Supervision
All	County of Los Angeles Department of Parks and Recreation	After-School Enrichment and Supervision
All	Children’s and Family Service	Community Treatment Facility
All	Los Angeles City—YWAR	Gender-Specific Services
All	Los Angeles Commission on Assaults Against Women (JH)	Gender-Specific Services
All	Soledad Enrichment Action	Gender-Specific Services
All	Los Angeles City Housing Authority	Housing-Based Day Supervision
All	Los Angeles County Housing Authority	Housing-Based Day Supervision
All	Alethos Foundation	Inside-Out Writing
All	City of Long Beach	Law Enforcement Services
All	Los Angeles Police Department	Law Enforcement Services
All	Los Angeles County Sherriff’s Department	Law Enforcement Services
All	Department of Mental Health	Mental Health Screening, Assessment, and Treatment
All	Department of Mental Health	Multisystemic Therapy
All	LAIDLAW	School-Based Probation Supervision
All	Superior Courts	Special Needs Court
All	Health Service Alcohol and Drug Program Administration	Youth Substance Abuse Intervention

E. CSA-MANDATED AND SUPPLEMENTAL OUTCOMES FOR INDIVIDUAL JJCPA PROGRAMS, FY04–05

INITIATIVE I: ENHANCED MENTAL HEALTH SERVICES

**Table E.1
Mental Health Screening, Assessment, and Treatment (MH)—FY04–05**

CSA Mandated Outcomes	Program			Comparison		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	1,760	16.73%	10,504	2,713	8.85%*	30,656
Incarcerations	792	7.54%	10,504	2,210	7.21%	30,656
Completion of probation	821	8.27%	9,933	2,445	9.01%*	27,138
Completion of restitution	728	11.74%	6,200	2,186	14.69%*	14,881
Completion of community service	378	8.12%*	4,655	327	4.55%	7,133
Probation violations	2,176	22.15%	9,825	923	3.40%*	27,138
CSA Supplemental Outcomes	Baseline		Sample	Follow-up		Sample
	Mean		Size	Mean		Size
BSI score	53.03		278	48.86*		278

Note: The comparison group consists of all detained minors who entered juvenile hall in January 2000. This group was matched demographically to the program group based on age, gender, and ethnicity. Mandated outcomes are measured at six months after release from juvenile hall. Probation outcomes do not include at-risk youths. Supplemental outcome is measured at program entry and three weeks after program entry. Probation outcomes do not include at-risk youths.

* Difference is statistically significant ($p < .05$).

Table E.2
Community Treatment Facilities (CTF)—FY04–05

CSA Mandated Outcomes	Program			Comparison		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	16	24.24%	66	2	3.92%	51
Incarcerations	11	16.67%	66	2	3.92%	51
Completion of probation	1	4.76%	21	5	15.15%	33
Completion of restitution	0	0.00%	14	0	0.00%	9
Completion of community service	0	0.00%	3	0	0.00%	6
Probation violations	5	26.32%	19	0	0.00%	33
CSA Supplemental Outcomes	Baseline		Sample Size	Follow-up		
	Mean			Mean		
Percent hospitalized		13.24%	68		11.76%	68
Number of hospitalizations		0.19	68		0.15	68
Length of hospitalization		14.61	9		17.13	8

Note: The comparison group consists of all Severely Emotionally Disturbed (SED) minors released from a level 14 care facility in calendar year 2000. Mandated outcomes are measured at six months after program exit and six months after release from the level 14 facility. Supplemental outcomes are measured at six months before and at six months after program entry. Probation outcomes do not include at-risk youths; this program services both at-risk and probation juveniles.

Statistical significance testing is invalid if Number is less than 5.

Table E.3
Multisystemic Therapy (MST)—FY04–05

CSA Mandated Outcomes	Program			Comparison		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	14	21.21%	66	13	27.66%	47
Incarcerations	7	10.61%*	66	10	21.28%	47
Completion of probation	8	12.70%	63	1	2.17%	46
Completion of restitution	11	26.83%	41	6	15.79%	38
Completion of community service	4	13.33%	30	1	4.17%	24
Probation violations	6	9.52%	63	9	19.57%	46
CSA Supplemental Outcomes	Baseline			Follow-up		
		Mean	Sample Size		Mean	Sample Size
School attendance		61.07%	26		92.22%*	26
School suspensions	9	29.03%	31	3	9.68%	31
School expulsions	0	0.00%	31	1	3.23%	31

Note: The comparison group consists of rejections from MST agreed upon by MST staff, Probation Department staff, and RAND staff. The MST team identified rejected cases. Mandated outcomes are measured at six months after program entry (treatment group) and six months after MST rejection (comparison group). Supplemental outcomes are measured at last complete academic period before program entry and first complete academic period after program entry.

* Difference is statistically significant ($p < .05$).

Statistical significance testing is invalid if Number is less than 5.

INITIATIVE II: ENHANCED SERVICES TO HIGH-RISK/HIGH-NEED YOUTHS

**Table E.4
Special Needs Court (SNC)—FY04–05**

CSA Mandated Outcomes	Program			Comparison		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	8	24.24%	33	15	29.41%	51
Incarcerations	6	18.18%	33	8	15.69%	51
Completion of probation	2	6.25%	32	3	6.00%	50
Completion of restitution	3	17.65%	17	4	13.79%	29
Completion of community service	1	11.11%	9	0	0.00%	13
Probation violations	7	21.88%	32	3	6.12%	49
			Baseline			Follow-up
CSA Supplemental Outcomes		Mean	Sample Size		Mean	Sample Size
Mean GAF score		40.67	15		45.47*	15

Note: The comparison group consists of rejections from SNC identified in collaboration with SNC staff, Probation Department staff, and RAND staff. SNC screened to identify “near misses” for SNC eligibility. Mandated outcomes are measured at six months after program entry (treatment group) and six months after rejection by SNC (comparison group). Supplemental outcome is measured at program entry and six months after program entry.

* Difference is statistically significant ($p < .05$).

Statistical significance testing is invalid if Number is less than 5.

Table E.5
Youth Substance Abuse Intervention (YSA)—FY04–05

CSA Mandated Outcomes	Baseline			Follow-up		
	Number	Percent	Sample size	Number	Percent	Sample size
Arrests	80	39.22%	204	32	15.69%*	204
Incarcerations	35	17.16%	204	14	6.86%*	204
Completion of probation	5	2.89%	173	18	10.47%*	172
Completion of restitution	16	12.31%	130	33	25.58%*	129
Completion of community service	3	3.26%	92	11	12.22%	90
Probation violations	10	5.78%*	173	28	16.57%	169

Note: Mandated outcomes are measured at six months before program entry and six months after program entry. Probation outcomes do not include at-risk youths; this program services both at-risk and probation juveniles. Data for supplemental outcomes—percentage of positive tests, percentage of youths who tested positive, and the score from the drug and alcohol scale—were not available because of Hurricane Katrina damage to the testing lab.

* Difference is statistically significant ($p < .05$).

Statistical significance testing is invalid if Number is less than 5.

Table E.6
Gender-Specific Services—Community-Based (GS-YWAR)—FY04–05

CSA Mandated Outcomes	Baseline			Follow-up		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	0	0.00%	257	0	0.00%	257
Incarcerations	0	0.00%	257	0	0.00%	257
Completion of probation		N/A			N/A	
Completion of restitution		N/A			N/A	
Completion of community service		N/A			N/A	
Probation violations		N/A			N/A	

CSA Supplemental Outcomes	Baseline		Follow-up	
	Mean	Sample Size	Mean	Sample Size
Self-efficacy for girls	28.45*	126	30.01	126

Note: Mandated outcomes are measured at six months before and at six months after program entry. The supplemental outcome is measured at program entry and six months after program entry or at program exit, whichever comes first. Probation outcomes do not include at-risk youths.

* Difference is statistically significant ($p < .05$).

Statistical significance testing is invalid if Number is less than 5.

INITIATIVE III: ENHANCED SCHOOL- AND COMMUNITY-BASED SERVICES

**Table E.7
Abolish Chronic Truancy (ACT)—FY04–05**

CSA Mandated Outcomes	Baseline			Follow-up		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	0	0.00%	2,202	0	0.00%	2,202
Incarcerations	0	0.00%	2,202	0	0.00%	2,202
Completion of probation		N/A			N/A	
Completion of restitution		N/A			N/A	
Completion of community service		N/A			N/A	
Probation violations		N/A			N/A	

CSA Supplemental Outcomes	Baseline		Follow-up	
	Mean	Sample Size	Mean	Sample Size
School absences	16.15	845	9.00*	845

Note: Mandated outcomes are measured at six months before and at six months after program entry. Supplemental outcome is measured at 180 days before and at 180 days after program entry.

* Difference is statistically significant ($p < .05$).

Statistical significance testing is invalid if Number is less than 5.

Table E.8
After-School Enrichment and Supervision (PARKS)—FY04–05

CSA Mandated Outcomes	Baseline			Follow-up		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	9	1.23%	730	11	1.51%	730
Incarcerations	4	0.55%	730	3	0.41%	730
Completion of probation	0	0.00%	19	1	5.00%	20
Completion of restitution	0	0.00%	15	2	12.50%	16
Completion of community service	0	0.00%	11	0	0.00%	11
Probation violations	3	15.79%	19	5	25.00%	20

CSA Supplemental Outcomes	Baseline			Follow-up		
	Number	Percent	Sample Size	Number	Percent	Sample Size
After-school arrests (3-6 pm)	0	0.00%	730	0	0.00%	730

Note: Mandated outcomes are measured at six months before and at six months after program entry. School attendance is measured at last complete academic period before program entry and first complete academic period after program entry. After-school arrests are measured at six months before and at six months after program entry. Probation outcomes do not include at-risk youths; this program services both at-risk and probation juveniles.

Statistical significance testing is invalid if Number is less than 5.

Table E.9
Housing-Based Day Supervision (HB)—FY04–05

CSA Mandated Outcomes	Baseline			Follow-up		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	22	11.06%	199	5	2.51%*	199
Incarcerations	9	4.52%	199	2	1.01%	199
Completion of probation	0	0.00%	36	7	18.92%	37
Completion of restitution	1	4.55%	22	9	42.86%	21
Completion of community service	0	0.00%	21	5	23.81%	21
Probation violations	5	13.89%	36	8	21.62%	37

CSA Supplemental Outcomes	Baseline		Follow-up	
	Mean	Sample Size	Mean	Sample Size
School days attended	65.39%	150	97.35%*	153

	FY01–02	Sample Size	FY04–05	Sample Size
Housing project crime rate	957	9,149	1,262	11,111

Note: Mandated outcomes are measured at six months before and at six months after program entry. School attendance is measured at last complete academic period before program entry and first complete academic period after program entry. Housing project crime rate (per 10,000 population) is measured for the first year of the program and for the current year. Probation outcomes do not include at-risk youths; this program services both at-risk and probation juveniles.

* Difference is statistically significant ($p < .05$).

Statistical significance testing is invalid if Number is less than 5.

Table E.10
Inside-Out Writers (IOW)—FY04–05

CSA Mandated Outcomes	Baseline			Follow-up		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	259	47.87%	541	87	16.08%*	541
Incarcerations	179	33.09%	541	40	7.39%*	541
Completion of probation	3	0.69%	432	63	14.62%	431
Completion of restitution	10	3.32%	301	42	14.89%*	282
Completion of community service	1	0.41%	243	26	12.32%	211
Probation violations	20	4.63%*	432	69	16.08%	429

CSA Supplemental Outcomes	Baseline		Follow-up	
	Mean	Sample Size	Mean	Sample Size
JH behavioral violations—SIRs	0.84	111	0.82	111

Note: Mandated outcomes are measured at six months before juvenile hall entry and six months after juvenile hall exit. The supplemental outcome is measured in the first month of the program and at six months after program entry or in the last month of the program, whichever comes first.

* Difference is statistically significant ($p < .05$).

Statistical significance testing is invalid if Number is less than 5.

Table E.11
School-Based High School Probationers (SBHS-PROB)—FY04–05

CSA Mandated Outcomes	Program			Comparison		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	779	19.27%*	4,043	352	14.44%*	2,441
Incarcerations	309	7.64%	4,043	145	5.93%*	2,441
Completion of probation	537	13.91%*	3,861	13	0.54%	2,441
Completion of restitution	868	35.66%*	2,434	371	25.44%	1,458
Completion of community service	339	17.75%*	1,910	10	0.85%	1,130
Probation violations	427	11.17%*	3,823	333	13.65%	2,439
CSA Supplemental Outcomes	Baseline			Follow-up		
		Mean	Sample Size		Mean	Sample Size
School attendance		67.67%	3,388		91.88%*	3,291
School suspensions	974	27.15%	3,588	449	12.51%*	3,588
School expulsions	152	4.24%	3,583	41	1.14%*	3,583
Strength score		7.31*	1,035		4.29	1,035
Risk score		5.95	1,020		2.34*	1,020

Note: The comparison group consists of regular supervision probationers matched to JJCPA youths based on age, ethnicity, gender, cluster, arrest history, instant offense, and gang affiliation. Mandated outcomes are measured at six months after program entry (treatment group) and six months after beginning of probation (comparison group). School-based supplemental outcomes are measured at last complete academic period before program entry and first complete academic period after program entry. Strength and risk outcomes are measured at program entry and six months after program entry or at program exit, whichever comes first.

* Difference is statistically significant ($p < .05$).

Table E.12
School-Based High School At-Risk (SBHS-AR)—FY04–05

CSA Mandated Outcomes	Program			Comparison		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	33	6.73%	490	11	9.24%	119
Incarcerations	7	1.43%*	490	10	8.40%	119
Completion of probation		N/A			N/A	
Completion of restitution		N/A			N/A	
Completion of community service		N/A			N/A	
Probation violations		N/A			N/A	
CSA Supplemental Outcomes	Baseline			Follow-up		
		Mean	Sample Size		Mean	Sample Size
School attendance		72.53%	415		91.49%*	400
School suspensions	129	29.05%	444	67	15.09%*	444
School expulsions	1	0.23%	444	1	0.23%	444
Strength score		9.11	92		9.88	92
Barriers score		8.73	92		4.62*	92

Note: The comparison group consists of Multi-Agency At-Risk Youth Committee (MAARY-C) minors older than 15½ and less than 18 years old at program implementation date. This group was matched demographically to the program group based on age, gender, and ethnicity. Mandated outcomes are measured at six months after program entry and six months after MAARY-C program entry. School-based supplemental outcomes are measured at last complete academic period before program entry and first complete academic period after program entry. Strength and barrier outcomes are measured at program entry and six months after program entry or at program exit, whichever comes first. Probation outcomes do not include at-risk youths.

* Difference is statistically significant ($p < .05$).

Statistical significance testing is invalid if Number is less than 5.

Table E.13
School-Based Middle School Probationers (SBMS-PROB)—FY04–05

CSA Mandated Outcomes	Program			Comparison		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	38	13.57%	280	56	15.63%	359
Incarcerations	18	6.43%	280	28	7.71%	359
Completion of probation	42	15.73%	267	1	0.24%	359
Completion of restitution	41	29.29%	140	45	22.16%	205
Completion of community service	19	14.96%	127	1	0.42%	148
Probation violations	34	12.73%	267	43	12.11%	359
CSA Supplemental Outcomes	Baseline			Follow-up		
		Mean	Sample Size		Mean	Sample Size
School attendance		69.57%	217		93.58%*	219
School suspensions	105	42.86%	245	45	18.37%*	245
School expulsions	26	10.61%	245	8	3.27%*	245
Strength score		7.50	66		6.85	66
Risk score		5.77	66		2.58*	66

Note: The comparison group consists of regular supervision probationers matched to JJCPA youths based on age, ethnicity, gender, cluster, arrest history, instant offense, and gang affiliation. Mandated outcomes are measured at six months after program entry (treatment group) and six months after beginning of probation (comparison group). School-based supplemental outcomes are measured at last complete academic period before program entry and first complete academic period after program entry. Strength and risk outcomes are measured at program entry and six months after program entry or at program exit, whichever comes first.

* Difference is statistically significant ($p < .05$).

Statistical significance testing is invalid if Number is less than 5.

Table E.14
School-Based Middle School At-Risk (SBMS-AR)—FY04–05

CSA Mandated Outcomes	Program			Comparison		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	19	2.32%	820	3	4.48%	67
Incarcerations	5	0.61%	820	3	4.48%	67
Completion of probation		N/A			N/A	
Completion of restitution		N/A			N/A	
Completion of community service		N/A			N/A	
Probation violations		N/A			N/A	
CSA Supplemental Outcomes	Baseline			Follow-up		
		Mean	Sample Size		Mean	Sample Size
School attendance		74.51%	667		95.52%*	664
School suspensions	283	37.53%	754	151	20.03%*	754
School expulsions	23	3.06%	752	4	0.53%	752
Strength score		9.86	286		9.79	286
Barriers score		7.56	283		3.50*	283

Note: The comparison group consists of Multi-Agency At-Risk Youth Committee (MAARY-C) minors 15½ or younger at program implementation date. This group was matched demographically to the program group based on age, gender, and ethnicity. Mandated outcomes are measured at six months after program entry and six months after MAARY-C program entry. School-based supplemental outcomes are measured at last complete academic period before program entry and first complete academic period after program entry. Strength and barriers outcomes are measured at program entry and six months after program entry or at program exit, whichever comes first. Probation outcomes do not include at-risk youths.

* Difference is statistically significant ($p < .05$).

Statistical significance testing is unreliable if Number is less than 5.

F. CSA-MANDATED OUTCOMES BY GENDER

**Table F.1
Mental Health Screening, Assessment, and Treatment (MH)—FY04–05**

CSA Mandated Outcomes	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	73	13.49%	541	336	16.10%	2,087
Incarcerations	27	4.99%	541	144	6.90%	2,087
Completion of probation	29	5.42%	535	92	4.54%	2,028
Completion of restitution	37	11.21%	330	141	10.96%	1,287
Completion of community service	12	4.86%	247	46	4.58%	1,005
Probation violations	138	26.09%	529	506	25.19%	2,009

**Table F.2
Special Needs Court (SNC)—FY04–05**

CSA Mandated Outcomes	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	4	66.67%	6	4	15.38%	26
Incarcerations	2	33.33%	6	4	15.38%	26
Completion of probation	0	0.00%	6	2	7.29%	26
Completion of restitution	0	0.00%	3	3	21.43%	14
Completion of community service	0	0.00%	1	1	12.50%	8
Probation violations	1	16.67%	6	6	23.08%	26

Table F.3
Community Treatment Facilities (CTF)—FY04–05

CSA Mandated Outcomes	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	2	6.45%	31	14	40.00%	35
Incarcerations	1	3.23%	31	10	29.57%	35
Completion of probation	0	0.00%	5	1	6.25%	16
Completion of restitution	0	0.00%	5	0	0.00%	9
Completion of community service	0	0.00%	0	0	0.00%	3
Probation violations	0	0.00%	4	5	33.33%	15

Table F.4
Multisystemic Therapy (MST)—FY04–05

CSA Mandated Outcomes	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	3	20.00%	15	9	21.95%	41
Incarcerations	2	13.33%	15	5	12.20%	41
Completion of probation	3	20.00%	15	5	12.50%	40
Completion of restitution	3	30.00%	10	6	23.08%	26
Completion of community service	1	16.67%	6	3	15.00%	20
Probation violations	1	6.67%	15	4	10.00%	40

Table F.5
School-Based High School Probationers (SBHS-PROB)—FY04–05

CSA Mandated Outcomes	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	108	12.75%	847	671	20.99%	3,196
Incarcerations	42	4.96%	847	267	8.35%	3,196
Completion of probation	146	17.98%	812	391	12.82%	3,049
Completion of restitution	196	41.61%	471	672	34.23%	1,963
Completion of community service	103	24.35%	423	236	15.87%	1,487
Probation violations	92	11.37%	809	335	11.11%	3,014

Table F.6
School-Based High School At-Risk (SBHS-AR)—FY04–05

CSA Mandated Outcomes	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	11	5.14%	214	22	7.97%	276
Incarcerations	3	1.40%	214	4	1.45%	276
Completion of probation		N/A			N/A	
Completion of restitution		N/A			N/A	
Completion of community service		N/A			N/A	
Probation violations		N/A			N/A	

Table F.7
School-Based Middle School Probationers (SBMS-PROB)—FY04–05

CSA Mandated Outcomes	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	6	9.38%	64	32	14.81%	216
Incarcerations	3	4.69%	64	15	6.94%	216
Completion of probation	8	13.79%	58	34	16.27%	209
Completion of restitution	6	28.57%	21	35	29.41%	119
Completion of community service	3	14.29%	21	16	15.09%	106
Probation violations	5	8.62%	58	29	13.88%	209

Table F.8
School-Based Middle School At-Risk (SBMS-AR)—FY04–05

CSA Mandated Outcomes	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	3	0.63%	473	16	4.73%	338
Incarcerations	1	0.21%	473	4	1.18%	338
Completion of probation		N/A			N/A	
Completion of restitution		N/A			N/A	
Completion of community service		N/A			N/A	
Probation violations		N/A			N/A	

Table F.9
Abolish Chronic Truancy (ACT)—FY04–05

CSA Mandated Outcomes	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	0	0.00%	1,065	0	0.00%	1,136
Incarcerations	0	0.00%	1,065	0	0.00%	1,136
Completion of probation		N/A			N/A	
Completion of restitution		N/A			N/A	
Completion of community service		N/A			N/A	
Probation violations		N/A			N/A	

Table F.10
Youth Substance Abuse Intervention (YSA)—FY04–05

CSA Mandated Outcomes	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	2	12.50%	16	19	15.97%	119
Incarcerations	1	6.25%	16	8	6.72%	119
Completion of probation	0	0.00%	14	10	8.85%	113
Completion of restitution	3	33.33%	9	21	25.30%	83
Completion of community service	0	0.00%	7	6	10.34%	58
Probation violations	2	15.38%	13	20	17.86%	112

Table F.11
Gender-Specific Services—Community-Based (GS-YWAR)—FY04–05

CSA Mandated Outcomes	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	0	0.00%	257			0
Incarcerations	0	0.00%	257			0
Completion of probation		N/A			N/A	
Completion of restitution		N/A			N/A	
Completion of community service		N/A			N/A	
Probation violations		N/A			N/A	

Table F.12
After-School Enrichment and Supervision (PARKS)—FY04–05

CSA Mandated Outcomes	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	1	0.28%	352	10	2.65%	377
Incarcerations	0	0.00%	352	3	0.80%	377
Completion of probation	0	0.00%	3	1	5.88%	17
Completion of restitution	0	0.00%	3	0	0.00%	11
Completion of community service	0	0.00%	2	0	0.00%	9
Probation violations	0	0.00%	3	5	29.41%	17

Table F.13
Housing-Based Day Supervision (HB)—FY04–05

CSA Mandated Outcomes	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	0	0.00%	91	5	4.81%	104
Incarcerations	0	0.00%	91	2	1.92%	104
Completion of probation	4	40.00%	10	3	11.11%	27
Completion of restitution	2	66.67%	3	7	38.89%	18
Completion of community service	3	60.00%	5	2	12.50%	16
Probation violations	3	30.00%	10	5	18.52%	27

Table F.14
Inside-Out Writers (IOW)—FY04–05

CSA Mandated Outcomes	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrests	15	19.23%	78	72	15.55%	463
Incarcerations	8	10.26%	78	32	6.91%	463
Completion of probation	7	9.72%	72	56	15.60%	359
Completion of restitution	5	11.36%	44	37	15.55%	238
Completion of community service	1	2.78%	36	25	14.29%	175
Probation violations	14	19.44%	72	55	15.41%	357

G. CSA-MANDATED OUTCOMES BY CLUSTER

**Table G.1
Mental Health Screening, Assessment, and Treatment (MH)—FY04–05**

<i>Cluster</i>	1		2		3		4		5	
<i>Outcome</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>
Arrest	14.42%	430	16.29%	577	15.93%	452	12.35%	421	16.74%	460
Incarceration	5.81%	430	8.67%	577	7.52%	452	4.51%	421	5.65%	460
Complete probation	5.19%	424	2.99%	569	5.63%	444	4.62%	411	6.19%	436
Restitution	12.68%	276	6.95%	331	11.97%	284	10.26%	273	12.59%	278
Community service	5.24%	210	2.41%	291	6.61%	227	3.48%	201	7.43%	202
Violation	22.80%	421	24.42%	565	28.83%	444	26.05%	403	27.15%	431

**Table G.2
Special Needs Court (SNC)—FY04–05**

<i>Cluster</i>	1		2		3		4		5	
<i>Outcome</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>
Arrest	50.00%	6	25.00%	4	50.00%	2	0.00%	4	0.00%	2
Incarceration	33.33%	6	25.00%	4	0.00%	2	0.00%	4	0.00%	2
Complete probation	0.00%	6	25.00%	4	0.00%	2	0.00%	4	0.00%	2
Restitution	0.00%	3	25.00%	4		0	0.00%	1	0.00%	1
Community service		0	33.33%	3		3	0.00%	1	0.00%	1
Violation	16.67%	6	25.00%	4	0.00%	2	0.00%	4	0.00%	2

Table G.3
Multisystemic Therapy (MST)—FY04–05

<i>Cluster</i>	1		2		3		4		5	
<i>Outcome</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>
Arrest	10.00%	10	25.00%	4	23.33%	30	20.00%	10	50.00%	2
Incarceration	10.00%	10	25.00%	4	13.33%	30	0.00%	10	50.00%	2
Complete probation	10.00%	10	25.00%	4	10.34%	29	30.00%	10	0.00%	2
Restitution	14.29%	7	0.00%	1	28.57%	21	40.00%	5	0.00%	2
Community service	0.00%	5		0	15.38%	13	28.57%	7	0.00%	1
Violation	10.00%	10	0.00%	4	10.34%	29	10.00%	10	0.00%	2

Table G.4
School-Based High School Probationers (SBHS-PROB)—FY04–05

<i>Cluster</i>	1		2		3		4		5	
<i>Outcome</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>
Arrest	19.45%	833	20.10%	811	19.08%	692	16.71%	844	20.62%	844
Incarceration	6.24%	833	11.47%	811	8.09%	692	7.35%	844	4.98%	844
Complete probation	11.60%	802	6.62%	770	13.73%	663	15.65%	805	21.64%	804
Restitution	33.07%	502	29.21%	445	45.27%	433	29.32%	515	41.41%	524
Community service	15.25%	387	6.11%	360	18.86%	297	19.32%	409	27.19%	445
Violation	13.01%	792	15.37%	761	10.67%	656	7.62%	801	9.42%	796

Table G.5
School-Based High School At-Risk (SBHS-AR)—FY04–05

<i>Cluster</i>	1		2		3		4		5	
<i>Outcome</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>
Arrest	7.79%	77	4.76%	126	7.61%	92	2.94%	34	8.39%	155
Incarceration	1.30%	77	0.00%	126	3.26%	92	2.94%	34	1.29%	155
Complete probation	N/A		N/A		N/A		N/A		N/A	
Restitution	N/A		N/A		N/A		N/A		N/A	
Community service	N/A		N/A		N/A		N/A		N/A	
Violation	N/A		N/A		N/A		N/A		N/A	

Table G.6
School-Based Middle School Probationers (SBMS-PROB)—FY04–05

<i>Cluster</i>	1		2		3		4		5	
<i>Outcome</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>
Arrest	0.00%	32	14.49%	69	10.91%	55	12.63%	95	35.71%	28
Incarceration	0.00%	32	10.14%	69	3.64%	55	9.47%	95	0.00%	28
Complete probation	31.03%	29	6.06%	66	16.67%	54	19.35%	93	8.33%	24
Restitution	44.44%	18	21.43%	28	48.48%	33	18.00%	50	20.00%	10
Community service	33.33%	12	10.00%	20	9.09%	22	16.13%	62	10.00%	10
Violation	13.79%	29	16.67%	66	20.37%	54	5.38%	93	12.50%	24

Table G.7
School-Based Middle School At-Risk (SBMS-AR)—FY04–05

<i>Cluster</i>	1		2		3		4		5	
<i>Outcome</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>
Arrest	1.72%	174	0.00%	130	1.92%	104	2.31%	173	4.33%	231
Incarceration	0.57%	174	0.00%	130	0.96%	104	0.58%	173	0.87%	231
Complete probation	N/A		N/A		N/A		N/A		N/A	
Restitution	N/A		N/A		N/A		N/A		N/A	
Community service	N/A		N/A		N/A		N/A		N/A	
Violation	N/A		N/A		N/A		N/A		N/A	

Table G.8
Abolish Chronic Truancy (ACT)—FY04–05

<i>Cluster</i>	1		2		3		4		5	
<i>Outcome</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>
Arrest	0.00%	123	0.00%	197	0.00%	17	0.00%	0	0.00%	23
Incarceration	0.00%	123	0.00%	197	0.00%	17	0.00%	0	0.00%	23
Complete probation	N/A		N/A		N/A		N/A		N/A	
Restitution	N/A		N/A		N/A		N/A		N/A	
Community service	N/A		N/A		N/A		N/A		N/A	
Violation	N/A		N/A		N/A		N/A		N/A	

**Table G.9
Youth Substance Abuse Intervention (YSA)—FY04–05**

<i>Cluster</i>	1		2		3		4		5	
<i>Outcome</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>
Arrest	12.73%	55	23.08%	26	18.75%	16	11.11%	18	17.65%	17
Incarceration	3.64%	55	11.54%	26	12.50%	16	5.56%	18	5.88%	17
Complete probation	10.91%	55	0.00%	23	0.00%	13	11.11%	18	6.67%	15
Restitution	34.88%	43	18.75%	16	20.00%	10	9.09%	11	30.00%	10
Community service	12.50%	24	0.00%	11	0.00%	8	11.11%	9	9.09%	11
Violation	20.00%	55	26.09%	23	15.38%	13	5.88%	17	14.29%	14

**Table G.10
Gender-Specific Services—Community-Based (GS-YWAR)—FY04–05**

<i>Cluster</i>	1		2		3		4		5	
<i>Outcome</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>
Arrest	0.00%	41	0.00%	78	0.00%	45	0.00%	24		0
Incarceration	0.00%	41	0.00%	78	0.00%	45	0.00%	24		0
Complete probation	N/A		N/A		N/A		N/A		N/A	
Restitution	N/A		N/A		N/A		N/A		N/A	
Community service	N/A		N/A		N/A		N/A		N/A	
Violation	N/A		N/A		N/A		N/A		N/A	

Table G.11
After-School Enrichment and Supervision (PARKS)—FY04–05

<i>Cluster</i>	1		2		3		4		5	
<i>Outcome</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>
Arrest	0.00%	162	0.81%	124	27.59%	29	0.00%	59		0
Incarceration	0.00%	162	0.00%	124	10.34%	29	0.00%	59		0
Complete probation		0	0.00%	2	6.25%	16		0		0
Restitution		0	100.00%	1	7.14%	14		0		0
Community service		0	0.00%	1	0.00%	9		0		0
Violation		0	0.00%	2	25.00%	16		0		0

Table G.12
Housing-Based Day Supervision (HB)—FY04–05

<i>Cluster</i>	1		2		3		4		5	
<i>Outcome</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>
Arrest	1.82%	55	1.69%	59	16.67%	12	1.43%	70	0.00%	3
Incarceration	0.00%	55	0.00%	59	8.33%	12	1.43%	70	0.00%	3
Complete probation	20.00%	5	18.18%	11	20.00%	5	18.75%	16		0
Restitution	0.00%	4	40.00%	5	75.00%	4	50.00%	8		0
Community service	0.00%	3	25.00%	4	25.00%	4	30.00%	10		0
Violation	60.00%	5	18.18%	11	20.00%	5	12.50%	16		0

Table G.13
Inside-Out Writers (IOW)—FY04–05

<i>Cluster</i>	1		2		3		4		5	
<i>Outcome</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>
Arrest	13.33%	15	20.83%	24	27.27%	11	6.25%	16	28.57%	7
Incarceration	13.33%	15	12.50%	24	9.09%	11	0.00%	16	0.00%	7
Complete probation	21.43%	14	4.35%	23	0.00%	10	7.14%	14	0.00%	6
Restitution	18.18%	11	0.00%	12	11.11%	9	12.50%	8	0.00%	4
Community service	10.00%	10	7.69%	13	0.00%	7	16.67%	6	0.00%	5
Violation	14.29%	14	26.09%	23	40.00%	10	21.43%	14	0.00%	6

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