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REPORT

Los Angeles County Juvenile Justice Crime Prevention Act

Fiscal Year 2009–2010 Report

Terry Fain • Susan Turner • Greg Ridgeway

Prepared for the Los Angeles County Probation Department

Safety and Justice

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Preface

In 2000, the California state legislature passed the Schiff-Cardenas Crime Prevention Act (Assembly Bill [AB] 1913), 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 California 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 juvenile probationers and young at-risk offenders.

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 tenth year of funding.

The RAND Corporation received funding from the Los Angeles County Probation Department to conduct the evaluation of the county's JJCPA programs, including analyzing data and reporting findings to CSA. This report summarizes the fiscal year (FY) 2009–2010 findings reported to 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.

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

- Terry Fain, Susan Turner, and Greg Ridgeway, *Los Angeles County Juvenile Justice Crime Prevention Act: Fiscal Year 2008–2009 Report*, Santa Monica, Calif.: RAND Corporation, TR-832-LACPD, September 2010b
- Terry Fain, Susan Turner, and Greg Ridgeway, *Los Angeles County Juvenile Justice Crime Prevention Act: Fiscal Year 2007–2008 Report*, Santa Monica, Calif.: RAND Corporation, TR-746-LACPD, January 2010a

- Susan Turner, Terry Fain, and Amber Sehgal, with Jitahadi Imara and Felicia Cotton, *Los Angeles County Juvenile Justice Crime Prevention Act: Fiscal Year 2005–2006 Report*, Santa Monica, Calif.: RAND Corporation, TR-498-LACPD, 2007
- Susan Turner, Terry Fain, John MacDonald, and Amber Sehgal, with Jitahadi Imara, Felicia Cotton, Davida Davies, and Apryl Harris, *Los Angeles County Juvenile Justice Crime Prevention Act: Fiscal Year 2004–2005 Report*, Santa Monica, Calif.: RAND Corporation, TR-368-1-LACPD, 2007
- Susan Turner, Terry Fain, and Amber Sehgal, with Jitahadi Imara, Davida Davies, and Apryl Harris, *Los Angeles County Juvenile Justice Crime Prevention Act: Fiscal Year 2003–2004 Report*, Santa Monica, Calif.: RAND Corporation, WR-218-LACPD, 2005
- Susan Turner, Terry Fain, and Amber Sehgal, *Validation of the Risk and Resiliency Assessment Tool for Juveniles in the Los Angeles County Probation System*, Santa Monica, Calif.: RAND Corporation, TR-291-LACPD, June 2005
- Susan Turner and Terry Fain, "Validation of the Risk and Resiliency Assessment Tool for Juveniles in the Los Angeles County Probation System," *Federal Probation*, September 2006, pp. 49–55.

The RAND Safety and Justice Program

This research was conducted in the Safety and Justice Program within RAND Infrastructure, Safety, and Environment (ISE). The mission of ISE 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 all aspects of public safety and the criminal justice system—including violence, policing, corrections, courts and criminal law, substance abuse, occupational safety, 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 California 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.

JJCPA provided funds to counties to add evidence-based programs and services for

- juvenile probationers identified with higher needs for special services than those received by routine probationers
- at-risk youth who have not entered the probation system but who live or attend school in areas of high crime or who have other factors that potentially predispose them to criminal activities
- youth in juvenile halls and camps.

Each juvenile is assigned to one or more JJCPA programs according to an assessment of the individual's need for services.

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 Peace Officer Standards and Training (CPOST). 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 in the Context of Los Angeles County Probation Department Programs

JJCPA is one of the major vehicles to provide services to juveniles. JJCPA programs are 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 proba-

tioners. In fiscal year (FY) 2009–2010, the state allocated approximately $25 million to Los Angeles County for JJCPA programs and services; the county actually received only about $21 million.[1] 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 are grounded in social-ecological research. The central tenet of this approach is that behavior is multidetermined through the reciprocal interplay of the youth and his or her social ecology, including the family, peers, school, neighborhood, and other community settings. The primary goal of JJCPA programs is to optimize the probability of decreasing crime-producing risk factors and increasing protective factors, with the capacity to intervene comprehensively at the individual, family, peer, and school levels, and possibly the community level as well. 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.

The Los Angeles County Probation Department submitted program evaluation designs to BOC that used quasi-experimental methods. These designs were subsequently approved by BOC. Programs included a group of youth—either routine probationers, probationers in non-JJCPA programs, or at-risk youth receiving Probation services—with characteristics similar to those of program youth where appropriate, and a pre/post measurement design in instances in which no appropriate comparison group could be identified. Generally, outcomes for program participants are measured for a six-month period after starting the program (for community programs) or after release into the community (for camp and juvenile hall programs). In addition to the big six, the Probation Department, working with BOC (and later with CSA), defined supplemental outcomes specific to each program, which are also reported to CSA annually.

Some discussion of the big six is in order. 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 youth to be arrested, be incarcerated, or be in violation of probation and for all to complete probation and (if applicable) community service and restitution. However, because, for most JJCPA programs, the big six outcomes are measured only for six months after entry into the program[2] and because most youths' terms of probation last 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 youth performed significantly better than comparison youth, not the absolute value of any given outcome.

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[1] Because of California's fiscal crisis, Los Angeles County actually received only about $25 million from the state for JJCPA funding. The county contributed the remainder, to bring the total funding to approximately $31.5 million.

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

Youth Involved in JJCPA Programs in FY 2009–2010

Overall, in FY 2009–2010, 38,375 youth received JJCPA services in Los Angeles County. Of these, 16,013 (41.7 percent) were at risk and 22,362 (58.3 percent) were on probation. Youth in one or more JJCPA programs receive services, often provided under contract by community-based organizations (CBOs), as well as supervision by a probation officer.

Los Angeles County JJCPA programs are organized into three initiatives: Enhanced Mental Health Services, Enhanced Services to High-Risk/High-Need Youth, and Enhanced School- and Community-Based Services. Table S.1 lists the JJCPA programs in each initiative in FY 2009–2010 and the number of participants who received services in each program. Table S.2 shows the number of youth in each program for whom big six outcomes were reported, the comparison group used for the program, and the number of youth in the comparison group.

Table S.1
Programs in the Three JJCPA FY 2009–2010 Initiatives and Number of Youth Who Received Services

Initiative and Programs	Abbreviation	Participants
I. Enhanced Mental Health Services		
Mental Health Screening, Assessment, and Treatment	MH	10,987
Special Needs Court	SNC	91
Multisystemic Therapy	MST	154
II. Enhanced Services to High-Risk/High-Need Youth		
Youth Substance Abuse Intervention	YSA	545
Gender-Specific Community (including Young Women at Risk)	GSCOMM (including YWAR)	883
High Risk/High Need	HRHN	1,494
III. Enhanced School- and Community-Based Services		
School-Based Probation Supervision for Probationers and At-Risk Youth	SBHS-PROB SBMS-PROB SBHS-AR SBMS-AR	6,443 213 1,316 1,285
Abolish Chronic Truancy	ACT	11,764
After-School Enrichment and Supervision	PARKS	703
Housing-Based Day Supervision	HB	250
Inside-Out Writers	IOW	2,247
Total		38,375

NOTE: The number of participants in a given program is determined by who received services during the fiscal year, which goes from July 1, 2009, through June 30, 2010. To allow a six-month eligibility period for recidivism, however, the number for which outcomes are reported uses a reference period of January 1, 2009, through December 31, 2009. The people whose outcomes can be reported during the fiscal year have to enter the program in time to have six months before the end of the fiscal year, so the number of participants will not match the number for whom outcomes are reported.

Table S.2
Programs in the Three JJCPA FY 2009–2010 Initiatives and Number of Participants for Whom Outcomes Were Reported

Initiative and Programs	Participants	Comparison Group	Comparison-Group Members
I. Enhanced Mental Health Services			
MH	2,306	FY 2008–2009 MH participants	2,325
SNC	50	SNC-identified near misses	59
MST	132	MST-identified near misses	46
II. Enhanced Services to High-Risk/High-Need Youth			
YSA	340	FY 2008–2009 YSA participants	227
GSCOMM (including YWAR)	894	FY 2008–2009 GSCOMM participants	934
HRHN	950	FY 2008–2009 HRHN participants	1,723
III. Enhanced School- and Community-Based Services			
SBHS-PROB	4,124	Routine probationers	3,435
SBMS-PROB	134	Routine probationers	170
SBHS-AR	768	FY 2008–2009 SBHS-AR participants	494
SBMS-AR	838	FY 2008–2009 SBMS-AR participants	766
ACT	6,320	Pre/post comparison	—
PARKS	577	Pre/post comparison	—
HB	137	Pre/post comparison	—
IOW	1,125	FY 2008–2009 IOW participants	1,502

NOTE: The "near misses" used in comparison groups for MST and SNC were youths with similar characteristics to program youths but who were not accepted into the program, usually because of language barriers or lack of MediCal or other insurance coverage that was needed to cover the cost of program participation. Routine probationers used as comparison groups for SBHS-PROB and SBMS-PROB were statistically matched to program participants. Outcomes for MH were reported only for youth who received treatment.

Changes in Comparison Groups

Prior to FY 2008–2009, historical comparison groups had been used for SBMS-AR, SBHS-AR, MH, and HRHN. The comparison groups for MH, SBMS-AR, and SBHS-AR dated to 2000, while the HRHN comparison group came from 2003. By FY 2008–2009, there was simply too much elapsed time to consider these historical groups comparable to the current JJCPA participants, so it was decided to compare the current year's participants with those in the same program the previous year. The goal of this comparison was to determine whether this year's participants did at least as well as last year's—the hope and expectation for JJCPA programs. Beginning in FY 2009–2010, a similar approach was adopted for YSA, GSCOMM, and IOW, with the previous year's cohort serving as the comparison group for the current program participants.

Outcomes

Because youth in the MH program represent almost 93 percent of all youth in the Enhanced Mental Health Services initiative, the results for the initiative as a whole will necessarily be virtually identical to those for the MH program. JJCPA youth in the Enhanced Mental Health Services initiative had significantly lower rates of arrest, incarceration, and probation violation, and completed probation at a significantly higher rate. Comparison-group youth were significantly more likely to complete restitution. The two groups were not significantly different in rates of completion of community service. Supplemental outcomes for all three programs in the Enhanced Mental Health Initiative that qualified for statistical testing were significantly improved in the six months after program entry compared with the six months before entering the program.

Overall, program youth in the Enhanced Services to High-Risk/High-Need Youth initiative had higher rates of completion of probation but lower rates of completion of restitution than comparison-group youth. Differences between the two groups in rates of arrest, incarceration, completion of community service, and probation violations were not statistically significant. The relevant supplemental outcomes for GSCOMM and HRHN participants were significantly improved in the six months after entering the program compared with the six months before entering.

Youth in the Enhanced School- and Community-Based Services initiative had significantly better outcomes on all of the big six measures than the baseline period or comparison group had. For the programs that used educational measures as supplemental outcomes, school attendance improved significantly in the term following program entry over that of the previous term, and there were significant reductions in school suspensions and expulsions. All other supplemental outcomes that had enough successful outcomes to allow statistical testing showed significant improvement.

Regardless of initiative, programs with contemporaneous comparison—MST, SNC, SBHS-PROB, and SBMS-PROB—showed mixed results. SBHS-PROB program youth had significantly better outcomes than comparison-group youth in all of the probation-related big six outcomes, but there was no significant difference between the two groups in arrest and incarceration rates. SBMS-PROB youth showed a lower rate of probation violations than comparison-group youth, but differences in the other big six outcomes were not significantly different for the two groups. The much smaller programs MST and SNC showed no significant difference in big six outcomes from their respective comparison groups.

Youth in programs that used historical comparison groups—MH, YSA, GSCOMM (including YWAR), HRHN, SBHS-AR, SBMS-AR, and IOW—generally did less well than comparison youth, though the differences were not always statistically significant. FY 2009–2010 MH participants had a higher arrest rate than their FY 2008–2009 counterparts, completed probation and community service at a lower rate, and had more probation violations. Differences in incarceration and completion of restitution between the groups were not significant. Arrests and incarcerations were not significantly different for SBHS-AR and SBMS-AR youths versus their FY 2008–2009 counterparts. FY 2009–2010 HRHN participants had significantly lower arrest and incarceration rates than their FY 2008–2009 counterparts, but they also had significantly lower rates of successful completion of probation, restitution, and community service. YSA big six outcomes were not significantly different for FY 2009–2010 and FY 2008–2009 participants. FY 2009–2010 participants in GSCOMM had fewer arrests

and were more likely to successfully complete restitution than their FY 2008–2009 counterparts were. Other outcomes were not significantly different for the two years. FY 2009–2010 IOW participants had more arrests, lower rates of successful completion of probation, and more probation violations than their counterparts from the previous fiscal year.

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. Measures of risk, strengths, and barriers improved significantly for all four school-based programs. Only YSA, PARKS, and IOW had no significantly improved supplemental outcomes.

Difference in Differences Analyses

When using the previous year's program participants as a comparison group for the current year's program youth, there is an implicit assumption that the two groups have comparable characteristics at the time they enter the program. However, because of changes in program acceptance criteria, policing practices, changing juvenile crime rates, and other factors, this assumption might not be correct from year to year. We have therefore added a difference in differences analysis for each JJCPA program that uses the previous year's cohort as a comparison group. A difference in differences analysis basically isolates the effect of the *change* in the current year's cohort relative to the *change* in the previous year's cohort, when comparing outcomes before and after JJCPA program entry. If the two cohorts have different baseline risk profiles, this method will control for such differences.

Out of 34 total outcomes (six outcomes in each of five programs, plus two outcomes for SBHS-AR and two for SBMS-AR), a difference in differences analysis came to a different conclusion from that of a simple comparison of the two cohorts in nine outcomes. This was most pronounced in MH, in which a simple comparison of rates of incarceration, completion of probation, and violations showed the FY 2009–2010 cohort with more favorable outcomes, whereas a difference in differences analysis indicated that the FY 2008–2009 cohort had more favorable outcomes for completion of probation and violations and no differences in the two groups in incarceration rates. We also saw a reversal in violations in the HRHN program, in which a simple comparison showed no difference between the groups but a difference in differences analysis indicated that the FY 2008–2009 cohort had fewer violations.

Overall, in almost 75 percent of the comparisons, the difference in differences analysis confirmed the results of the simple comparisons that are required for CSA-reported outcomes. The difference in differences analyses pointed to opposite conclusions almost exclusively with large sample cohorts. In four of the nine instances in which the difference in differences analysis pointed to a different conclusion from that of a simple comparison of outcomes, the difference in differences analysis showed a more positive result for the current year's cohort. In the other five instances, the difference in differences analysis showed a less positive outcome than was indicated by a simple comparison.

JJCPA Per Capita Costs

A total of 38,375 youth were served in Los Angeles County JJCPA programs in FY 2009–2010, at a total cost of $21,028,776, or $548 per participant.[3] As one might expect, some programs had lower per capita costs than others. In general, the larger programs, such as ACT, had lower per capita costs, whereas the programs that, like MST, offered more-extensive services to a smaller population with higher risks and needs had higher per capita costs. Table S.3 shows the total budget for each program, the number of youth served in FY 2009–2010, and the cost per program participant. Overall, the cost per youth in the Enhanced Mental Health Services initiative in FY 2009–2010 was $490, whereas the Enhanced Services to High-Risk/

Table S.3
Estimated Per Capita Costs, by JJCPA Program, FY 2009–2010

Program/Initiative	Youth Served	Budget ($)	Per Capita Expenditure ($)
Enhanced Mental Health Services initiative	11,232	5,509,184	490
MH	10,987	3,886,675	354
SNC	91	1,154,337	12,685
MST	154	468,172	3,040
Enhanced Services to High-Risk/High-Needs Youth initiative	2,922	4,640,167	1,588
YSA	545	952,565	1,748
GSCOMM (including YWAR)	883	764,737	866
HRHN	1,494	2,922,865	1,956
Enhanced School- and Community-Based Services initiative	24,221	10,879,425	449
SBHS-PROB	6,443	5,963,704	926
SBHS-AR	1,316	1,077,570	819
SBMS-PROB	213	194,494	913
SBMS-AR	1,285	1,233,754	960
ACT	11,764	375,464	32
PARKS	703	1,201,985	1,710
HB	250	633,441	2,534
IOW	2,247	199,013	89
All programs	38,375	21,028,776	548

NOTE: Total budget for an initiative might not equal the sum of budgets of its component parts due to rounding to the nearest dollar.

[3] The number of youth served in FY 2009–2010 is greater than the number of youth for whom outcome measures were reported to CSA because the time frames are different. Because the cost estimates in this chapter include arrests during the six-month eligibility period mandated for big six outcomes, the number of program youth will match the number used to report outcomes to CSA, not the total number served during the fiscal year.

High-Need Youth initiative cost $1,588 per youth served, and the Enhanced School- and Community-Based Services programs spent $449 per youth.

Components of Cost

Although Table S.3 shows the costs of delivering JJCPA services in the various programs, other costs are also 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, and the various costs associated with being arrested. In our analysis of overall JJCPA costs, we have attempted to estimate each such cost on a daily basis or unit cost 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 writing. Most involve calculations using 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.

Total Cost of Programs and Initiatives

Table S.4 shows the mean total cost per participant in JJCPA programs in FY 2009–2010. Weighted averages are also shown for each initiative. It should be noted that the costs for each initiative are driven largely by the costs of the program or programs in that initiative that serve the most participants. Thus, MST costs have very little influence on the overall costs of the Enhanced Mental Health Services initiative because the vast majority of youth served within that initiative are in the MH program.

As we might expect, overall juvenile justice costs for JJCPA participants were generally higher in the follow-up period ($6,800) than in the baseline period ($4,360), primarily because six months is not a long enough time to evaluate the long-term benefits of changes brought about by participating in JJCPA programs. Although not shown in Table S.4, the majority of JJCPA programs, however, produced substantial average cost savings in arrests and court costs. If these cost savings were accumulated over a longer period of time, they might 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 might be offset by reductions in subsequent arrests and court appearances.

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.

Component Cost Savings, by Initiative

For each of the three FY 2009–2010 initiatives, Table S.5 shows the mean net cost for each cost component—i.e., the mean difference between the cost in the six months before entering the

Table S.4
Mean of the Total Estimated Cost per Participant, by JJCPA Program, FY 2009–2010 ($)

	Baseline		Follow-Up			
Program	Mean	95% CI	Mean	95% CI	Participants	Difference
Enhanced Mental Health Services initiative	6,735	6,583–6,887	13,118	12,895–13,340	10,271	–6,382
MH	6,707	6,554–6,860	13,145	12,919–13,371	10,089	–6,438
SNC	15,832	11,893–19,770	19,679	16,352–23,005	50	–3,847
MST	5,451	4,496–6,405	8,538	7,563–9,513	132	–3,087
Enhanced Services to High-Risk/High-Need Youth initiative	5,778	5,451–6,105	5,696	5,419–5,972	2,186	82
YSA	6,790	5,936–7,644	5,558	4,919–6,196	340	1,232
YWAR and GSCOMM	949	758–1,140	1,560	1,406–1,714	896	–611
HRHN	9,970	9,305–10,635	9,645	9,025–10,265	950	325
Enhanced School- and Community-Based Services initiative	2,399	2,325–2,474	2,344	2,269–2,419	14,023	55
SBHS-PROB	4,858	4,680–5,037	3,326	3,178–3,474	4,124	1,532
SBHS-AR	107	58–155	476	409–543	768	–369
SBMS-PROB	4,172	3,567–4,777	2,660	1,911–3,409	134	1,512
SBMS-AR	15	6–25	417	337–497	838	–402
ACT	21	11–30	60	46–74	6,320	–39
PARKS	845	587–1,104	1,950	1,697–2,203	577	–1,105
HB	703	245–1,162	1,935	1,798–2,072	137	–1,232
IOW	10,882	10,243–11,520	14,501	13,766–15,236	1,125	–3,619
All programs	4,360	4,284–4,436	6,800	6,702–6,897	26,480	–2,439

NOTE: A positive number in the Difference column indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program. CI = confidence interval. Means and confidence intervals at the initiative level are weighted averages of the individual programs within each initiative.

program and the six months after entering. The Enhanced Mental Health Services initiative, which serves only probationers, showed lower arrest costs but much higher camp and juvenile hall 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 youth, saw the bulk of its expenses in program costs, whereas 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 youth, saw

Table S.5
Mean Net Costs for Initiatives, FY 2009–2010 ($)

Component	Enhanced Mental Health Services	Enhanced Services to High-Risk/ High-Need Youth	Enhanced School- and Community-Based Services
Program	–495	–1,603	–405
Supervision	–336	–74	–250
Arrest	365	77	153
Juvenile hall	–2,910	102	–197
Camp	–3,894	833	–110
Court	886	745	633
Total	–6,382	82	55

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. Total costs might include savings resulting from improved school attendance. Because of missing data for some components, total cost might not equal the sum of the component costs.

increased program, supervision, juvenile hall, and camp costs but savings in arrest and court costs after entering the program.

Conclusions

As with any evaluation, there are inherent limitations in our assessment of the JJCPA program in Los Angeles County. Methods using quasi-experimental comparison groups are always vulnerable to the criticism that they are somehow not comparable to the program group such that observed differences are not due to the program but rather to differences between the groups. We were unable to verify the comparability of comparison groups for some of the programs, so observed differences between treatment and comparison groups might reflect pretreatment differences between the groups rather than treatment effects of the programs. Over the past two years, use of the previous year's cohort as a comparison group for this year's program participants has strengthened the evaluation design of several JJCPA programs.

Data used to compute outcome measures were extracted from databases maintained by Probation. Near the end of FY 2009–2010, Probation switched to a new database system. All data from the previous system were supposed to be imported into the new system. However, we have found this importation to be incomplete. For example, in contrast to previous years, gender and cluster data were unavailable for participants in a majority of JJCPA programs. Data on arrests and dispositions were incomplete and had to be supplemented by data already at RAND from previous years in order to produce a complete set of records.

Through the Juvenile Justice Coordinating Council, the Probation Department will work to coordinate and integrate JJCPA strategies, initiatives, programs, and resources into the aforementioned system reforms, gang interventions, and violence-reduction efforts.

Results reflect the continuing collaboration between the evaluators and Probation to modify programs based on the integration of evaluation findings and effective juvenile justice practices. We still see that the differences in outcomes between program participants and

comparison-group youth are relatively small, although county-developed supplemental outcomes tend to be more favorable than state-mandated big six outcomes. School attendance, in particular, improved markedly for those programs that used attendance as a supplemental outcome measure. Programs whose supplemental outcomes were not school related also tended to show positive results in the measures used.

Los Angeles County will continue to receive JJCPA funding on an annual basis and will continue to report outcomes to CSA annually.

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Abbreviations

AA	Alcoholics Anonymous
AADAP	Asian American Drug Abuse Program
AB	assembly bill
ABC USD	Artesia, Bloomfield, and Carmenita Unified School District
ACT	Abolish Chronic Truancy
ADA	average daily attendance
APA	American Psychiatric Association
ART	aggression-replacement therapy
BJS	Bureau of Justice Statistics
BOC	Board of Corrections
BSI	Brief Symptom Inventory
CBO	community-based organization
CCTP	Camp to Community Transition Program
CI	confidence interval
CPOST	Commission on Peace Officer Standards and Training
CSA	Corrections Standards Authority
DA	district attorney
DBT	dialectical behavior therapy
DCFS	Los Angeles County Department of Children and Family Services
DMH	Department of Mental Health
DOJ	U.S. Department of Justice
DPO	deputy probation officer
DSM-IV	*Diagnostic and Statistical Manual of Mental Disorders*

FFT	Functional Family Therapy
FY	fiscal year
GAF	Global Assessment of Functioning
GED	General Educational Development Test
GIS	Gang Intervention Services
G.R.E.A.T.	Gang Resistance Education and Training
GSCOMM	Gender-Specific Community
HB	Housing-Based Day Supervision
HRHN	High Risk/High Need
I-ADARP	Inter-Agency Drug Abuse Recovery Programs
IAP	Intensive Aftercare Program
IOW	Inside-Out Writers
ISE	RAND Infrastructure, Safety, and Environment
JCMS	Juvenile Case Management System
JJCPA	Juvenile Justice Crime Prevention Act
LA CADA	Los Angeles Community Alcohol and Drug Awareness
LAPD	Los Angeles Police Department
LARRC	Los Angeles Risk and Resiliency Checkup
LAUSD	Los Angeles Unified School District
MA	Marijuana Anonymous
MAYSI	Massachusetts Youth Screening Instrument
MEND	Meeting Each Need with Dignity
MET	motivational enhancement therapy
MH	Mental Health Screening, Assessment, and Treatment
MHA	Mental Health America
MHSA	Mental Health Services Act
MPYD	Mentoring and Partnership for Youth Development
MST	Multisystemic Therapy
MTFC	multidimensional-treatment foster care
n.a.	not applicable

NA	Narcotics Anonymous
NCADD	National Council on Alcoholism and Drug Dependence
NIJ	National Institute of Justice
OJJDP	Office of Juvenile Justice and Delinquency Prevention
PAIR	Project for Adolescent Intervention and Rehabilitation
PARKS	After-School Enrichment and Supervision
PCMS	Probation Case Management System
RP	relapse prevention
SAP	student assistance program
SBHS-AR	School-Based High School Probation Supervision for At-Risk Youth
SBHS-PROB	School-Based High School Probation Supervision for Probationers
SBMS-AR	School-Based Middle School Probation Supervision for At-Risk Youth
SBMS-PROB	School-Based Middle School Probation Supervision for Probationers
SIR	special incident report
SLC	social learning curriculum
SLM	Social Learning Model
SNC	Special Needs Court
SPA	service planning area
TBS	therapeutic behavioral services
TORCH	Teaching Obedience, Respect, Courage and Honor
YMCA	Young Men's Christian Association
YSA	Youth Substance Abuse Intervention
YWAR	Young Women at Risk

CHAPTER ONE

Background and Methodology

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 California 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 (Corrections Standards Authority [CSA], 2011). Counties were asked to submit plans to the state for funding to identify 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

- an 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 abuse treatment, and youth services resources in a collaborative manner, using information sharing to coordinate strategy and provide data for measuring program success (Assembly Bill [AB] 1913, 2000).

JJCPA provided funds to counties to add evidence-based programs and services for

- juvenile probationers identified with higher needs for special services than those received by routine probationers
- at-risk youth who have not entered the probation system but who live or attend school in areas of high crime or who have other factors that potentially predispose them to criminal activities
- youth in juvenile halls and camps.

Each juvenile is assigned to one or more JJCPA programs according to an assessment of the individual's need for services.

Administration of the JJCPA program is currently the responsibility of CSA, formed in July 2005 by merging the BOC and the Commission on Peace Officer Standards and Training (CPOST). 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 (CSA, 2011).

JJCPA programs were first implemented in the summer and fall of 2001 and are now in their tenth year of funding. In the ninth year of funding (fiscal year [FY] 2009–2010), 56 counties participating in JJCPA had expended or encumbered approximately $79.9 million to administer a total of 151 JJCPA programs to 108,516 at-risk youth and young offenders.[1] In addition, the counties contributed almost $17.5 million to support JJCPA programs, making the total JJCPA budget approximately $97.4 million for FY 2009–2010. Statewide, JJCPA participants had statistically slightly lower rates of arrest and incarceration and significantly higher rates of completion of probation. At the state level, JJCPA youth had significantly better school attendance, achieved significantly higher grade-point averages, and were significantly less likely to be expelled from school than comparison-group youth. In FY 2009–2010, JJCPA participants in California had slightly higher rates of completion of restitution and slightly lower rates of probation violations, but differences between the two groups were not statistically significant (CSA, 2011).

JJCPA in the Context of Los Angeles County Probation Department Programs

JJCPA is one of the major vehicles to provide services to juveniles. JJCPA programs are 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 FY 2009–2010, the state initially allocated approximately $25.1 million to Los Angeles County for JJCPA programs and services, but, due to California's continuing budget crisis, the actual budget was only $21 million, a 30-percent reduction from the previous fiscal year. JJCPA funding 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 are grounded in social-ecological research. The central tenet of this approach is that behavior is multidetermined through the reciprocal interplay of the youth and his or her social ecology, including the family, peers, school, neighborhood, and other community settings. The primary goal of JJCPA programs is to optimize the probability of decreasing crime-producing risk factors and increasing protective factors, with the capacity to intervene comprehensively at the individual, family, peer, and school levels, and possibly the community level as well. 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

[1] Participants are counted each time they enter a program, so a given individual might be counted in more than one program or more than once within the same program.

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 youth in the context of the school environment and the community, providing a continuum of care that extends beyond the normal school day and addresses the educational, social, and recreational needs and strengths of the youth. These extended services and programs aim to create a safe environment for youth normally unsupervised during after-school hours while also allowing the youth the opportunity to interact with prosocial peers and adults. Additional information about these programs is in Table A.1 in Appendix A.

State Requirements and Local Evaluation

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

The most preferable research design is experimental, in which 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, in which 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 for a fair evaluation of the program. 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 might 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, Lee, and Heilbrun, 2001; Goldkamp and Irons-Guynn, 2000):

- demographic factors (e.g., age, gender, and race/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 to 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 youth themselves can constitute the comparison group, and their behavior after intervention can 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 to BOC that used quasi-experimental methods. These designs were subsequently approved by BOC. Programs included a group of youth—either routine probationers, probationers in non-JJCPA programs, or at-risk youth receiving Probation services—with characteristics similar to those of program youth when appropriate, and a pre/post measurement design in instances in which no appropriate comparison group could be identified. Generally, outcomes for program participants are measured for a six-month period after starting the program (for community programs) or after release into the community (for camp and juvenile hall programs). In addition to the big six, the Probation Department, working with BOC (and later with CSA), defined supplemental outcomes specific to each program, which are also reported to CSA annually.

We note that pre/post comparisons, as well as comparisons between program youth and those not accepted into the program but deemed comparable to program youth, are weak designs, and such comparisons should be interpreted with this weakness in mind. In particular, pre/post comparisons for probation-related outcomes, such as successful completion of probation, do not take into account whether the youth was on probation prior to program entry. This potentially tips the scale in favor of better performance on all probation-related outcomes after program entry than prior to program entry. Thus, findings of improved probation-related outcomes in programs using a pre/post design should be viewed with this limitation in mind.

During the first two years of JJCPA, program evaluation designs and comparison groups were ones described in the original application to BOC. During FY 2003–2004 and again in FY 2004–2005, RAND researchers 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 probationer (both high school and middle school) (SBHS-PROB and SBMS-PROB, respectively) programs. RAND researchers also assisted Probation in identifying an appropriate initial comparison group for the High-Risk/High-Need (HRHN) program, for which outcomes were reported for the first time in FY 2005–2006. These comparison groups were selected by Probation, matching comparison-group youth to program youth on demographic characteristics—age, gender, and race/ethnicity. RAND researchers were not able to verify the comparability of program and comparison groups on key background factors, with the exception of SBMS-PROB and SBHS-PROB. Data for all outcome measures were collected by Probation, extracted from the on-site database, and sent to RAND for analysis. Additional details of comparison-group construction are in Appendix B.

RAND researchers verified the comparability of comparison groups for SBHS-PROB and SBMS-PROB by matching program youth to comparison-group youth based on age, gender, race/ethnicity, type of offense for the most recent arrest (violent, property, drug, or other), prior probation supervision, and orders to avoid gang activity. The RAND team also worked with SNC and MST personnel to identify program "near misses" appropriately similar to program participants to create a comparison group.[2] Prior to FY 2007–2008, historical comparison groups had been used for Mental Health Screening, Assessment, and Treatment

[2] Program near misses for MST typically consisted of youth who otherwise qualified for the program but were not accepted because of language difficulties or lack of MediCal or other insurance coverage needed to cover the cost of program participation. SNC near misses failed to qualify for inclusion in SNC either because they were close to 18 years old or because

(MH), HRHN, and at-risk youths in the middle school–based and high school–based programs (School-Based Middle School Probation Supervision for At-Risk Youth [SBMS-AR] and School-Based High School Probation Supervision for At-Risk Youth [SBHS-AR], respectively). Following a suggestion from CSA, in FY 2007–2008, these were replaced as comparison groups by participants in each program, respectively, from the previous fiscal year, with the goal of determining whether the current year's participants performed at least as well as those of the previous year—a hope and expectation of the JJCPA programs. In FY 2008–2009, Young Women at Risk (YWAR), Gender-Specific Community (GSCOMM), Youth Substance Abuse Intervention (YSA), and Inside-Out Writers (IOW) also began using the previous year's cohort as a comparison group. The remaining JJCPA programs (Abolish Chronic Truancy [ACT], After-School Enrichment and Supervision [PARKS], and Housing-Based Day Supervision [HB]) continued to use a pre/post design. All programs used the same evaluation designs in FY 2009–2010 as in FY 2008–2009.

We have applied standard statistical techniques (chi-square tests and difference-of-means tests) to assess whether the differences in outcomes between JJCPA youth and comparison-group youth are statistically significant, i.e., whether we can assert with a reasonable degree of certainty that the difference in outcomes between the two groups did not occur by chance but resulted 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 ($p < 0.05$). We note, however, that statistical significance is substantially affected by sample size. With small samples (e.g., 50 youth 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 can be statistically significant.

Some discussion of the big six is in order. 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. See Appendix C for an explanation of this rank ordering.

An ideal outcome would be for no program youth to be arrested, incarcerated, or in violation of probation and for all to complete probation and (if applicable) community service and restitution. However, because, for most JJCPA programs, the big six outcomes are measured only for six months after entry into the program[3] and because most youths' terms of probation last 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 youth performed significantly better than comparison-group youth, not the absolute value of any given outcome.

We would also note that, because program youth are more closely supervised than youth on routine probation, it would not be surprising to find that they have more probation violations

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their level of mental illness, which would have qualified them for the program in previous years, was not considered severe enough after SNC changed its qualification criteria.

[3] For programs based in juvenile camps or halls, the big six outcomes are measured for the six months after the youth returns to the community, rather than from program start.

than comparison-group youth. Even if program youth and comparison-group youth committed the same number of violations, the additional supervision of program youth would likely lead to more of these violations being discovered and recorded. Thus, a higher rate of violations for program youth could be due more to their supervision level than to actual misbehavior.

Some readers might also be interested in what percentage of youth 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 might hide the magnitude of changes. Therefore, we have not included these outcomes in this report.

Outcomes required by CSA focus on *programs*. Many of the JJCPA programs contract with community-based organizations (CBOs). CBOs provide specified services for the JJCPA programs (see Appendix D). CBOs are thus integral components of the programs, as are other county agency staff from the Department of Mental Health (DMH), Probation, the courts, and law enforcement. This report focuses not 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 youth in the different programs and a better understanding of their background characteristics and the nature of the services provided to the youth by the CBO; these are not available with the current research design.

The Probation Department contracted with RAND to assist in the data analysis to determine program success. RAND also provided technical assistance, research expertise, and the generation of scheduled and ad hoc reports as required by the Probation Department and CSA.

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 in Los Angeles County. 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 11 programs, some of which have more than one component subprogram. The major changes in JJCPA that began in FY 2004–2005 and continued through FY 2009–2010 center on

- training Probation and CBO staff in evidence-based practices, principles of effective correctional interventions, and case management interventions that strengthen interagency collaboration and result in comprehensive services for youth and families
- developing a standardized approach to service delivery to reduce variability
- strengthening program linkages and service integration, by
  - leveraging existing resources with JJCPA programs
  - restructuring JJCPA and the Probation Department's Camp Community Transition and Intensive Gang Supervision programs to align the services 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 continued training enhancements, begun in FY 2004–2005, when it 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 purpose of the training was to identify practical steps to ensure collaborative case management and team-building efforts, reduce variability, and improve outcomes for youth and families. The training sessions 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 DPOs and CBOs to guide case management decisions, case planning, and service referrals.
- strength-based/family-focused case management skill training. Therapists and staff from MST, Functional Family Therapy (FFT), and 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.
- Parent Project Certified Training. Parallel to the implementation of the Probation Department's Juvenile Plan, CBOs received training in parental interventions designed to improve and support parental effectiveness, family cohesion, parental monitoring, and communication. The Juvenile Plan represents the department's movement away from a single-factor approach to a multimodal, systemic approach that focuses on the social systems in which the youth are embedded (i.e., family, peer, school, neighborhood). Program interventions empower, support, and stress that parents
  - track and reinforce positive behaviors with social attention and other reinforcers
  - track negative behavior
  - set clear limits and consistently enforce those limits with nonphysical consequences
  - monitor school performance, peer relations, and youth whereabouts
  - decrease exposure to crime-producing activities and behaviors.
- 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 HRHN program. The SLM draws from and integrates the principles and practices of several evidence-based programs:
  - aggression-replacement therapy (ART)
  - dialectical behavior therapy (DBT)
  - FFT
  - motivational enhancement therapy (MET)
  - MST
  - relapse prevention (RP).

The SLM is designed as a set of enhancements for the HRHN program. The model provides a standardized approach to service delivery and is designed to positively affect thinking patterns, cognition, 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 has been 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, beginning in FY 2004–2005 and continuing through FY 2009–2010:

- restructuring of the Gang Intervention and Intensive Transition and gender-specific programs into the HRHN program. After review of programs 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 an SLC, drawing from several evidence-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-focused 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 these interventions.
- parental-skill training. The JJCPA program now places great emphasis on parental-skill 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 reinforcements
  - 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 violence, sexual and physical battery, extortion, drug sales) that negatively affect school attendance and academic performance.
- increased emphasis on skill-building training and activities for JJCPA youth. JJCPA programs have been greatly modified through the SLC to provide
  - anticriminal modeling
  - social-skill development
  - ART skills
  - problem-solving skills
  - RP skill training.

Changes in Initiatives

Beginning in FY 2009–2010, SNC was moved from the Enhanced Services to High-Risk/High-Need Youth initiative to the Enhanced Mental Health Services initiative, in recognition of the fact that most of the SNC participants have significant mental health issues.

Changes in Data Systems

During the last two months of FY 2008–2009, Probation switched from the data management system it had been using since FY 2003–2004 (Juvenile Case Management System [JCMS]) to a more consolidated system (Probation Case Management System [PCMS]). The primary effect on our analyses was that, in PCMS, bench warrants were included in the arrest files. This resulted in a slight overestimation of arrest and incarceration rates in our reported FY 2008–2009 findings.[4] Because several FY 2009–2010 programs used their FY 2008–2009 participants as a comparison group, we recalculated outcomes for FY 2008–2009 JJCPA programs, this time without counting bench warrants as arrests. This has resulted in a slight discrepancy between arrest and incarceration rates in last year's report (Fain, Turner, and Ridgeway, 2010b) and the rates presented for the same programs in this report.

Difference in Differences Analysis

When using the previous year's program participants as a comparison group for the current year's program youth, there is an implicit assumption that the two groups have comparable characteristics at the time they enter the program. However, because of changes in program acceptance criteria, policing practices, changing juvenile crime rates, and other factors, this assumption might not be correct from year to year. We have therefore added, beginning in FY 2008–2009, a "difference in differences" analysis for each JJCPA program that uses the previous year's cohort as a comparison group. This analysis adjusts for differences in the groups between the two years.[5]

Each of the big six outcomes is measured for both baseline and follow-up periods for both the current and previous years.[6] For arrests, incarcerations, and probation violations, if the lower bound of a 95-percent confidence interval for odds ratio of the interaction term *year* × *post* is greater than one, we can conclude that the current year's cohort had a less favorable outcome (i.e., improved less between baseline and follow-up) than the previous year's

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[4] Because only two months of PCMS data were used for FY 2008–2009 outcomes, the magnitude of the error in FY 2008–2009 reported outcomes was minimal.

[5] If p is the probability of a binary outcome, the odds ratio for that outcome is defined as $p/(1-p)$. Logistic regression analysis predicts the logarithm of the odds ratio as a linear combination of exogenous variables. The difference in differences analysis involves a logistic regression of the form

$$outcome = b_0 + (b_1 \times year) + (b_2 \times post) + (b_3 \times (year \times post)),$$

where *outcome* is the logarithm of the odds ratio for a binary outcome measure (e.g., whether arrested during the reference period), *year* is a binary variable coded 1 for the current year and 0 for the previous year, *post* is a binary variable coded 1 for the six-month follow-up reference period after program entry and 0 for the six-month baseline reference period before program entry, and *year* × *post* is the interaction term derived by multiplying the values of *year* and *post*.

[6] A positive outcome for arrests, incarcerations, and probation violations is 0 (none). For completion of probation, completion of restitution, and completion of community service, a positive outcome is 1 (completed).

cohort for that measure.[7] If the lower bound of the 95-percent confidence interval is less than one and the upper bound is greater than one, we can conclude that the two cohorts are not significantly different from each other. If the upper bound of the 95-percent confidence interval is less than one, we can conclude that the current year's cohort had a more favorable result (i.e., improved more between baseline and follow-up) on that outcome than the previous year's cohort. For completion of probation, completion of restitution, and completion of community service, the opposite is true: If the lower bound of the 95-percent CI is greater than one, we can conclude that the current year's cohort had a more favorable outcome (i.e., improved more), while an upper bound of a CI of less than one indicates a less favorable outcome (i.e., improved less).

A difference in differences analysis for each big six outcome measure will be included in our discussion of outcomes for all of the programs that use the previous year's cohort as a comparison group for the current year's program youth. The odds ratio and 95-percent confidence intervals in the tables presenting the results of our difference in differences analyses always refer to the interaction term *year* × *post*.

The remainder of this report focuses specifically on JJCPA programs in Los Angeles County in FY 2009–2010. Chapter Two details JJCPA programs and presents brief summaries of each program, its evidence-based program underpinnings, and outcome measures reported to CSA for FY 2009–2010. Chapter Three compares, for each JJCPA program and initiative, mean juvenile justice costs in the six months before beginning the program with similar costs in the six months after beginning the program. Summary and conclusions of the evaluation of JJCPA in FY 2009–2010 are presented in Chapter Four.

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[7] This presumes that the size of the confidence interval (CI) is "reasonable." Very large 95-percent CIs do not allow us to draw conclusions either way.

CHAPTER TWO

Current JJCPA Programs and FY 2009–2010 Outcome Measures

In this chapter, we report outcome measures for each JJCPA program in Los Angeles County in FY 2009–2010, including the big six outcome measures mandated by CSA, as well as supplemental outcome measures specific to individual JJCPA programs.

Youth Involved in JJCPA Programs in FY 2009–2010

As we noted in Chapter One, legislation specified that JJCPA programs target at-risk juveniles, juvenile offenders, and their families (AB 1913, 2000). Although CSA does not require details about the characteristics of JJCPA participants, many are fairly high risk because the program specifically targets youth who live or attend school in 85 high-risk areas of Los Angeles County. 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 FY 2009–2010, 38,375 youth received JJCPA services. Of these, 16,013 (41.7 percent) were at risk and 22,362 (58.3 percent) were on probation. Youth in one or more JJCPA programs receive services, often provided under contract by CBOs, as well as supervision by a probation officer.

Los Angeles County JJCPA programs are organized into three initiatives: Enhanced Mental Health Services, Enhanced Services to High-Risk/High-Need Youth, and Enhanced School- and Community-Based Services. Table 2.1 lists the JJCPA programs in each initiative in FY 2009–2010 and the number of participants who received services in each program. Table 2.2 shows the number of youth in each program for whom big six outcomes were reported, the comparison group used for the program, and the number of youth in the comparison group.[1]

As Table 2.2 shows, there is a great deal of variation in the sizes of JJCPA programs in Los Angeles County and in the sizes of their respective comparison groups. This means that statistical power will be low for some programs, i.e., those with relatively few participants and small comparison groups.

[1] The near misses used in comparison groups for MST and SNC were youth with similar characteristics to program youth but who were not accepted into the program, usually because of language barriers or lack of Medicare coverage needed to cover the cost of program participation.

Table 2.1
Programs in the Three JJCPA FY 2009–2010 Initiatives and Number of Youth Who Received Services

Initiative and Programs	Participants
I. Enhanced Mental Health Services	
MH	10,987
SNC	91
MST	154
II. Enhanced Services to High-Risk/High-Need Youth	
YSA	545
GSCOMM (including YWAR)	883
HRHN	1,494
III. Enhanced School- and Community-Based Services	
SBHS-PROB	6,443
SBMS-PROB	213
SBHS-AR	1,316
SBMS-AR	1,285
ACT	11,764
PARKS	703
HB	250
IOW	2,247
Total	38,375

NOTE: The number of participants in a given program is determined by who received services during the fiscal year, which goes from July 1, 2009, through June 30, 2010. To allow a six-month eligibility period for recidivism, however, the number for whom outcomes are reported uses a reference period of January 1, 2009, through December 31, 2009. The people whose outcomes can be reported during the fiscal year have to enter the program in time to have six months before the end of the fiscal year, so the number of participants will not match the number for whom outcomes are reported.

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 youth with severe mental health issues; there are few, if any, placement options for crossover populations; and there is no cost-effective family-based community treatment service. These problems were addressed in FY 2009–2010 by three programs within the mental health service initiative: MH, SNC, and MST.

Youth in the Enhanced Mental Health Services initiative were evaluated based on comparison with an appropriate group for each program. Detailed statistics for FY 2009–2010

Table 2.2
Programs in the Three JJCPA FY 2009–2010 Initiatives and Number of Participants for Whom Outcomes Were Reported

Initiative and Programs	Participants	Comparison Group	Comparison-Group Members
I. Enhanced Mental Health Services			
MH	2,306	FY 2008–2009 MH participants	2,325
SNC	50	SNC-identified near misses	59
MST	132	MST-identified near misses	46
II. Enhanced Services to High-Risk/High-Need Youth			
YSA	340	FY 2008–2009 YSA participants	227
GSCOMM (including YWAR)	894	FY 2008–2009 GSCOMM participants	934
HRHN	950	FY 2008–2009 HRHN participants	1,723
III. Enhanced School- and Community-Based Services			
SBHS-PROB	4,124	Routine probationers	3,435
SBMS-PROB	134	Routine probationers	170
SBHS-AR	768	FY 2008–2009 SBHS-AR participants	494
SBMS-AR	838	FY 2008–2009 SBMS-AR participants	766
ACT	6,320	Pre/post comparison	—
PARKS	577	Pre/post comparison	—
HB	137	Pre/post comparison	—
IOW	1,125	FY 2008–2009 IOW participants	1,502

NOTE: Near misses for MST and SNC were limited to those with characteristics comparable to those of program participants. Routine probationers used as comparison groups for SBHS-PROB and SBMS-PROB were statistically matched to program participants. Outcomes for MH were reported only for youth who received treatment.

outcomes are given in Appendix E, along with a description of the comparison group for each of the three programs. A total of 11,232 youth (10,987 in MH, 91 in SNC, and 154 in MST) received services in the programs of the Enhanced Mental Health Services initiative in FY 2009–2010. Table 2.3 lists the programs that constitute the Enhanced Mental Health Services initiative and provides a description of the comparison group for each program.

We next briefly describe each program in the Enhanced Mental Health Services initiative, along with the reported outcomes for FY 2009–2010. Except where specifically noted, all of the outcome differences listed were statistically significant ($p < 0.05$), meaning that JJCPA

Table 2.3
JJCPA Programs in the Enhanced Mental Health Services Initiative

Program	Comparison Group
MH	Participants in the program during the previous year who received mental health treatment
SNC	Youth eligible for SNC in FY 2008–2009 or FY 2009–2010 who could not participate because the program was at capacity, or youth who were near misses for eligibility
MST	Youth near misses for MST in the past year who were identified as similar to MST participants

youth outcomes were significantly different from those of comparison youth.[2] Sample sizes indicated are for the entire program and comparison groups. Because probation outcomes are not applicable to at-risk youth and because only a subset of probationers are assigned restitution or community service, probation outcomes are based on a subset of the entire group. Sample sizes for supplemental outcomes might be considerably smaller because, for instance, school data were not available or strength and risk evaluation was not done on all program youth. Because the MH program uses the program cohort from the previous year as a comparison group, we also include a difference in differences analysis for MH. 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 youth entering juvenile hall. DMH provides staff to perform the screening, assessment, and intervention functions. Based on the initial screening, youth who require a more thorough review are referred for a more comprehensive assessment.

In addition to providing screening, assessment, and treatment services for newly detained youth entering juvenile hall, MH is designed to provide a therapeutic environment with intensive mental health and other ancillary services for juvenile hall minors.

On entry into juvenile hall, detained minors are screened by professional staff from DMH. The staff employs the Massachusetts Youth Screening Instrument (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
- evidence of learning disabilities
- evidence of substance abuse.

After the initial screening, youth who show elevation in the screening areas are referred for assessment. If the assessment indicates that further attention is merited, a treatment plan is developed by DMH professional staff (Grisso and Barnum, 2006).

[2] The chi-square test used to measure statistical significance for this evaluation requires that each cell of a 2 × 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 testing for statistical significance was not appropriate in these cases. In such instances, we report differences as "not statistically testable."

Evidence Base for Program. This program shares many components with the successful Linkages Project in Ohio (Cocozza and Skowyra, 2000). In that project, the Ohio county of Lorain created the Project for Adolescent Intervention and Rehabilitation (PAIR), which targeted youth placed on probation for the first time for any offense. Youth are screened and assessed for mental health and substance abuse disorders, and individual treatment plans are developed. Youth are then supervised by probation officers and 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 Skowyra, 2000).

The National Mental Health Association (now called Mental Health America, or MHA) calls for effective treatment programs for juvenile offenders. MHA recommends an integrated, multimodality treatment approach as an essential requirement because of the high incidence of co-occurring disorders among the youth. Integrated systems involve collaboration that crosses multiple 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 (National Mental Health Association, 2004).

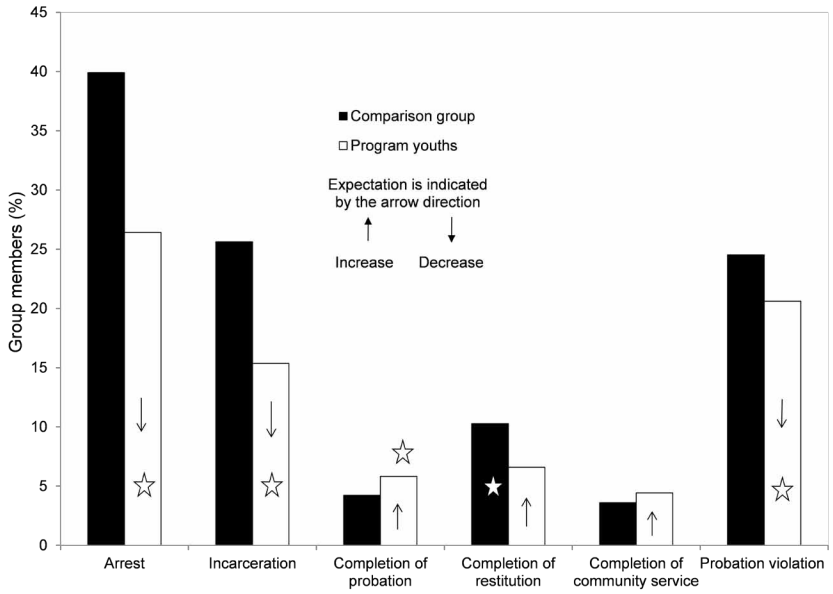
Comparison Group and Reference Period. Although everyone who enters a juvenile hall is tested, only a subset—typically 20–25 percent—require mental health treatment. In FY 2008–2009, we were able, for the first time, to identify individuals who received treatment. Because there is actually no JJCPA intervention for those who do not receive treatment, we report outcomes for only those treated, for both FY 2009–2010 participants and the comparison group, which consists of all MH participants in the previous year (FY 2008–2009) who received mental health treatment.

For both MH youth and the comparison group, big six outcomes are measured during the six months following release from juvenile hall. It should be noted that the length of stay in the hall can differ widely among juveniles, so, for those with short stays, outcomes are measured fairly soon after entry into juvenile hall. For others, outcomes can reflect behaviors occurring considerably later than their date of admission.

The supplemental outcome for the MH program is based on mean scores on the Brief Symptom Inventory (BSI). 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. BSI scores for MH participants were measured at program entry and at three weeks following program entry or on release from juvenile hall, whichever came first.

Outcomes. For outcome analyses, we examined 2,306 youth in the MH program who received mental health treatment in FY 2009–2010 and 2,325 comparison-group youth who received mental health treatment in FY 2008–2009. The FY 2009–2010 cohort had significantly fewer arrests (26.4 percent versus 39.9 percent), incarcerations (15.4 percent versus 26.9 percent), and probation violations (20.7 percent versus 24.5 percent) and were significantly more likely to successfully complete probation (5.8 percent versus 4.2 percent). However, the FY 2008–2009 cohort was significantly more likely to successfully complete restitution (10.3 percent versus 6.6 percent). Differences in rates of completion of community service were not statistically significant. Mean BSI scores were significantly lower (49.33) three weeks following program entry or at release from juvenile hall than the mean at program entry (52.63). Outcomes are shown in Figure 2.1, with complete details in Table E.1 in Appendix E.

Figure 2.1
Mental Health Screening, Assessment, and Treatment Outcomes, FY 2009–2010



NOTE: A star indicates a statistically significant difference ($p < 0.05$) between the two groups.

Data on cluster and gender were not available for MH participants for FY 2009–2010.[3]

Difference in Differences Analysis. As noted in Chapter One, we include a difference in differences analysis for all JJCPA programs that use the previous year's cohort as a comparison group for the current year. Table 2.4 shows the baseline and follow-up means, the odds ratio of the interaction term *year* × *post* in the logistic regression, and 95-percent CI for the odds ratio for each of the big six outcomes in the MH program. These results indicate that the current year's cohort performed better for arrests, while the previous year's cohort performed better for completion of probation, completion of restitution, and probation violations. The unusually large 95-percent CI for completion of community service makes us unable to determine which cohort performed better in completing community service. The two cohorts did not differ significantly in rates of incarceration.

The results of the difference in differences analyses do not match those of the simple comparison between the two cohorts for incarcerations, completion of probation, and probation violations. This indicates that, contrary to the implicit assumption that the two groups were well matched at baseline, they were not well matched on these measures. For example, an odds ratio of 0.812 for arrests in Table 2.4, with a 95-percent CI of 0.685 to 0.963, indicates that the current year's cohort performed significantly better than the previous year's cohort on this outcome measure.

The difference in differences analyses for MH, particularly with respect to arrests and incarcerations, indicate that the previous year's cohort was a higher-risk group than the current

[3] *Cluster* is the term used by Probation to refer to a geographical area very closely aligned to a given Los Angeles County supervisory district.

Table 2.4
Means, Odds Ratios, and Confidence Intervals for MH Outcomes

	Mean: Previous Year (%)		Mean: Current Year (%)				
Outcome	**Baseline**	**Follow-Up**	**Baseline**	**Follow-Up**	**Diff – Diff (%)**	**Odds Ratio**	**95% CI**
Arrest	60.39	39.91	50.35	26.41	–3.46	0.812	0.685–0.963
Incarceration	29.89	26.88	19.56	15.35	–1.20	0.865	0.709–1.056
Completion of probation	0.42	4.22	1.59	5.82	0.43	0.362	0.157–0.834
Completion of restitution	6.76	10.28	9.16	6.59	–6.09	0.443	0.296–0.663
Completion of community service	0.10	3.60	1.55	4.43	–0.62	0.077	0.010–0.611
Probation violation	4.83	24.52	2.04	20.67	–1.06	1.952	1.289–2.956

NOTE: Diff – Diff gives the percentage change of the current year compared with the previous year. A negative value in that column indicates a reduction, while a positive value shows an increase.

year's cohort. This implies that a difference in differences analysis is more meaningful than a simple comparison between the two cohorts and that there was a real improvement in the current year's arrest and incarceration rates.

Special Needs Court

The JJCPA SNC program includes all youth accepted into the Juvenile Mental Health Court, 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 re-arrest 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. Although these specialty courts were relatively new, the evaluation results were limited but promising (Goldkamp and Irons-Guynn, 2000).

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. Because mental health courts have not been in operation very long, evidence for their potential success can best be extrapolated from the benefits produced by drug courts.

A 1997 DOJ survey reported that drug courts had made great strides in the past ten years in helping drug-abusing offenders 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 (NIJ) evaluation of the nation's first drug court in Miami showed a 33-percent reduction in re-arrests for drug court graduates compared with other similarly situated offenders. The evaluation also determined that 50–65 percent of drug court graduates stopped using drugs (NIJ, 1995). According to 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" (Goldkamp and Irons-Guynn, 2000).

Although initially founded to treat adults, the drug court model quickly expanded to include juvenile drug courts. Between 1995 and 2001, more than 140 juvenile drug courts were established (Bureau of Justice Statistics [BJS], 2003). These juvenile courts actually had a significant advantage over adult courts because therapeutic intervention had always been a model for juvenile justice. The juvenile drug court model was soon generalized to address concerns other than drug use. The goals of juvenile courts are to do the following:

- Provide immediate intervention, treatment, and structure in the lives of juveniles through ongoing, active oversight and monitoring.
- Improve juveniles' level of functioning in their environment, address problems, and develop and strengthen their ability to lead crime-free lives.
- Provide juveniles with skills that will aid them in leading productive, crime-free lives—including skills that relate to their educational development, sense of self-worth, and capacity to develop positive relationships in the community.
- Strengthen families of youth by improving their capability to provide structure and guidance to their children.
- Promote accountability of both juvenile offenders and those who provide services to them (BJS, 2003).

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.

Comparison Group and Reference Period. Comparison-group youth for SNC were near misses for SNC eligibility during FY 2008–2009 or FY 2009–2010, primarily because they were not deemed sufficiently "serious." SNC and comparison-group youth showed similar demographic distributions, as indicated in Table 2.5, except that the FY 2008–2009 cohort included a larger percentage of blacks than the FY 2009–2010 cohort.

For SNC participants, big six outcomes were measured during the six months following program entry. For the comparison group, big six outcomes were measured in the six months following date of nonacceptance into the SNC program. The supplemental outcome for SNC participants was mean scores on the Global Assessment of Functioning (GAF) scale. GAF scores are based on *Diagnostic and Statistical Manual of Mental Disorders* (DSM-IV) "V codes" (those that begin with *V* and denote relational problems), which address subclinical problems in functioning (American Psychiatric Association [APA], 1994). GAF scores were measured at program entry and at six months following program entry.

Outcomes. Outcome analyses compared 50 SNC youth with 59 comparison-group youth. GAF scores increased significantly, from 42.3 to 49.0 for program youth in the six months after entering the program.[4]

SNC youth were not significantly different from comparison-group youth in any of the big six outcomes. Except for arrests, for which SNC rates were lower than comparison-group rates, and completion of restitution, for which SNC rates were higher, program participants

[4] GAF scores were available for 45 of the 50 SNC participants in FY 2009–2010.

Table 2.5
Demographic Factors for Special Needs Court and Comparison Group

	SNC		Comparison	
Factor	**n**	**%**	**n**	**%**
Age (years)				
<15	18	36.0	17	29.3
15	12	24.0	10	17.2
16	8	16.0	12	20.7
17	10	20.0	14	24.1
>17	2	4.0	5	8.6
Gender				
Male	40	80.0	43	74.1
Female	10	20.0	15	25.9
Race/ethnicity				
Black	9	18.4	22	38.6[a]
White	3	6.1	2	3.5
Hispanic	34	69.4	32	56.1
Other	3	6.1	1	1.8

SOURCE: Analysis of data from Probation's database.

NOTE: Because data for some observations are missing, there are inconsistencies in totals within this table and between this table and other references to the number of SNC participants and comparison-group youth.

[a] $p < 0.05$.

performed less well on each of the big six outcomes than comparison-group youth did. All of the differences between the two groups on big six outcomes were either not statistically significant or not statistically testable due to small sample sizes.

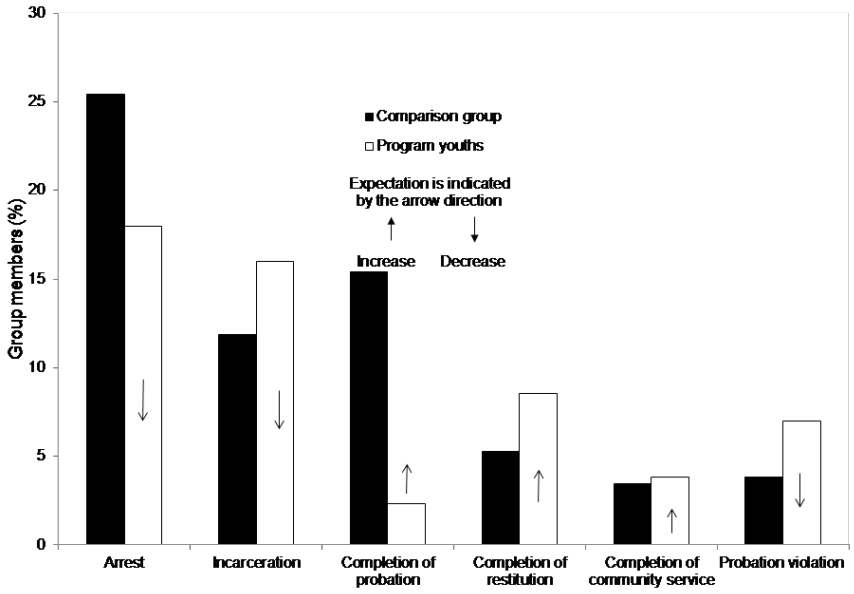
For outcomes, see Figure 2.2, with complete details given in Table E.2 in Appendix E. Cluster and gender data were not available for SNC participants in FY 2009–2010.

Multisystemic Therapy

MST 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 extrafamilial (peer, school, and neighborhood) factors. Intervention might be necessary in any one or a combination of these systems. Participants in the JJCPA MST program are routine probationers accepted by MST.

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 youth to cope with family, peer, school, and neighborhood problems.

Figure 2.2
Special Needs Court Outcomes, FY 2009–2010



MST addresses multiple factors known to be related to delinquency across the key settings, or systems, within which youth 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, and 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 service 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. MST treatment usually involves 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 determined by multiple causes and is linked with characteristics of the individual youth and his or her family, peer group, school, and community contexts (Henggeler 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. MST therapists are available 24 hours a day, seven days a week, and provide services in the home at times convenient to the family. This approach attempts to circumvent barriers to service access often encountered by families of serious juvenile offenders. An emphasis on parental empowerment to modify children's natural social network is intended to facilitate the maintenance and generalization of treatment gains (Henggeler et al., 1998).

We would note that a meta-analysis of MST studies has indicated that the program's benefit is modest or nonsignificant when one excludes the demonstration programs developed and evaluated by Henggeler and his colleagues (Littell, Popa, and Forsythe, 2005).

Comparison Group and Reference Period. The comparison group for MST consists of near misses for MST from FY 2009–2010 who were identified as similar to MST participants. These youth were not accepted for MST, usually because of language barriers (i.e., they did not speak either English or Spanish) or a lack of Medicare coverage. A few comparison-group youth were also denied admission to MST because of a lack of space. Youth to be included in the comparison group were agreed on by MST staff, Probation Department staff, and RAND staff. For the comparison group, we have no data on race/ethnicity. More than three-fourths (78.0 percent) of MST program youth were Hispanic. The two groups had rather different gender distributions, with males making up 85.6 percent of the MST youth but only 69.6 percent of the comparison group. Mean age was 15.5 for MST youth and 15.4 for comparison-group youth.

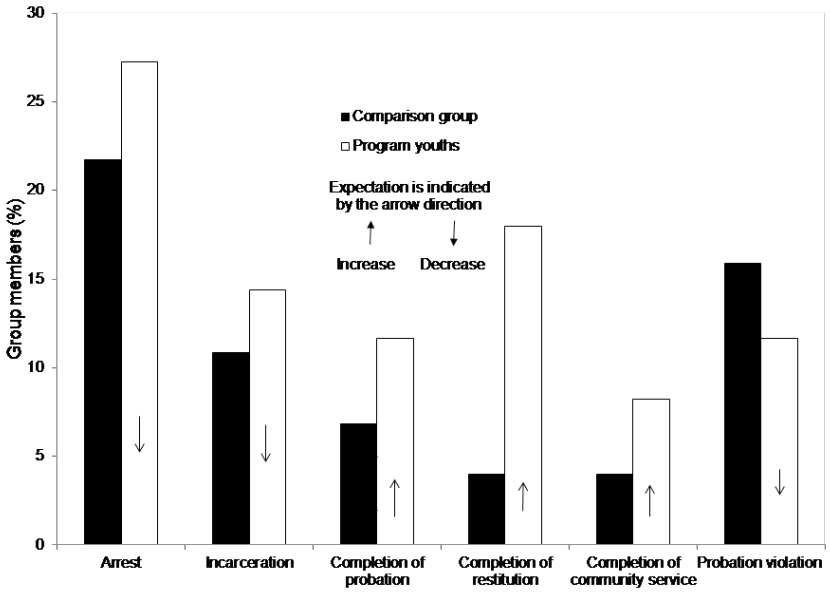
Big six outcomes were measured during the six months following program entry for MST participants. For comparison-group youth, big six outcomes were measured during the six months following date of nonacceptance into the MST program. Supplemental outcome measures for MST participants—school attendance, suspensions, and expulsions—were measured during the school term before program entry and the term following program entry.

Outcomes. Outcome analyses examined 132 MST youth and 46 comparison-group youth. Although comparison-group youths had more favorable outcomes in arrest and incarceration rates, and MST youth had fewer probation violations, differences between the two groups were not statistically significant. Because too few comparison-group youth successfully completed probation, restitution, and community service, differences between the two groups were not statistically testable for these outcomes. School attendance data were available for 64 of the 132 MST youth. Attendance was significantly higher in the first academic period following entry into the program than in the academic period prior to program entry (93.8 percent versus 45.5 percent). Data on suspension and expulsion were available for 43 and 44 MST participants, respectively. Suspensions and expulsions were lower in the first academic period following entry into the program than in the academic period prior to program entry, but there were too few suspensions or expulsions to allow for statistical testing. Outcomes are shown in Figure 2.3, with complete details in Table E.3 in Appendix E. Outcomes by gender are in Table F.1 in Appendix F. Data on cluster were not available for MST participants in FY 2009–2010.

Summary of Outcomes for the Enhanced Mental Health Services Initiative

Because youth in the MH program represent almost 93 percent of all youth in the Enhanced Mental Health Services initiative, the results for the initiative as a whole will necessarily be virtually identical to those for the MH program. JJCPA youth in the Enhanced Mental Health Services initiative had significantly lower rates of arrest, incarceration, and probation violation and completed probation at a significantly higher rate. Comparison-group youth were significantly more likely to complete restitution. The two groups were not significantly different in rates of completion of community service. Supplemental outcomes for all three programs in the Enhanced Mental Health Services initiative that qualified for statistical testing were significantly improved in the six months after program entry compared with the six months before entering the program.

Figure 2.3
Multisystemic Therapy Outcomes, FY 2009–2010



However, the difference in differences analyses for MH produce conflicting outcomes for incarcerations, completion of probation, and probation violations, indicating that there were no significant differences between the two groups in incarcerations and that the previous cohort made larger improvements in completion of probation and performed better than the current cohort in terms of probation violations.

Programs and Outcomes in Initiative II: Enhanced Services to High-Risk/ High-Need Youth

The High-Risk/High-Need initiative targets program youth at the highest risk of reoffending, as well as those with the highest need for services. Programs and services in this initiative include YSA, GSCOMM,[5] and the HRHN program. Table 2.6 lists the programs in this initiative and briefly describes the comparison group for each program.

Many of the participants in this initiative are gang involved, drug and alcohol users, and low academic performers; have multiple risk and need 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 and need factors
- considers responsivity factors
- employs social learning approaches.

[5] Gender-specific community programs include the YWAR program.

Table 2.6
Programs in the Enhanced Services to High-Risk/High-Need Youth Initiative

Program	Comparison Group
YSA	Program participants from the previous year
GSCOMM	Program participants from the previous year
HRHN	Program participants from the previous year

The three programs in this initiative—YSA, GSCOMM, and IOW—were evaluated by comparing their outcome measures with those reported for participants in the same program in FY 2008–2009. For this reason, we include a difference in differences analysis for each of the programs in this initiative.

A total of 2,922 youth (545 in YSA, 883 in GSCOMM, and 1,494 in HRHN) received services in FY 2009–2010 within the Enhanced Services to High-Risk/High-Need Youth initiative.

The Youth Substance Abuse Intervention Program

Youth with substance abuse issues are referred by the Camp Community Transition Program, Intensive Gang Supervision, and school-based DPOs to a community-based provider for a comprehensive assessment. A central focus of this programming is to ensure that high-risk probationers transitioning to the community from a camp setting are scheduled for an assessment prior to release from camp and seen by a community-based substance abuse treatment provider within the first 36 hours following release from the camp facility. If the assessment indicates the need for treatment, the substance abuse treatment provider employs intensive case management 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 the roots of the problem and not just on the substance abuse manifestation. Drug testing is used 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
- reduce the number of participants with positive drug tests.

YSA 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, 2005). 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, 2005).

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 with a set of problem-solving skills and strategies that help bring life back under his or her control (Whitten, 2005). YSA uses elements from these researched interventions.

Comparison Group and Reference Period. In past years, YSA used a pre/post design for big six outcomes, comparing the performance of participants during the six months before program entry with performance in the six months following program entry. In FY 2008–2009, CSA and Probation agreed that a more appropriate comparison would be between the current year's YSA participants and those whose outcomes were reported for the previous year (FY 2007–2008), with the goal of determining whether participants performed at least as well in the current year as in the previous year. In FY 2009–2010, the comparison group consisted of YSA participants whose outcomes were reported in FY 2008–2009. Big six outcomes for both groups were measured for the six months following program entry.

Supplemental outcomes for this program looked at the percentage of positive drug tests among probationers with testing orders and at the percentage of YSA probationers with testing orders who had one or more positive tests. These supplemental outcomes were measured during the six months before program entry and in the six months following program entry or at the time of program exit, whichever came first.

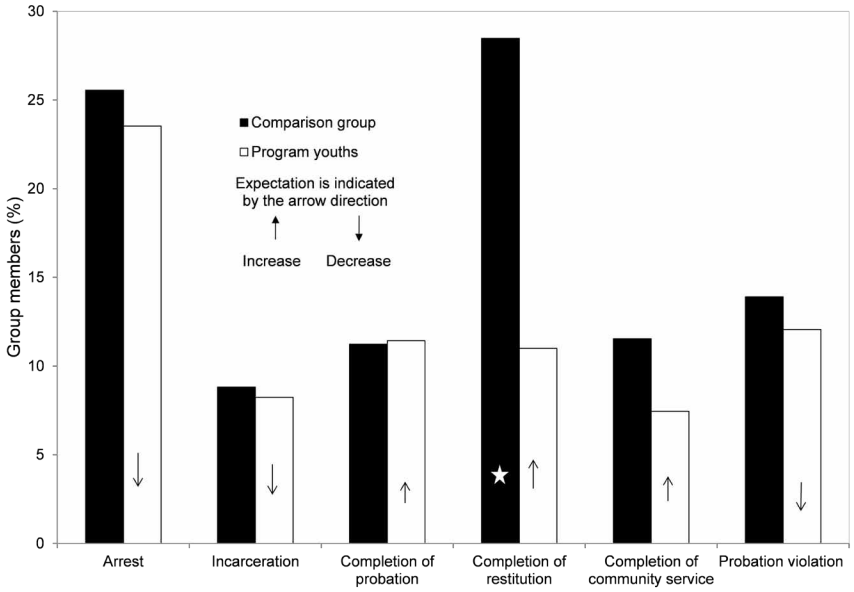
Outcomes. Outcome measures were based on the performance of 340 YSA youth in FY 2009–2010 and 227 in FY 2008–2009. The FY 2008–2009 youth were significantly more likely to complete restitution (28.5 percent versus 11.0 percent). Differences between the two cohorts for the remaining big six outcomes were not statistically significant. For outcomes, see Figure 2.4. For details, see Table E.4 in Appendix E.

Supplemental outcomes for this program include the percentage of positive tests among all tests administered and the percentage of youth 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. Of YSA probationers with testing orders, 53.6 percent of all tests were positive in the six months before program entry, compared with 38.4 percent in the six months following program entry, a statistically significant difference. Of those tested, 17.7 percent had a positive test in the six months following program entry, versus 33.5 percent who tested positive in the six months before program entry. This difference is also statistically significant ($p < 0.05$).

Cluster and gender data were not available for YSA participants in FY 2009–2010.

Difference in Differences Analysis. Because YSA uses the previous year's cohort as a comparison group, we have also included a difference in differences analysis for this program.

Figure 2.4
Youth Substance Abuse Intervention Outcomes, FY 2009–2010



NOTE: A star indicates a statistically significant difference ($p < 0.05$) between the two groups.

Table 2.7 shows the baseline and follow-up means, the odds ratio of the interaction term *year* × *post* in the logistic regression, and 95-percent CI for the odds ratio for each of the big six outcomes in the YSA program. We could not evaluate the two groups on completion of community service because the corresponding logistic regression did not converge. The previous year's cohort showed significantly better outcomes for completion of restitution. For the other four outcome measures, because the lower bound of each of the 95-percent CIs is less than one, we conclude that the two cohorts were not significantly different. Thus, the difference in differences analyses produce results for YSA that are consistent with the simple comparisons between the two cohorts, indicating that the cohorts were not significantly different at baseline.

Gender-Specific Community Program

The GSCOMM program provides gender-specific services for moderate-risk juvenile female youth on formal probation and for nonprobation 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 youth ages 12 to 18 and their families using CBOs that incorporate gender-specific treatment or programming.

Program goals are to

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

Table 2.7
Means, Odds Ratios, and Confidence Intervals for YSA Outcomes

	Mean: Previous Year (%)		Mean: Current Year (%)				
Outcome	**Baseline**	**Follow-Up**	**Baseline**	**Follow-Up**	**Diff – Diff (%)**	**Odds Ratio**	**95% CI**
Arrest	40.53	25.56	33.82	23.53	4.69	1.196	0.709–2.015
Incarceration	13.22	8.81	9.12	8.24	3.53	1.410	0.632–3.146
Completion of probation	2.21	11.23	0.96	11.43	1.45	2.374	0.473–11.912
Completion of restitution	22.06	28.47	17.09	11.00	–12.50	0.427	0.192–0.946
Completion of community service	1.90	11.54	0.00	7.45	–2.19	—	—
Probation violation	14.36	13.90	6.41	12.06	6.11	2.080	0.921–4.700

NOTE: The logistic regression using completion of community service as its dependent variable did not converge, so the odds ratio could not be computed. Diff – Diff gives the percentage change of the current year compared with the previous year. A negative value in that column indicates a reduction, while a positive value shows an increase.

Female participants are referred to the gender services by school-, park-, and housing-based DPOs. The DPOs rely on the LARRC to assess criminogenic risks and need factors. The services provided by the DPO and participant CBOs are intended to increase protective factors and decrease risk factors. Gender-specific CBO services include, but are not limited to, the following:

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

Young Women at Risk. YWAR is a community-based intervention program that targets female youth who attend continuation high schools[6] and have elevated risks across multiple domains, such as delinquency, substance abuse, and individual factors. The program consists of the following modular curriculum components:

- appreciating young women
- healthy dating relationships
- mental health issues
- career planning (enrichment activities, speakers, and supplemental educational materials)
- good health and well being.

Two-hour class sessions are held once per week.

The program is available to female students ages 14 to 19 attending the designated continuation high school. Participants receive ten credits for successful completion of the program. Some of the participants are in foster care, are parenting (or currently pregnant), have grown up in poverty, were victims of neglect or abuse (emotional, physical, or sexual), or have grown up in neighborhoods with high crime rates.

The outcomes for this program are based on pre- and post-test comparisons. The program goals are

- reduced arrest rates
- increased awareness of positive coping skills
- increased knowledge of healthy dating relationships
- increased knowledge of the support service programs available in the community (e.g., for health care and vocational counseling).

Evidence Base for Program. The Probation Department's gender-specific services are consistent with the Office of Juvenile Justice and Delinquency Prevention's (OJJDP's) gender-specific programming and principles of prevention, early intervention, and aftercare services (Greene, Peters, and Associates and Northwest Regional Educational Laboratory, 1998):

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[6] Continuation schools are alternative means of educating youth, primarily for students who are considered at risk of not graduating at the normal pace. Continuation high schools use the same requirements for graduation as other schools use, but scheduling is more flexible. Students who attend these schools include those with discipline problems, drug users, pregnant teens, and teenage mothers.

- 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 potentially 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 used to help girls develop perspective, to interrupt high-risk behavior patterns, and to help them 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 aims to adhere 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, and 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).

Comparison Group and Reference Period. The comparison group for the current year's GSCOMM participants consists of GSCOMM participants whose outcomes were reported for the previous year (FY 2008–2009), with the goal of determining whether participants performed at least as well in the current year as in the previous year. Participants in GSCOMM were selected because they had an arrest that led to probation supervision or because they were considered at high risk for such arrests.

Big six outcomes for both cohorts were measured in the six months following entry into the program. The supplemental outcome—mean scores on the self-efficacy scale for girls—was measured at program entry and at six months following program entry or at program exit, whichever occurred first.

Outcomes. For outcome measures, we compared outcomes for 894 program youth from GSCOMM programs, including YWAR, with those of 934 youth whose outcomes were reported in FY 2008–2009. The two groups performed similarly on all big six outcome measures, with none of the differences being statistically significant. A finding of no significant difference between the two groups is consistent with the goal of determining whether participants did at least as well in the current year as in the previous year.

Mean self-efficacy scores for girls improved significantly between program entry (25.0) and six months after program entry (31.5). Outcomes are presented in Figure 2.5, with details shown in Table E.5 in Appendix E. Cluster and gender data were not available for YWAR or GSCOMM participants in FY 2009–2010.

Difference in Differences Analysis. We performed difference in differences analyses for this program because it uses the previous year's program participants as a comparison group. Table 2.8 shows the baseline and follow-up means, the odds ratio of the interaction term *year* × *post* in the logistic regression, and 95-percent CI for the odds ratio for each of the big six outcomes in the GSCOMM program (including YWAR). In contrast to the simple comparison between the two groups, the current year's cohort showed significantly better outcomes for completion of probation and completion of community service. However, we have little confidence in these findings because of the unusually large CIs produced by these two analyses. For the other four measures, the two groups are not significantly different.

The High-Risk/High-Needs Program

The HRHN program targets probationers transitioning from camp to the community, as well as those on other supervision cases who are assessed as high risk. Many of these youth 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 profiles are known to pose a high

Figure 2.5
Gender-Specific Community Outcomes, FY 2009–2010

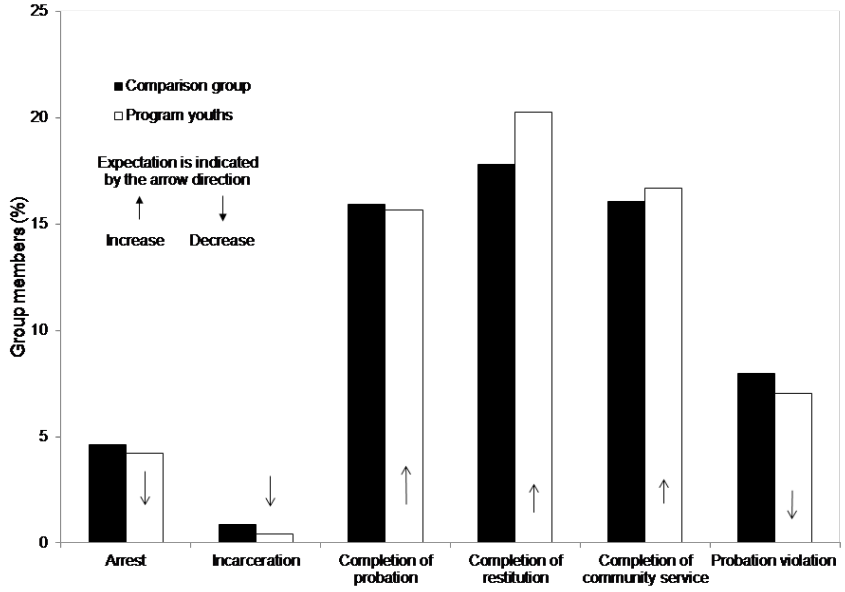


Table 2.8
Means, Odds Ratios, and Confidence Intervals for GSCOMM/YWAR Outcomes

	Mean: Previous Year (%)		Mean: Current Year (%)				
Outcome	**Baseline**	**Follow-Up**	**Baseline**	**Follow-Up**	**Diff – Diff (%)**	**Odds Ratio**	**95% CI**
Arrest	5.89	4.60	7.94	4.25	–2.40	0.667	0.375–1.187
Incarceration	1.61	0.86	1.79	0.45	–0.59	0.466	0.115–1.885
Completion of probation	17.09	15.93	1.59	15.63	15.20	12.494	2.442–63.924
Completion of restitution	21.52	17.81	16.22	20.27	7.76	1.662	0.520–5.314
Completion of community service	18.75	16.07	1.52	16.67	17.83	15.666	1.594–153.964
Probation violation	4.27	7.96	7.14	7.03	3.30	0.507	0.116–2.224

NOTE: Diff – Diff gives the percentage change of the current year compared with the previous year. A negative value in that column indicates a reduction, while a positive value shows an increase.

risk for committing new crimes on 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
- strengthen the family
- strengthen parental skills
- link youth to job training and job placement.

The HRHN program uses a specific, structured, and multimodal intervention approach (behavioral skill training across domains—family, peer, school, and neighborhood) and incorporates the phase model of FFT. Additionally, such programs as MST and multidimensional-treatment foster care (MTFC) place a strong emphasis on skill 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 an 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 affect detained youths' thinking patterns, cognition, and social skills and to reduce violent behavior and improve youth/parent engagement (Underwood, 2005).

The HRHN program also provides assessment, job readiness training, and employment placement for eligible HRHN probationers. Eligible probation youth are referred to JJCPA community-based employment service providers for assessment, job readiness, and vocational job 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:

- MST. MST addresses the multiple factors known to be related to delinquency across the key settings, or systems, within which youth 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, and the indigenous support network) to facilitate change. At the family level, MST attempts to provide parents with the resources needed for effective parenting and for developing better 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.
- FFT. 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 youth 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.
- MTFC. 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 youth to delinquent peers. Although

MTFC does not prevent out-of-home placement, both biological and foster parents receive parental training. 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. 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 set clear rules, expectations, and limits.

- Intensive Aftercare Program (IAP). 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 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 and 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* (OJJDP, 1995). The guide states (p. 102) 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.

One of the most successful employment programs, JOBSTART, offered self-paced and competency-based instruction in basic academic skills; occupational skill 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 skill instruction, and job placement assistance. JOBSTART participants were more likely to earn a General Educational Development Test (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 (OJJDP, 1995, pp. 108–109). The HRHN employment components are based on many of the design elements in JOBSTART.

Not all HRHN participants receive all of these services. DPOs who supervise HRHN probationers and CBOs that provide services for the program determine which services are appropriate for each individual probationer.

Comparison Group and Reference Period. The comparison group for the HRHN program consisted of youth who had participated in the HRHN program earlier and whose outcomes were measured during the previous year (FY 2008–2009). Because we had no demographic data other than age for either cohort of HRHN youths, we were not able to compare the characteristics of the two groups to ensure compatibility.

For both HRHN and comparison-group youth, big six outcomes were measured in the six months following entry into the community phase of the program. For youth in the employment component of the HRHN program, a supplemental outcome was employment as measured during the six months before entry into the community phase of the program and in the six months following entry into the community phase. For the gender-specific, home-based component, scores on a scale measuring family relations were measured at program entry and six months later or upon program exit, whichever came first.

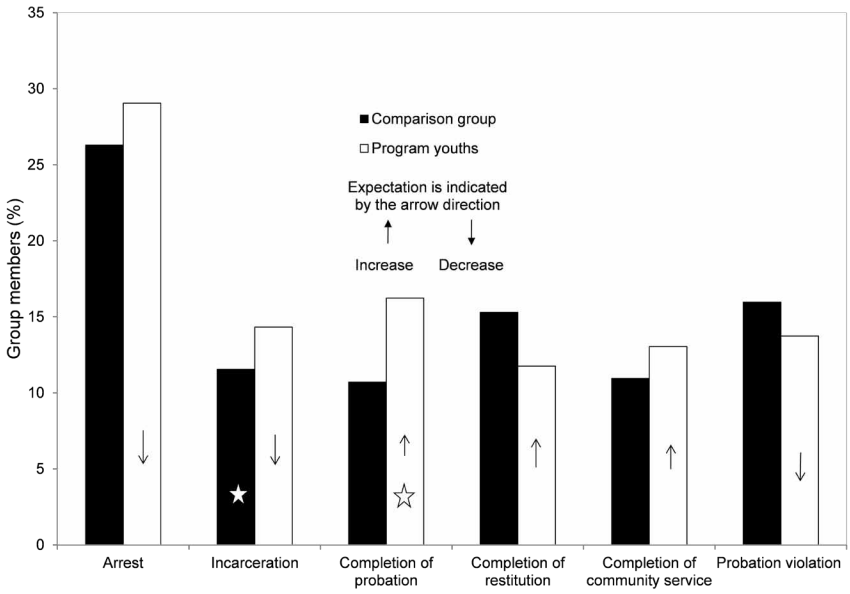
Outcomes. For outcome analyses, we examined 950 HRHN probationers and 1,723 comparison-group probationers whose outcomes were reported in FY 2008–2009. The FY 2009–2010 HRHN cohort had significantly higher rates of incarceration (14.3 percent versus 11.6 percent). However, the FY 2009–2010 HRHN participants were significantly more likely to successfully complete probation (16.2 percent, compared with 10.7 percent for the FY 2008–2009 cohort). Differences between the two groups in arrests, successful completion of restitution, successful completion of community service, and probation violations were not statistically significant.

Of the 408 participants in the HRHN employment component for whom we had data, none was employed in the six months before program entry, whereas 218 (53.4 percent) were employed in the six months following entry into the community phase of the program. For 479 home-based HRHN participants with nonmissing data, mean family-relation scale scores were significantly higher six months after program entry (6.13) than at program entry (0.97).

Outcomes for the HRHN program are shown in Figure 2.6. Details are presented in Table E.6 in Appendix E. Cluster and gender data were not available for HRHN participants in FY 2009–2010.

Difference in Differences Analysis. As with all JJCPA programs that used the previous year's cohort as a comparison group, we have included difference in differences analyses for the HRHN program. Table 2.9 shows the baseline and follow-up means, the odds ratio of the interaction term *year* × *post* in the logistic regression, and 95-percent CI for the odds ratio for each of the big six outcomes in the HRHN program. These analyses indicate no significant difference between the two cohorts in arrests, incarcerations, or completion of restitution. The

Figure 2.6
High-Risk/High-Need Outcomes, FY 2009–2010



NOTE: A star indicates a statistically significant difference ($p < 0.05$) between the two groups.

current year's cohort performed better in completing probation and completing community service, while the previous year's cohort had better outcomes for probation violations. These results are inconsistent with a simple comparison between the two groups for incarcerations, completion of community service, and probation violations, indicating that the two groups were not well matched on these measures at baseline.

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

Overall, program youth in the Enhanced Services to High-Risk/High-Need Youth initiative had higher rates of completion of probation but lower rates of completion of restitution than comparison-group youth. Differences between the two groups in rates of arrest, incarceration, completion of community service, and probation violations were not statistically significant. The relevant supplemental outcomes for GSCOMM and HRHN participants were significantly improved in the six months after entering the program compared with the six months before entering.

Difference in differences analyses yielded somewhat different results for GSCOMM and HRHN participants. Although a simple comparison showed no significant differences for GSCOMM on any of the big six outcomes, difference in differences analyses showed the current year's cohort performing significantly better than the previous year's for completion of probation and completion of community service. For HRHN participants, difference in differences analyses indicated no significant difference between the two groups in incarceration rates, while members of the current year's cohort were more likely to complete community service and the previous year's cohort showed a lower rate of probation violations.

Table 2.9
Means, Odds Ratios, and Confidence Intervals for HRHN Outcomes

	Mean: Previous Year (%)		Mean: Current Year (%)				
Outcome	**Baseline**	**Follow-Up**	**Baseline**	**Follow-Up**	**Diff – Diff (%)**	**Odds Ratio**	**95% CI**
Arrest	31.63	26.29	37.68	29.05	–3.29	0.878	0.689–1.119
Incarceration	16.08	11.55	16.63	14.32	2.22	1.228	0.895–1.687
Completion of probation	6.27	10.71	2.93	16.23	8.86	3.581	2.132–6.015
Completion of restitution	13.73	15.29	13.17	11.76	–2.97	0.776	0.502–1.198
Completion of community service	6.56	10.95	2.55	13.04	6.10	3.270	1.484–7.206
Probation violation	12.24	15.96	6.91	13.73	3.10	1.576	1.063–2.336

NOTE: Diff – Diff gives the percentage change of the current year compared with the previous year. A negative value in that column indicates a reduction, while a positive value shows an increase.

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 youth in the schools. A secondary goal is enhanced protective factors through improved school performance. The 85 targeted neighborhoods were identified as the most crime-affected neighborhoods in Los Angeles County on the basis of the

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

Programs and services included in this initiative are SBHS-PROB, SBMS-PROB, SBHS-AR, SBMS-AR, ACT, PARKS, HB, and IOW. A total of 24,221 youth received services from programs in the school-based initiative during the JJCPA program's FY 2009–2010. Of the three initiatives, this is the only one that delivered services to more at-risk youth (15,285) than probationers (8,936).

Whenever possible, youth 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, youth 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. Table 2.10 lists the programs in this initiative and briefly describes the comparison group for each program.

We next briefly describe each program in the Enhanced School- and Community-Based Services initiative, along with reported outcomes for FY 2009–2010. Except where specifically noted, all of the outcome differences listed were statistically significant ($p < 0.05$), meaning that the performance of JJCPA youth was significantly different from that of comparison youth or from their baseline measures.[7] Sample sizes indicated are for the entire program and comparison groups. Because probation outcomes are not applicable to at-risk youth 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 might be considerably smaller because, for instance, school data were not available or strength and risk evaluation was not done on all program youth. Because SBHS-AR, SBMS-AR, and IOW use program participants from the previous year as a comparison group, we also include a difference in differences analysis for these three programs. For details on the sample size of each outcome measure, see Appendix E.

[7] The chi-square test used to measure statistical significance for this evaluation requires that each cell of a 2 × 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 testing for statistical significance was not appropriate in some instances. In such instances, we report differences as "not statistically testable."

Table 2.10
Programs in the Enhanced School- and Community-Based Services Initiative

Program	Comparison Group
SBHS-PROB	Routine probationers matched to program youth by age, gender, race/ethnicity, offense severity, time on probation, and gang order
SBMS-PROB	Routine probationers matched to program youth by age, gender, race/ethnicity, offense severity, time on probation, and gang order
SBHS-AR	Program participants from the previous year
SBMS-AR	Program participants from the previous year
ACT	Program youth (pre/post design)
PARKS	Program youth (pre/post design)
HB	Program youth (pre/post design)
IOW	Program participants from the previous year

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 youth, and promote campus and community safety. Participants include probationers and at-risk youth in 85 school service areas that are accepted into the program by school-based DPOs. These DPOs are assigned and placed on school campuses with a focus on monitoring school attendance, behavior, and academic performance. Programs target high schools and selected 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 youth
- holding probationers and at-risk youth and their families accountable
- building resiliency and educational and social skills.

In addition to supervising youth on school campuses, DPOs provide a variety of services, including early probation intervention, for youth exhibiting antisocial behavior 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 need 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 skill-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, Cullen, and Gendreau, 2002). The what-works research posits that effective programs (1) assess offender needs and risk; (2) employ treatment models that target such factors 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, Cullen, and Gendreau, 2002). As indicated earlier, the school-based DPOs assess probationers with a validated assessment instrument, the LARRC. The LARRC is based on the what-works research. Further, school-based DPOs enhance strength-based training, including training in MST and FFT case management interventions.

Consistent with the research on what works, 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 postprobation planning with the probationer and family by the school-based DPO
- use case planning services that emphasize standards of right and wrong.

Comparison Group and Reference Period for School-Based High School Probationers. The comparison group for SBHS-PROB consisted of routine probationers who were weighted to match program youth by age, gender, race/ethnicity, offense severity, time on probation, and gang order.[8] Beginning with a sample of 3,888 routine probationers from FY 2008–2009 and FY 2009–2010, the computed weights yield an effective sample size of 3,435 comparison-group youth.[9] As Table 2.11 shows, the two groups were well matched when the appropriate weights are used for the comparison group, with no statistically significant differences between the two groups. However, it is possible that there is an unmeasured or unobserved feature that differs between the two groups and is the cause for the observed outcome effect.

The big six reference period for program participants was the six months following program entry. For the comparison group, the reference period was the six months following the beginning of probation supervision. For supplemental school outcomes—attendance, suspensions, and expulsions—program participants were compared in the term before program entry

[8] We used the statistical technique of propensity-score weighting to obtain weights for comparison-group youth so that their characteristics matched those of the program youth. Only probationers with valid data on all variables were included in creating weights for the comparison group. Because virtually all school-based probationers and comparison-group youth had at least one prior arrest, criminal history was not included as a factor in propensity-score matching of the two groups.

[9] Effective sample size is calculated as $\left(\sum w_i\right)^2 / \left(\sum w_i^2\right)$, where w_i is the weight for each individual and the sum is across all individuals in the group.

Table 2.11
Factors Used to Match School-Based High School Probation Supervision for Probationers and Comparison-Group Youth

Factor	SBHS-PROB Participants	Comparison-Group Youth
Mean age (years)	15.7	15.8
Male (%)	78.6	78.6
Black (%)	23.7	23.7
White (%)	6.5	6.6
Hispanic (%)	66.2	66.1
Other race/ethnicity (%)	3.6	3.6
Instant offense (%)		
Violent	25.0	25.2
Property	25.5	25.6
Drug	5.3	5.3
Gang order (%)	27.1	26.7
Probation began in 2009 (%)	65.8	66.9

NOTE: Percentages and mean age for the comparison group are weighted.

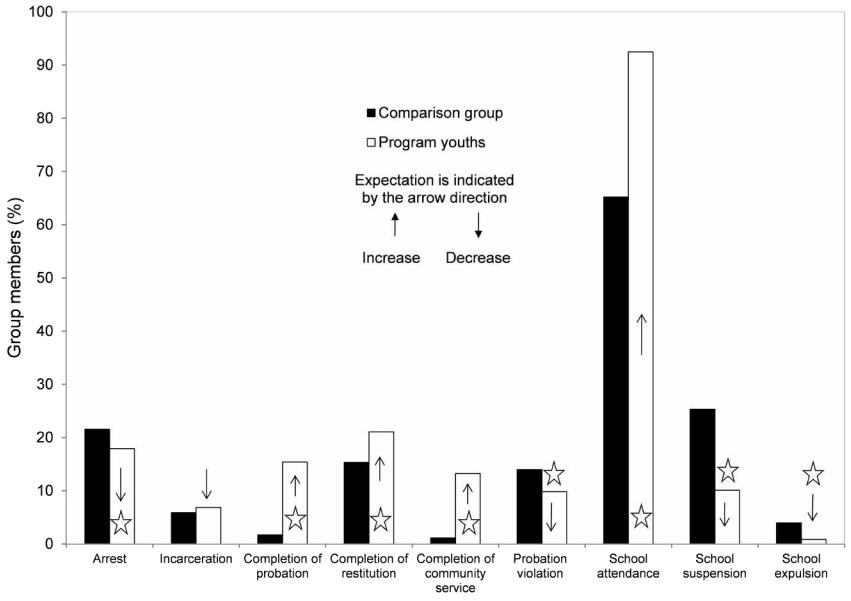
and in the term following program entry. Strength and risk scores were compared at program entry and at six months after.

SBHS-PROB Outcomes. For outcome analyses, we examined 4,124 school-based high school probationers and 3,435 comparison-group youth. Consistent with program goals, for program youth, there was a significant increase in the percentage of school days attended (from 65.2 percent to 92.5 percent) and a significant decrease in suspensions (from 25.3 percent to 10.1 percent) and in expulsions (from 4.0 percent to 0.9 percent) in the term after entering the program compared with the term immediately before entering. SBHS-PROB youth also had significantly more-favorable outcomes than comparison-group youth on five of the big six outcomes. They had higher rates for successful completion of probation (15.4 percent versus 1.7 percent), restitution (21.0 percent versus 15.3 percent), and community service (13.3 percent versus 1.2 percent) than comparison-group youth. SBHS-PROB youth also had significantly lower rates of arrest (17.9 percent versus 21.6 percent) and probation violations (9.8 percent versus 14.0 percent). Differences in incarcerations between the two groups were not statistically significant. SBHS-PROB risk scores decreased significantly from a mean of 6.4 to a mean of 3.5 six months after entering the program compared with scores at program entry. Strength scores also increased significantly, from 9.1 at program entry to 16.5 six months later. Outcomes are shown in Figure 2.7, with complete details in Table E.7 in Appendix E.

Cluster data were available for more than 99 percent of youth in the high school program for probationers.[10] Big six outcomes, broken down by cluster, are illustrated in Figures 2.8 and

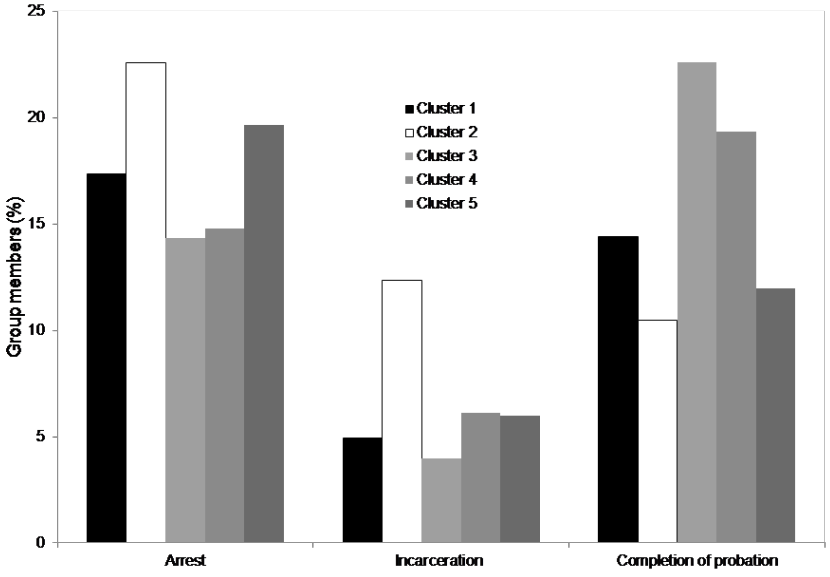
[10] The five clusters correspond closely to the five supervisory districts of Los Angeles County. We present outcomes by cluster to allow interested readers to compare results within a given cluster.

Figure 2.7
School-Based High School Probationer Outcomes, FY 2009–2010



NOTE: A star indicates a statistically significant difference ($p < 0.05$) between the two groups.

Figure 2.8
School-Based High School Probationer Outcomes, by Cluster, FY 2009–2010: Arrest, Incarceration, and Completion of Probation

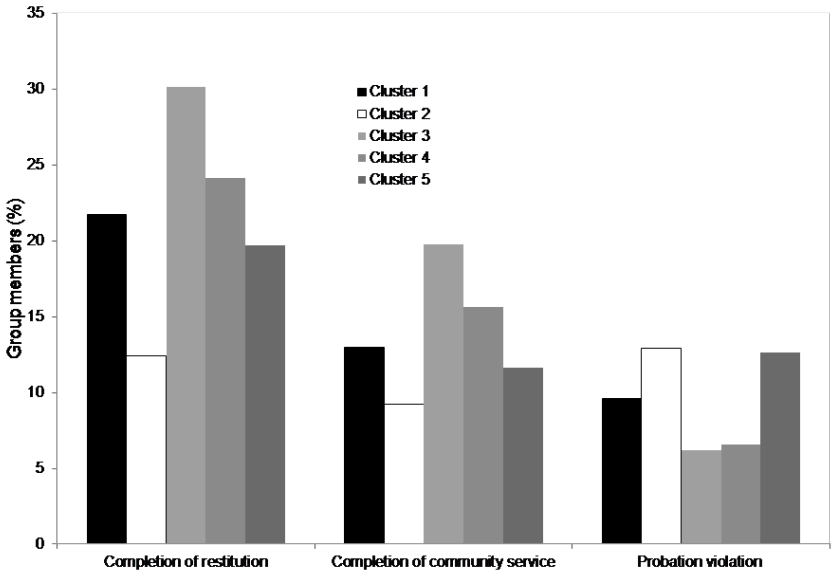


2.9. Outcomes by gender are in Table F.2 in Appendix F. More detail on big six outcomes by cluster are in Table G.1 in Appendix G. In this program, youth from cluster 2 had higher arrest, incarceration, and probation-violation rates than youth in other clusters. Youth in cluster 2 also showed lower rates of completion of probation, restitution, and community service.

Comparison Group and Reference Period for SBMS-PROB. The comparison group for SBMS-PROB consisted of routine probationers whose outcomes were weighted to match program youth by age, gender, race/ethnicity, offense severity, time on probation, and gang order.[11] Beginning with a sample of 3,888 routine probationers from FY 2008–2009 and FY 2009–2010, the computed weights yield an effective sample size of 170 comparison-group youth. As Table 2.12 shows, the two groups were approximately matched when the appropriate weights are used for the comparison group. The two groups were significantly different in mean age, percentage with a gang order, and percentage whose initial probation supervision began in 2009. We would note, however, that there might still be an unmeasured or unobserved feature that differs between the two groups and is responsible for the observed effect on the outcomes.

The big six reference period for program participants was the six months following program entry. For the comparison group, the reference period was the six months following the beginning of probation supervision. For supplemental school outcomes—attendance, suspensions, and expulsions—program participants were compared in the term before program entry

Figure 2.9
School-Based High School Probationer Outcomes, by Cluster, FY 2009–2010: Completion of Restitution, Completion of Community Service, and Probation Violation



[11] We used the statistical technique of propensity-score weighting to obtain weights for comparison-group youth so that their characteristics matched those of the program youth. Only probationers with valid data on all variables were included in creating weights for the comparison group. Because virtually all school-based probationers and comparison-group youth had at least one prior arrest, criminal history was not included as a factor in propensity-score matching of the two groups.

Table 2.12
Factors Used to Match School-Based Middle School Probationers and Comparison-Group Youth

Factor	SBMS-PROB Participants	Comparison-Group Youth
Mean age (years)	13.1[a]	12.9
Male (%)	76.5	78.0
Black (%)	33.9	32.9
White (%)	1.7	1.6
Hispanic (%)	63.5	65.1
Other race/ethnicity (%)	0.9	0.4
Instant offense (%)		
Violent	33.9	36.5
Property	24.3	24.1
Gang order (%)	21.7[a]	25.2
Probation began in 2009 (%)	65.2[a]	56.6

NOTE: Percentages and mean age for the comparison group are weighted.
[a] $p < 0.05$.

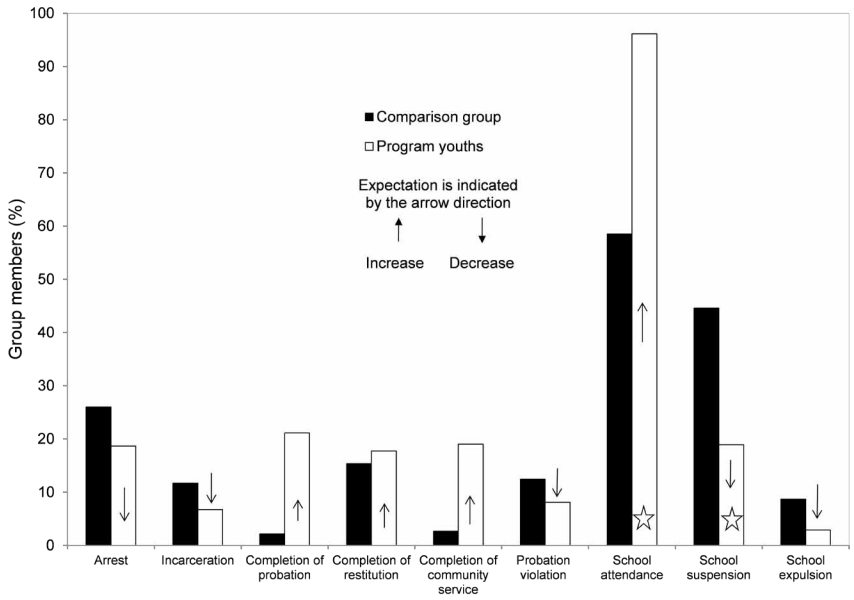
and in the term following program entry. Strength and risk scores were compared at program entry and at six months thereafter.

SBMS-PROB Outcomes. For outcome analyses, we examined 134 school-based middle school probationers and 170 comparison-group youth. Consistent with program goals, program youth showed a significant increase in school attendance (from 58.5 percent to 96.2 percent) and a decrease in suspensions (from 44.6 percent to 18.9 percent) in the school term following program entry, compared with the term immediately before entering. Significance testing for expulsions was not possible because there were fewer than five expulsions in the first academic period after program entry. SBMS-PROB youth also had significantly lower risk scores (4.1 versus 6.0) and higher strength scores (15.7 versus 8.0) six months after entering the program than at program entry. Differences in arrest rate, incarceration rate, completion of restitution, and probation violation were not statistically significant for the two groups. Differences in rates of completion of probation and of community service were not statistically testable because too few comparison-group youth successfully completed probation or community service. For outcomes, see Figure 2.10. Details are shown in Table E.8 in Appendix E. Outcomes by gender are in Table F.3 in Appendix F. Outcomes are shown by cluster in Table G.2 in Appendix G.

Cluster data were available for all participants in the middle school probationer program. Big six outcomes by cluster are shown in Figures 2.11 and 2.12, with details in Table G.2 in Appendix G. Cluster 4 youth had the highest rate of arrest and cluster 2 the highest rate of incarceration. Cluster 3 showed the highest rate of successful completion of probation and of community service. Cluster 5 had the highest rate of completion of restitution. No one in cluster 1 had a probation violation.

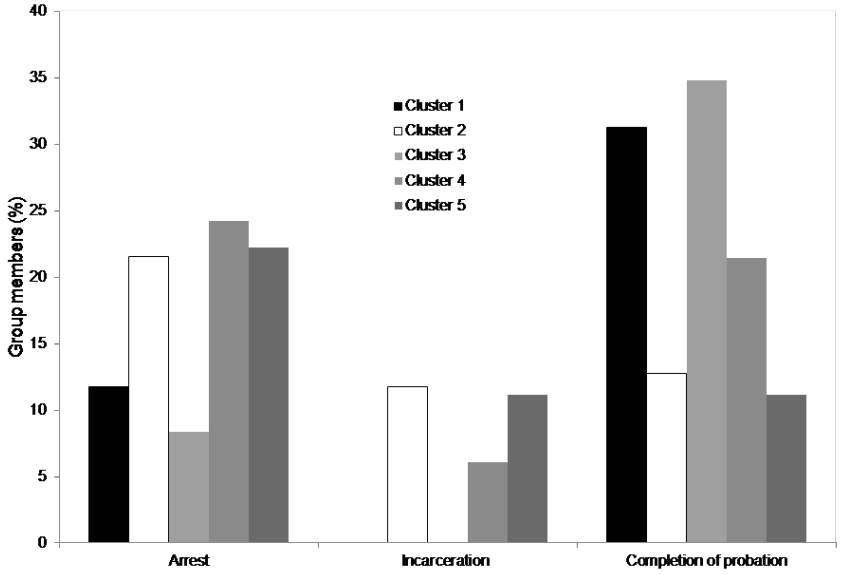
Comparison Group and Reference Period for SBHS-AR Youth. The comparison group for the SBHS-AR consists of 494 participants in the SBHS-AR program whose outcomes were

Figure 2.10
School-Based Middle School Probationer Outcomes, FY 2009–2010



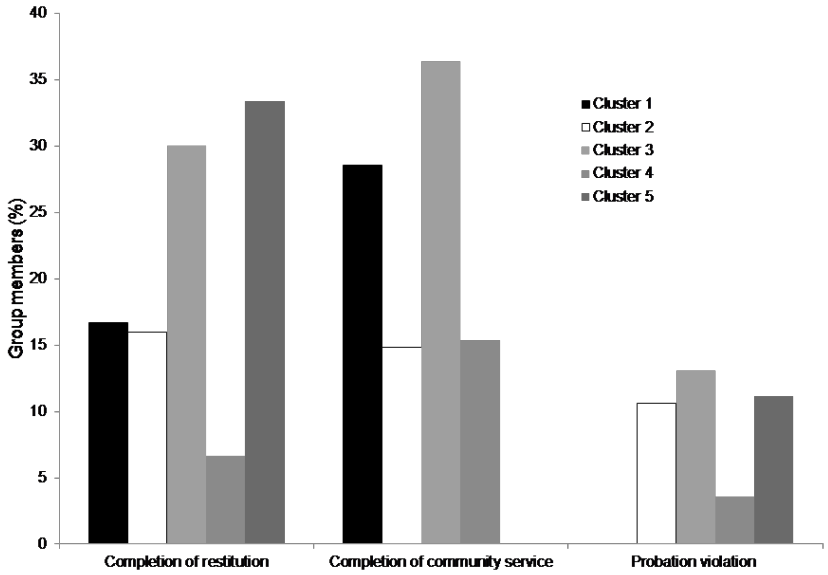
NOTE: A star indicates a statistically significant difference ($p < 0.05$) between the two groups.

Figure 2.11
School-Based Middle School Probationer Outcomes, by Cluster, FY 2009–2010: Arrest, Incarceration, and Completion of Probation



NOTE: A missing bar for a cluster indicates that no one in the cluster had the indicated outcome.

Figure 2.12
School-Based Middle School Probationer Outcomes, by Cluster, FY 2009–2010: Completion of Restitution, Completion of Community Service, and Probation Violation



NOTE: A missing bar for a cluster indicates that no one in the cluster had the indicated outcome.

calculated during the previous year (FY 2008–2009), with the goal of determining whether participants did at least as well in the current year as in the previous year.

As Table 2.13 shows, SBHS-AR participants for the two fiscal years differ primarily in the location of those who received services. Clusters 1, 3, and 5 show statistically different percentages between the two years. In FY 2008–2009, cluster 5 made up almost half (46.1 percent) of all SBHS-AR program participants. The FY 2009–2010 cohort included a significantly higher percentage of males, and had a higher mean age, than the FY 2008–2009 cohort. These differences call into question the suitability of using the previous year's cohort as a comparison group for the current year's program participants.[12]

For both SBHS-AR and comparison-group youth, big six outcomes were measured during the six months following entry into the program. For supplemental school outcomes—attendance, suspensions, and expulsions—program participants were compared in the term before program entry and the term following program entry. Strength and barrier scores were compared at program entry and at six months after.

SBHS-AR Youth Outcomes. For outcome analyses, we compared 768 school-based high school youth with 494 comparison-group youth. Consistent with program goals, SBHS-AR youth improved school attendance in the term after entering the program compared with the term immediately before (92.6 percent versus 75.6 percent). Program youth also had sig-

[12] Despite questionable comparability between program participants and comparison-group youths, we are nonetheless required by CSA to report findings for each group. Similarly, we assume that the audience for this report expects outcomes to be reported for all programs.

Table 2.13
Comparison of School-Based High School At-Risk Participants in FY 2009–2010 with Those in FY 2008–2009

Factor	FY 2009–2010	FY 2008–2009
Mean age (years)	15.1[a]	14.7
Male (%)	49.6[a]	39.1
Black (%)	17.2	15.9
White (%)	5.4	6.1
Hispanic (%)	67.1	66.4
Other race/ethnicity (%)	8.3	11.1
Residence (%)		
Cluster 1	14.0[a]	4.3
Cluster 2	24.2	19.6
Cluster 3	7.7[a]	3.5
Cluster 4	27.8	25.3
Cluster 5	26.2[a]	46.1

NOTE: Type of previous offense was not included in the comparison because this program targets only at-risk youth. None of the SBHS-AR youth in either year had a gang order.

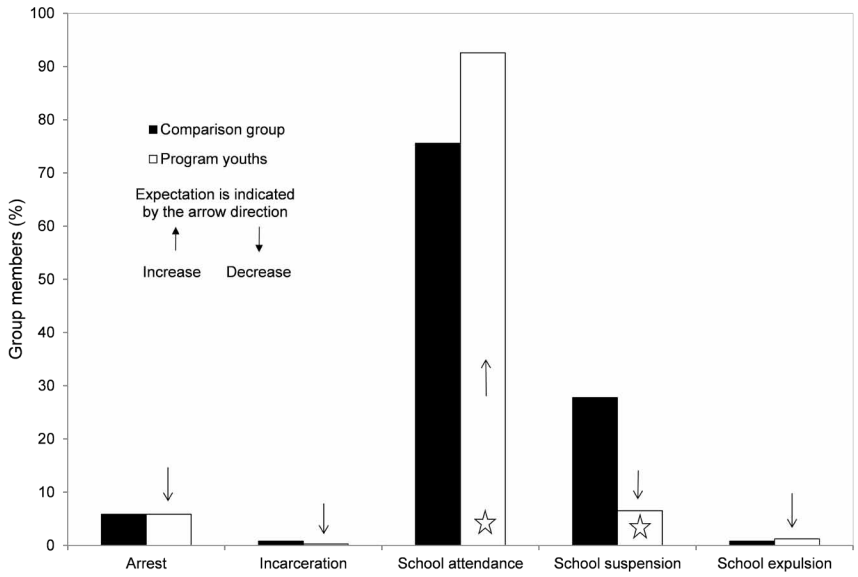
[a] $p < 0.05$.

nificantly fewer school suspensions in the term after entering the program than in the term immediately before entering (6.5 percent versus 27.8 percent). Significance testing was not possible for differences in expulsion rates because there were too few expulsions in the baseline period. FY 2009–2010 and FY 2008–2009 SBHS-AR youth showed virtually identical arrest rates. Differences in incarceration rates were not statistically testable between the two groups because too few participants in both years were incarcerated. Probation outcomes were not applicable because the program serves only at-risk youth. Outcomes are shown in Figure 2.13, with details in Table E.9 in Appendix E.

Cluster data were available for 98.3 percent of at-risk youth in the school-based high school program. Because youth in this program were not on probation, the only applicable big six outcome measures are arrests and incarcerations, which are shown in Figure 2.14. More details, including sample sizes, are given in Table G.3 in Appendix G. Incarceration rates were quite low overall for this program, and cluster 5 had more arrests than any other cluster, with cluster 2 showing the lowest arrest rate. Outcomes by gender are in Table F.4 in Appendix F.

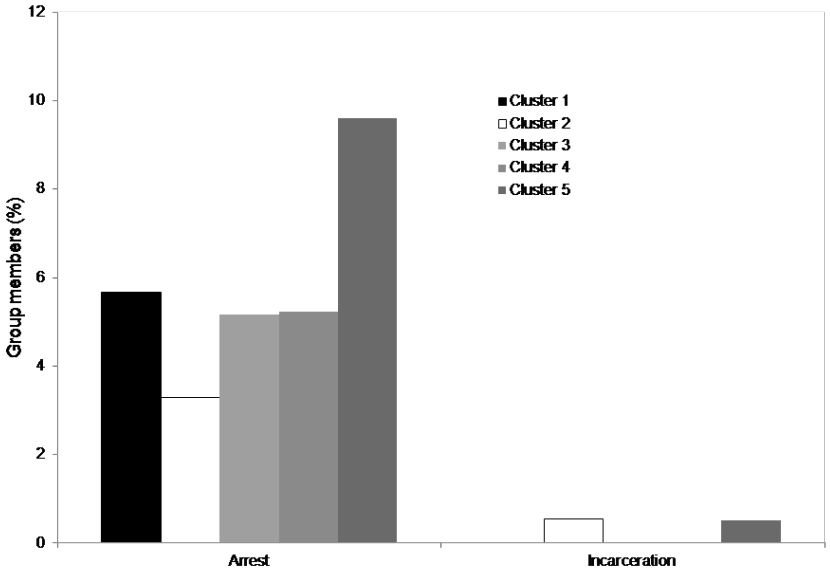
Difference in Differences Analysis. SBHS-AR uses program participants from the previous year as a comparison group, so we have included a difference in differences analysis for this program. Table 2.14 shows the baseline and follow-up means, the odds ratio of the interaction term *year* × *post* in the logistic regression, and 95-percent CI for the odds ratio for arrest and incarceration outcomes in the SBHS-AR program. The two cohorts did not differ significantly in rate of arrest. The logistic regression using incarceration as a dependent variable did not converge, so we can draw no conclusion about how the two cohorts compared on this outcome

Figure 2.13
School-Based High School At-Risk Outcomes, FY 2009–2010



NOTE: A star indicates a statistically significant difference ($p < 0.05$) between the two groups.

Figure 2.14
School-Based High School At-Risk Outcomes, by Cluster, FY 2009–2010



NOTE: A missing bar for a cluster indicates that no one in the cluster had the indicated outcome.

Table 2.14
Means, Odds Ratios, and Confidence Intervals for SBHS-AR Outcomes

	Mean: Previous Year (%)		Mean: Current Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	2.83	5.87	3.65	5.86	–0.83	0.769	0.342–1.729
Incarceration	0.00	0.81	0.13	0.26	–0.68	—	—

NOTE: The logistic regression using incarceration as its dependent variable did not converge, so the odds ratio could not be computed. Diff – Diff gives the percentage change of the current year compared with the previous year. A negative value in that column indicates a reduction, while a positive value shows an increase.

measure. Findings from the difference in differences analyses for this program were consistent with those using a simple comparison of the two cohorts.

Comparison Group and Reference Period for SBMS-AR Youth. The comparison group for the SBMS-AR program consisted of 768 youth whose outcomes were reported in the SBMS-AR program during FY 2008–2009.

For both SBMS-AR and comparison-group youth, big six outcomes were measured during the six months following entry into the program. For supplemental school outcomes—attendance, suspensions, and expulsions—program participants were compared in the term before program entry and the term following program entry. Strength and barrier scores were compared at program entry and at six months after.

Table 2.15 compares the characteristics of SBMS-AR participants in FY 2009–2010 with those from FY 2008–2009. The characteristics of those in the program are rather different in the two years, casting some doubt on the comparability of the two groups. A significantly larger portion of program participants in FY 2009–2010 were male. The two cohorts appear similar in race/ethnicity. Although the FY 2009–2010 cohort had a significantly higher percentage of whites than the FY 2008–2009 cohort, Hispanics were the majority of both cohorts, and just over one-fourth of both cohorts were black. We also see a slightly different geographical distribution in the two years, with larger proportions of the program in cluster 1 in FY 2009–2010.[13]

SBMS-AR Youth Outcomes. For outcome analyses, we examined 838 school-based middle school youth along with 766 comparison-group youth. Consistent with program goals, program youth significantly increased school attendance (from 77.0 percent to 97.0 percent) and significantly decreased suspensions (from 22.5 percent to 13.5 percent) in the term after entering the program compared with the term immediately before entering. The difference in expulsion rates was not statistically testable because there were no expulsions in the academic period prior to entering the program and only two in the period after program entry. The FY 2009–2010 cohort showed a significantly higher arrest rate (4.4 percent versus 1.8 percent for the FY 2008–2009 cohort). Differences in incarceration rates were not statistically testable because of small sample sizes. In addition, program youth had significantly lower mean barrier scores (4.4) six months after program entry than at program entry (7.6). Program youth also had significantly higher mean strength scores (18.1) six months after entering the program than at program entry (9.5). Probation outcomes were not applicable

[13] Despite questionable comparability between program participants and comparison youths, we are nonetheless required by CSA to report findings for each group. Similarly, we assume that the audience for this report expects outcomes to be reported for all programs.

Table 2.15
Comparison of School-Based Middle School At-Risk Participants in FY 2009–2010 with Those in FY 2008–2009

Factor	FY 2009–2010	FY 2008–2009
Mean age (years)	12.6	12.6
Male (%)	54.3[a]	38.2
Black (%)	27.2	27.2
White (%)	3.5[a]	1.8
Hispanic (%)	64.2	64.9
Other race/ethnicity (%)	4.8	6.0
Residence (%)		
Cluster 1	17.2[a]	12.3
Cluster 2	36.9	37.1
Cluster 3	14.1	15.1
Cluster 4	20.8	23.4
Cluster 5	11.0	11.5

NOTE: Type of previous offense was not included in the comparison because this program targets only at-risk youth. None of the SBMS-AR youth in either year had a gang order.
[a] $p < 0.05$.

because the program serves only at-risk youth. See Figure 2.15 for the relevant outcomes, with complete details in Table E.10 in Appendix E.

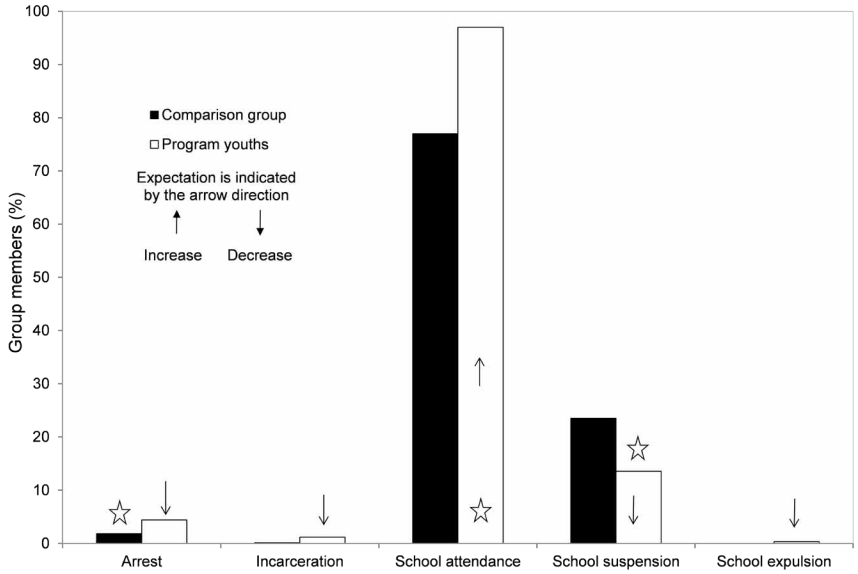
Cluster data were available for all but two at-risk participants in the school-based middle school program. As Figure 2.16 indicates, cluster 5 had the highest arrest rate, while cluster 4 had the lowest. Incarceration rates were quite low for all five clusters, with cluster 5 having none at all. More details are in Table G.4 in Appendix G. Outcomes by gender are in Table F.5 in Appendix F.

Difference in Differences Analysis. We include a difference in differences analysis for SBMS-AR because the program uses the previous year's cohort as a comparison group. Table 2.16 shows the baseline and follow-up means, the odds ratio of the interaction term *year* × *post* in the logistic regression, and 95-percent CI for the odds ratio for arrest and incarceration outcomes in the SBMS-AR program. In contrast to the simple comparison of rates, the two cohorts did not differ significantly in arrest rate in the difference in differences analysis. Because the logistic regression using incarceration as its dependent variable did not converge, we cannot draw any conclusion about how the two cohorts compared on this measure. These analyses indicate that the SBMS-AR program met its stated goal that the current year's cohort demonstrate outcomes that are statistically no different from those of the previous year's cohort.

Abolish Chronic Truancy

ACT is a Los Angeles County District Attorney's Office program that targets chronic truants in selected elementary schools. Program objectives are to improve school attendance through

Figure 2.15
School-Based Middle School At-Risk Outcomes, FY 2009–2010



NOTE: A star indicates a statistically significant difference ($p < 0.05$) between the two groups.

Figure 2.16
School-Based Middle School At-Risk Outcomes, by Cluster, FY 2009–2010

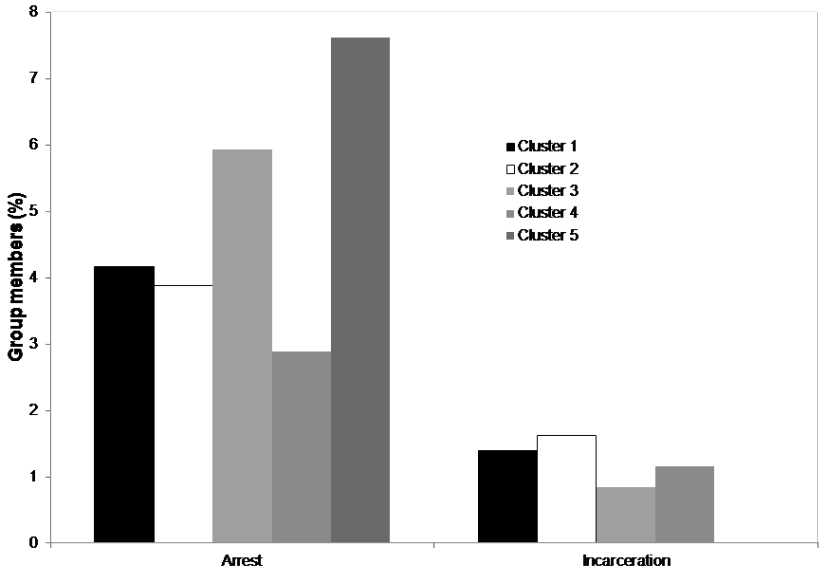


Table 2.16
Means, Odds Ratios, and Confidence Intervals for SBMS-AR Outcomes

	Mean: Previous Year (%)		Mean: Current Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	0.78	1.83	1.55	4.42	1.82	1.243	0.392–3.945
Incarceration	0.00	0.13	0.00	1.19	1.06	—	—

NOTE: The logistic regression using incarceration as its dependent variable did not converge, so the odds ratio could not be computed. Diff – Diff gives the percentage change of the current year compared with the previous year. A negative value in that column indicates a reduction, while a positive value shows an increase.

parent and child accountability while the parent still exercises control over the child and to ensure that youth who are at risk of truancy or excessive absences attend school. Program goals are to

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

The ACT program receives referrals from the participant schools. On referral of a truant student, staff members of the district attorney (DA) notify 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 the parent on notice that legal action will be taken against him or her 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 OJJDP paper titled *Truancy: First Step to a Lifetime of Problems* (Garry, 1996), truancy is cited as an indicator of and "stepping stone to delinquent and criminal activity" (p. 1). The paper 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 that school attendance improves when truancy programs hold parents accountable for their child's school attendance and when intensive monitoring and counseling of truant students are provided.

OJJDP documents several programs that have proven successful and effective in reducing truancy. Operation Save Kids, a program in 12 elementary schools and two high schools in Peoria, Arizona, was a documented success. After the Office of the City Attorney notified the parent of the child's absence, attendance increased for 72 percent of the youth, and only 28 percent of cases were referred for prosecution. The program requires that the Office of the City Attorney immediately contact the parent within three days of an unexcused absence. The parent must respond, outlining the measures that he or she has taken to ensure that the child is attending school. If the student continues to be truant, the Office of the City Attorney sends a second letter to the parent notifying him or her of its 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. Youth with chronic truancy are referred to the DA's office. Similarly to what happens in the Save Kids program, the DA 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 OJJDP bulletin on the Juvenile Accountability Block Grants program (Gramckow and Tompkins, 1999) cites the ACT program and presents it as one model of an approach and program that holds juvenile offenders accountable for their behavior. The paper (p. 12) states that

> 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.

Comparison Group and Reference Period. A pre/post design was used to evaluate ACT participants. A similar problem to the one noted earlier in the discussion of YSA youth exists for ACT. The pre/post design is subject to regression to the mean because participation in the program was triggered by the individual's truancy. Because those selected might have already had extreme truancy rates, a decrease in truancy is likely.

Big six outcomes were measured six months before and six months after program entry. The supplemental outcome, school absences, was measured in the six months before and after entry into the program.

Outcomes. For outcome measures, we examined 6,320 ACT youth. Consistently with program goals, ACT youth had significantly fewer school absences—a mean of 9.4 days—in the term after program entry than in the term immediately preceding program entry (when the mean absence was 16.6 days). Of the participants in this program, all of whom were at-risk youth, 0.3 percent were arrested in the six months before program entry and in the six months after entering the program. ACT youth had only three incarcerations in the six months before entering the program and three during the six months after entering the program.[14] Probation outcomes were not applicable because the program serves only at-risk youth. For more details, see Table E.11 in Appendix E. Cluster and gender data were not available for ACT.

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), the 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 youth on formal probation, as well as at-risk youth, 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 youth, especially probationers, are most likely to be without adult supervision, and the services are intended to reduce probationers' risk of reoffending.

[14] Because of the very low number of negative outcomes in both baseline and follow-up periods, we do not present a figure illustrating outcomes for ACT.

The goals of the program are to provide early-intervention services for at-risk youth 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 youth in prosocial activities.

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

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, Miczek, and Roth, 1993; Hawkins, Catalano, and Miller, 1992; Dryfoos, 1990). The approach popularized by Hawkins and Catalano (1992) identifies 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 (OJJDP, 1995).

Communities can improve youths' chances of leading healthy, productive, crime-free lives by reducing economic and social deprivation and mitigating individual risk factors (e.g., poor family functioning, academic failure) while promoting their 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, Aber, and Walker, 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 PARKS program is based on the aforementioned theory and research.

Comparison Group and Reference Period. A pre/post design was used to evaluate the PARKS program. Because all but five PARKS participants were at-risk youth, the pre/post design is less problematic here than with other programs that include more probationers.

Big six outcomes, as well as the supplemental outcome of after-school arrests, were measured in the six months before and the six months following program entry.

Outcomes. To measure outcomes, we compared the performance of 577 PARKS youth in the six months before entering the program with their performance in the six months after entering. Targeted toward at-risk youth, the goal of the after-school enrichment program is to keep at-risk youth out of the juvenile justice system. In the JJCPA program in FY 2009–2010, 3.6 percent of the participants were arrested in the six months following program entry, compared with 8.7 percent in the six months prior to program entry—a statistically significant difference. Differences in the incarceration (1.6 percent in the six months after program entry

and 0.9 percent in the six months before program entry) were not statistically significant. The supplemental outcome for this program, arrest rates between 3:00 p.m. and 6:00 p.m., showed a reduction from 1.6 percent in the six months prior to program entry to 0.2 percent in the six months following program entry, but the numbers were too small for significance testing. For outcomes, see Figure 2.17. Additional details are provided in Table E.12 in Appendix E. Cluster and gender data were not available for this program.

Housing-Based Day Supervision Program

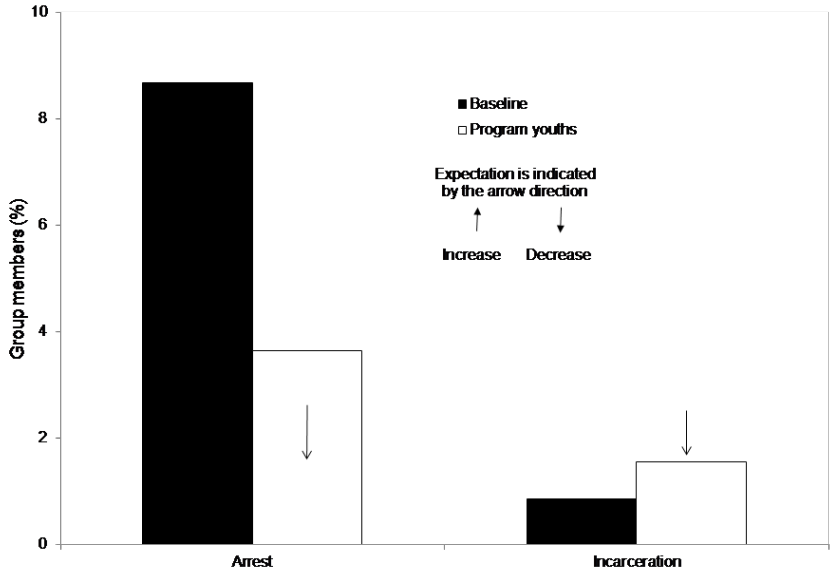
The HB program provides day, evening, and weekend supervision and services for youth probationers, at-risk youth, and their families who are residents in specific housing developments within the county. County and city housing authorities partner with CBOs, schools, the Probation Department, and other 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 them become self-sufficient, thereby reducing risk factors associated with juvenile delinquency.

Program goals are to

- provide early-intervention services for at-risk youth
- provide daily monitoring of probationers
- provide enhanced family services to probationers and at-risk youth
- increase school attendance and performance
- 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

Figure 2.17
After-School Enrichment Outcomes, FY 2009–2010



strength-based case management interventions based on the MST and FFT models. The HB program and case management interventions are designed to empower parents with the skills, resources, and support needed to effectively parent their children. Additionally, school- and peer-level interventions are aimed at increasing school competencies and performance, decreasing the youth's involvement with delinquent drug-using peers, and increasing association with prosocial peers.

The program is goal oriented and strives to reduce delinquency and enhance 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 need 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, Cullen, and Gendreau, 2002; Hawkins and Catalano, 1992) and treatment principles of MST and FFT (Henggeler 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 such factors 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, Cullen, and Gendreau, 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

- identifying 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.

Comparison Group and Reference Period. The HB program was evaluated using a pre/post design. Regression to the mean is a potential problem with the pre/post design used for this program because program youth were selected based on a previous arrest that led to probation supervision or on high risk for such an arrest.

Big six outcomes were measured in the six months before program entry and in the six months after program entry. Supplemental outcomes include school attendance and housing-project crime rate. Attendance was measured in the last academic period before program entry

and in the first complete academic period after program entry. Housing-project crime rates were measured in FY 2008–2009 and FY 2009–2010.

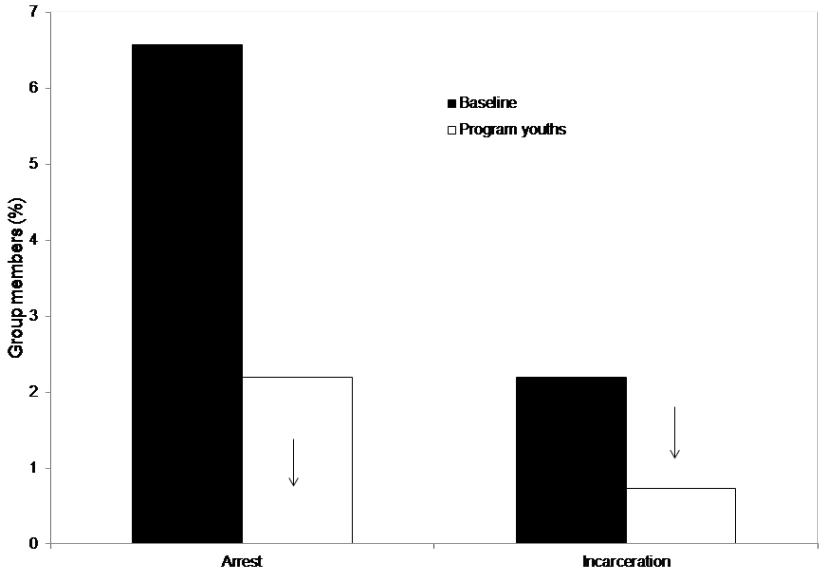
Outcomes. For outcome measures, we compared the pre/post performance of 137 HB youth. Consistent with program goals, HB youth showed significant increases in school attendance in the term after entering the program compared with the term immediately before entering, from 66.6 percent to 97.4 percent. Arrest rates were lower in the six months following program entry than in the six month before (2.2 percent versus 6.6 percent), as were incarceration rates (0.7 percent versus 2.2 percent), but there were too few arrests and incarcerations in the six months after program entry to allow significance testing of the differences. Because only 15 of the 137 youth in the program were probationers, probation outcomes were not applicable. The housing-project crime rate in FY 2009–2010, 1,136 per 10,000 residents, was higher than the FY 2008–2009 rate of 927 per 10,000 residents. Outcomes are shown in Figure 2.18. Details can be found in Table E.13 in Appendix E. Outcomes by gender are in Table F.6 in Appendix F. Analyses by cluster are shown in Table G.5 in Appendix G.

Inside-Out Writers

The IOW program aims to reduce crime by providing interpersonal skills in juvenile hall, through a biweekly writing class for youth subject to long-term detention in juvenile hall. The program teaches creative writing to incarcerated youth 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 uses a writing program to develop interpersonal and communication skills for youth who volunteer to participate in the program. The youth meet weekly, in sessions led by professional writers, to write and critique their writing work with others in the group.

Figure 2.18
Housing-Based Day Supervision Outcomes, FY 2009–2010



Youth are guided both in 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 youth and provide activities consistent with resiliency research. The program activities involve

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

Evidence Base for Program. Many juvenile detainees have reading and writing levels significantly lower than their grade level and can be considered functionally illiterate. A study funded by OJJDP and replicated in several sites demonstrated that improving literacy also improved attitudes in detained juveniles. The authors also note that a juvenile's feeling of inadequacy has been reinforced by experiencing academic failure (Hodges, Giuliotti, and Porpotage, 1994).

Resiliency research has shown decreased crime and antisocial behaviors in programs that, like IOW, are based on the six bulleted points listed above (OJJDP, 2000).

Comparison Group and Reference Period. The comparison group for the current year's IOW participants consists of IOW participants whose outcomes were reported for the previous year, FY 2008–2009, with the goal of determining whether participants performed at least as well in the current year as in the previous year. A supplemental outcome, juvenile hall behavior violations, was measured by the number of special incident reports (SIRs) in the first 30 days of the program and in the last 30 days of the program, or during month six of the program, whichever came first.

Outcomes. For outcome measures, we compared the performance of 1,125 FY 2009–2010 IOW youth with that of 1,502 FY 2008–2009 IOW participants. Contrary to program goals, the comparison group of FY 2008–2009 IOW youth had more-favorable results on three of the big six measures, although the difference in rates of successful completion of community service was not statistically significant. The FY 2009–2010 cohort had a significantly lower arrest rate (16.4 percent versus 29.7 percent for the FY 2008–2009 cohort) and incarceration rate (11.1 percent versus 19.4 percent for the FY 2008–2009 cohort). The FY 2008–2009 cohort performed better in completion of restitution (11.8 percent versus 4.5 percent) and probation violations (20.4 percent versus 28.6 percent). The difference between the two groups in rate of completion of probation was not statistically significant.

The mean number of SIRs six months after program entry was significantly higher than the mean number of SIRs in the first month of the program—the means being 0.33 in the first

month and 0.43 six months later. CSA-mandated outcome results are shown in Figure 2.19. Additional details are available in Table E.14 in Appendix E.

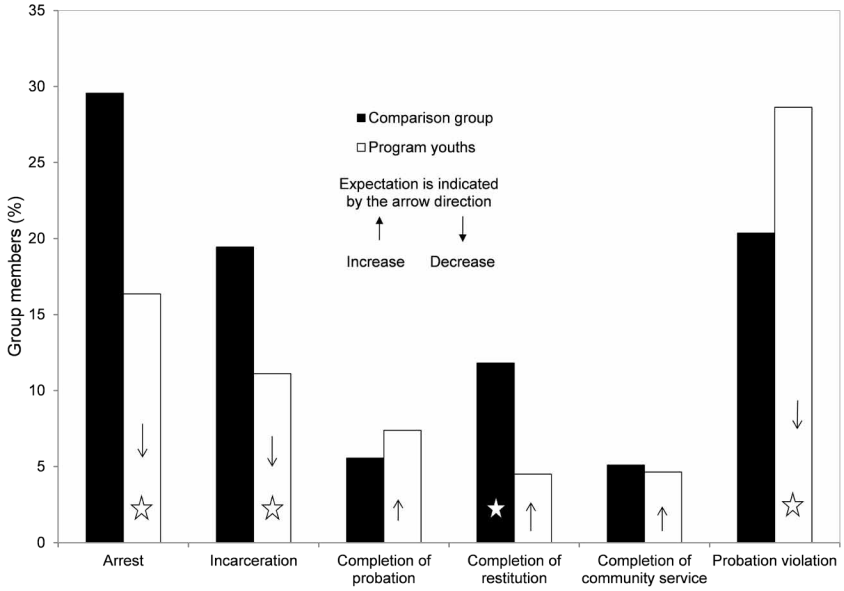
Cluster and gender data were not available for IOW participants in FY 2009–2010.

Difference in Differences Analysis. Because the previous year's IOW cohort comprises the comparison group for the current year's program participants, we include difference in differences analyses for this program. Table 2.17 shows the baseline and follow-up means, the odds ratio of the interaction term *year* × *post* in the logistic regression, and 95-percent CI for the odds ratio for each of the big six outcomes in the IOW program. The current year's cohort performed significantly better than the previous year's cohort in arrest and incarceration rates. The previous year's cohort performed significantly better for completion of restitution and rate of probation violations. For completion of probation and completion of community service, the two groups did not differ significantly. These results echo those of the simple comparison of rates for the two cohorts, indicating that they were well matched at baseline.

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

Taken as a whole, youth in the Enhanced School- and Community-Based Services initiative had significantly better outcomes on all of the big six measures than the baseline period or comparison group. For the programs that used educational measures as supplemental outcomes, school attendance improved significantly in the term following program entry compared with the previous term, and there were significant reductions in school suspensions and expulsions. All other supplemental outcomes that had enough successful outcomes to allow statistical testing showed significant improvement. HB housing-project crime rates were higher

Figure 2.19
Inside-Out Writers Outcomes, FY 2009–2010



NOTE: A star indicates a statistically significant difference ($p < 0.05$) between the two groups.

Table 2.17
Means, Odds Ratios, and Confidence Intervals for IOW Outcomes

	Mean: Previous Year (%)		Mean: Current Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	57.59	29.69	55.38	16.36	–11.12	0.507	0.395–0.649
Incarceration	31.76	19.44	34.13	11.11	–10.70	0.465	0.352–0.615
Completion of probation	0.93	5.56	1.08	7.39	1.68	1.166	0.445–3.055
Completion of restitution	8.18	11.81	8.91	4.50	–8.04	0.320	0.178–0.578
Completion of community service	0.33	5.10	1.21	4.64	–1.34	0.242	0.043–1.369
Probation violation	5.67	20.36	4.32	28.63	9.62	2.090	1.316–3.319

NOTE: Diff – Diff gives the percentage change of the current year compared with the previous year. A negative value in that column indicates a reduction, while a positive value shows an increase.

in FY 2009–2010 than in FY 2008–2009, but significance testing between the two rates is not possible.

For the three programs—SBHS-AR, SBMS-AR, and IOW—that used the previous year's program participants as a comparison group, difference in differences analyses agreed almost completely with the results of simple comparisons of outcomes for the two cohorts. The only exception was in the SBMS-AR program, in which a simple comparison indicated that the previous year's cohort had a lower arrest rate, but a difference in differences analysis showed no significant difference between the two cohorts.

CHAPTER THREE

Juvenile Justice Costs for JJCPA Participants

In this chapter, we present analyses of the costs associated with JJCPA programs. The purpose of these analyses is to determine whether the programs "pay for themselves" by reducing juvenile justice costs enough to offset the costs of administering the program. For a given individual, total juvenile justice costs include

- program costs: per diem costs of providing program services
- program supervision costs: per diem costs for DPO supervision
- juvenile camp costs: per diem costs for consignment to camp
- juvenile hall costs: per diem costs for confinement to juvenile hall
- arrest costs: the cost per arrest by city or county law enforcement
- court costs: administrative costs for the courts, plus DA and public-defender costs.

In school-based programs, these costs might also be offset by savings resulting from increased attendance following program entry, as compared with attendance prior to program entry. Our analyses compare total costs during the six months prior to program entry with costs in the six months after entering the program, a reference period that corresponds to that used in measuring big six and supplemental outcomes.[1] We give more detail about the estimation of each of these costs and savings in this chapter.

We would note also that, by definition, at-risk youth are likely to have virtually no pre-program juvenile justice costs. Probationers, by contrast, might have been under supervision prior to program entry and might have also incurred other juvenile justice costs. This implies that JJCPA programs that predominantly target probationers are more likely to see program costs offset by post–program-entry cost savings. Programs that primarily target at-risk youths, if successful, can be expected to show low juvenile justice costs both before and after program entry, so program costs are not likely to be offset by savings in juvenile justice costs. Long-term savings could result if at-risk youth are deterred from future offending, but data to make that determination will not be available until further in the future, at which point other researchers might wish to explore this issue.

[1] For programs administered within juvenile halls, we measure costs during the six months prior to hall entry and six months following hall exit.

JJCPA Per Capita Costs

A total of 38,375 youth were served in Los Angeles County JJCPA programs in FY 2009–2010, at a total cost of $21,028,776, or $548 per participant.[2] As one might expect, some programs had lower per capita costs than others. In general, the larger programs, such as ACT, had lower per capita costs, whereas the programs that, like MST, offered more-extensive services to a smaller population with higher risks and needs had higher per capita costs. Table 3.1 shows the total budget for each program, the number of youth served in FY 2009–2010, and the cost per program participant. Overall, the cost per youth in the Enhanced Mental Health Services initiative in FY 2009–2010 was $490, whereas the Enhanced Services to High-Risk/High-Need

Table 3.1
Estimated Per Capita Costs, by JJCPA Program, FY 2009–2010

Program/Initiative	Youth Served	Budget ($)	Per Capita Expenditure ($)
Enhanced Mental Health Services initiative	11,232	5,509,184	490
MH	10,987	3,886,675	354
SNC	91	1,154,337	12,685
MST	154	468,172	3,040
Enhanced Services to High-Risk/High-Needs Youth initiative	2,922	4,640,167	1,588
YSA	545	952,565	1,748
GSCOMM (including YWAR)	883	764,737	866
HRHN	1,494	2,922,865	1,956
Enhanced School- and Community-Based Services initiative	24,221	10,879,425	449
SBHS-PROB	6,443	5,963,704	926
SBHS-AR	1,316	1,077,570	819
SBMS-PROB	213	194,494	913
SBMS-AR	1,285	1,233,754	960
ACT	11,764	375,464	32
PARKS	703	1,201,985	1,710
HB	250	633,441	2,534
IOW	2,247	199,013	89
All programs	38,375	21,028,776	548

NOTE: Total budget for an initiative might not equal the sum of budgets of its component parts due to rounding to the nearest dollar.

[2] The number of youth served in FY 2009–2010 is greater than the number of youth for whom outcome measures were reported to CSA because the time frames are different. Because the cost estimates in this chapter include arrests during the six-month eligibility period mandated for big six outcomes, the number of program youth will match the number used to report outcomes to CSA, not the total number served during the fiscal year.

Youth initiative cost $1,588 per youth served, and the Enhanced School- and Community-Based Services programs spent $449 per youth.

Components of Cost

Although Table 3.1 shows the costs of delivering JJCPA services in the various programs, other costs are also 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 a technical violation of probation, and the various costs associated with being arrested. In our analysis of overall JJCPA costs, we have attempted to estimate each such cost on a daily basis or unit cost to calculate the actual cost for each individual participant.

It should be emphasized that these are *estimated* costs, based on the best information available at the time of this writing. Most involve calculations using 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.

Program Cost

The daily program cost was calculated by determining the number of days each youth received services during FY 2009–2010, 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 $0.17 for youth in ACT to $63.00 per day for SNC participants. Overall, JJCPA programs cost an average of $4.21 per youth per day.

Probation Costs for Routine Supervision, Camp Stays, and Hall Stays

The estimated costs of routine probation supervision, juvenile hall detention, and juvenile camp were provided by Probation during FY 2004–2005, as determined by its 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 cost approximately $121.92, and routine probation supervision was estimated to cost $2,741.15 annually, or $7.51 per day. We have converted these estimates to 2009 dollars,[3] giving FY 2009–2010 estimates of $187.35 per juvenile hall day, $137.33 per camp day, and $8.46 per day of supervision.

Arrest Costs

Estimates of arrest costs were provided by the Los Angeles Police Department (LAPD) and the Los Angeles County Sheriff's Department in response to a request from the Los Angeles County Probation Department, which, in turn, made these estimates available to RAND researchers during FY 2004–2005. A juvenile arrest by the LAPD was estimated to cost $473.13, an estimate provided by the LAPD that included the cost of officers on the scene and in the station (four hours in all at $34.90 per hour), the cost of review by a detective

[3] Conversion to 2009 dollars is based on the consumer price index of inflation provided by the Bureau of Labor Statistics (undated).

(1.5 hours at $42.82 per hour), a citation package delivered to the DA (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 a deputy's time at $81.48 per hour for arrest, report writing, and transport; 4.5 hours of a deputy's time for case filing, investigation, and interview at $81.48 per hour; and a booking fee of $586.78. We have converted these estimates to 2009 dollars, giving $532.94 per LAPD arrest and $1,871.95 per arrest by the sheriff's department. In 2009, 23.87 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 $852.61 per arrest.

Court Costs

Court costs include several components, including the DA, 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.

California's Criminal Justice Statistics Center reports that, in 2009, 377,364 adult and juvenile cases were disposed of in Los Angeles County (California Department of Justice, undated [c]). Using *Annual Report 2009–2010* (County of Los Angeles, 2010), we determined that the DA's total budget was $336,600,000. Dividing the budget by the number of cases yields an estimate of $891.98 per case for the DA's office.[4]

The Los Angeles County annual report for 2009–2010 (County of Los Angeles, 2010) reports that, in FY 2009–2010, the public defender's office handled approximately 572,000 cases with a total budget of $179,418,000, or an estimated $313.67 per case.

The Judicial Council of California, Administrative Office of the Courts (2011), reports that the budget for the 48 Los Angeles County superior courts, in which both adults and juveniles are tried, was $824,723,193 in FY 2009–2010. Dividing by the 377,364 adult and juvenile cases disposed of in Los Angeles County in FY 2009–2010 yields an estimated cost of $2,185.48 per disposition. Summing the estimated cost of the DA ($891.98), the estimated cost of the public defender ($313.67), and the estimated court cost ($2,185.48) yields a total estimate of $3,391.13 per court appearance.

Savings Resulting from Improved School Attendance

For the school-based programs only, in FY 2004–2005 we also estimated the savings based on improved school 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[5] of $28.51 for schools in LAUSD that have traditional schedules, $31.49 for LAUSD year-round schools, and $33.33 for schools in the Long Beach Unified School District.[6] Other schools in Los Angeles County were estimated to have an ADA of $30.00. We have converted these

[4] This estimate is necessarily based on both adult and juvenile cases because available budget data did not include a breakdown by juvenile versus adult cases.

[5] ADA is calculated by dividing the school district budget by the number of students served, then dividing that by 180 days per school year.

[6] These ADAs were estimates obtained by Probation from the school districts in FY 2004–2005. If the school attended was unknown, we used the same ADA as for LAUSD traditional schools.

estimates to 2009 dollars, giving us estimates of $32.38 for Los Angeles County schools with traditional schedules, $35.76 for LAUSD year-round schools, $37.85 for Long Beach schools, and $34.07 for other schools.

Costs Not Included in These Estimates

Many cost-of-crime studies calculate victim-related costs per crime using an accounting approach (see, e.g., Miller, Cohen, and Wiersema, 1996). Other estimates can include nonmarket goods, such as environmental quality, or the effects that crime rates can have on property values (Heaton, 2010). Because we restrict our estimates to only measurable juvenile justice costs, and because we restrict our estimates to a short period of time, our estimates will be significantly more conservative than those of other studies that take into account more external factors or look at costs over a longer reference period.

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, a conservative cost estimate in the comparison period. Because mean costs are often driven by relatively few individuals having high costs while many others have low costs (or none at all), we also present median costs, as well as means, in the tables in this chapter to allow readers to identify estimated costs that are skewed due to high costs for a few individuals. A median that is substantially different from its corresponding mean indicates skewness, while a similar mean and median for a given cost estimate indicate that the cost is more evenly distributed among youth in the program.

Costs for Mental Health Screening, Assessment, and Treatment

Table 3.2 shows the components of program costs for the MH program. Because 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 $367 per juvenile, and lower court costs in the follow-up period produced a mean savings of $886. These potential savings were offset by higher costs for supervision, juvenile hall, and camps. This results in an overall higher mean cost per youth in the follow-up ($13,145) than in the baseline ($6,707).

Costs for Special Needs Court

As Table 3.3 indicates, juvenile hall costs for SNC youth decreased markedly in the six months after program entry compared with the six months before (an average of $7,314 per participant). We also saw savings in arrest costs in the follow-up, compared with the baseline. Taken together, these savings were not enough to offset the high program cost ($10,530) and higher supervision, camp, and court costs, so that, overall, the SNC program showed a mean total net

Table 3.2
Components of Program Costs for Mental Health Screening, Assessment, and Treatment

			Baseline			Follow-Up			Difference ($)	
Component	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	19.92	Day	0.00	0	0	19.79	394	259	–394	–259
Supervision	8.46	Day	111.15	940	1,523	151.03	1,278	1,523	–338	0
Arrest	852.61	Arrest	0.74	628	0	0.31	261	0	367	0
Juvenile hall	187.35	Day	10.50	1,967	0	26.48	4,962	2,248	–2,995	–2,248
Camp	137.33	Day	9.69	1,331	0	38.56	5,296	0	–3,965	0
Court	3,391.13	Appearance	0.54	1,840	0	0.28	954	0	886	0
Mean total				6,707	4,082		13,145	9,024	–6,438	–4,943

NOTE: A positive number in the Difference columns indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program.

Table 3.3
Components of Program Costs for Special Needs Court

			Baseline			Follow-Up			Difference ($)	
Component	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	63.00	Day	0.00	0	0	167.14	10,530	11,340	–10,530	–11,340
Supervision	8.46	Day	58.64	496	0	88.76	751	730	–255	–730
Arrest	852.61	Arrest	1.06	904	853	0.30	256	0	648	853
Juvenile hall	187.35	Day	68.96	12,920	11,897	29.92	5,606	1,499	7,314	10,398
Camp	137.33	Day	0.64	88	0	1.68	231	0	–143	0
Court	3,391.13	Appearance	0.42	1,424	0	0.68	2,306	0	–882	0
Mean total				15,832	16,893		19,679	16,168	–3,847	725

NOTE: A positive number in the Difference columns indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program.

cost of $3,847 per participant. It appears that the camp and court costs were disproportionately high for a relatively small number of program participants because the median for both camp and court costs was zero. Because of this skewness, the median total juvenile justice cost for the program, in contrast to the mean net cost, was a savings of $725 per participant.

Costs for Multisystemic Therapy

Cost components for MST are shown in Table 3.4. For this program, fewer court appearances in the follow-up period produced a significant saving ($1,590) compared with the baseline period. Smaller savings for arrest and camp costs were offset by higher supervision and juvenile hall costs. The largest cost component, by far, for MST was program cost ($4,393). Because of the high program costs for MST, it would be very difficult to achieve enough juvenile justice cost savings to offset program costs within only six months.

Cost Comparisons for Programs in the Enhanced Services to High-Risk/High-Need Youth Initiative

For this initiative, we again estimated the costs of the program along with other juvenile justice costs during the baseline and follow-up periods. None of the programs in this initiative was administered in juvenile hall, so the baseline and follow-up periods for all programs are defined in reference to the program start date.

Costs for Youth Substance Abuse Intervention

Table 3.5 shows the components of cost for YSA participants. Compared with those in the baseline period, follow-up costs for YSA were slightly higher for supervision. YSA participation was associated with an average cost savings in arrests ($100), juvenile hall ($178), camp ($1,395), and court appearances ($917). These costs savings were sufficient to offset the overall program costs ($1,238 per participant), so that total follow-up cost ($5,558) was lower than total baseline cost ($6,790).

Costs for Young Women at Risk and Gender-Specific Community Programs

Table 3.6 shows the costs for YWAR in FY 2009–2010. YWAR participants had relatively little juvenile justice system involvement in either the baseline or follow-up periods, so the primary costs associated with this program were those of administering the program ($1,134 per participant).

As Table 3.7 shows, GSCOMM participants, consisting of both probationers and at-risk youth, had more juvenile justice costs in FY 2009–2010 than did the YWAR participants shown in Table 3.6. However, there were only modest differences in GSCOMM juvenile justice costs between baseline and follow-up, so the main expense for this program was for the program itself ($826 per participant).

Costs for the High-Risk/High-Needs Program

As Table 3.8 indicates, the relatively large per capita cost for the HRHN program ($2,407 per participant) was offset by savings in all other categories of juvenile justice expense except supervision. Reduced camp costs ($3,820 in the baseline, $2,434 in the follow-up) produced considerable savings, as did court costs ($1,817 in the baseline, $660 in the follow-up). Taken

Table 3.4
Components of Program Costs for Multisystemic Therapy

			Baseline			Follow-Up			Difference ($)	
Component	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	33.66	Day	0.00	0	0	130.52	4,393	4,864	–4,393	–4,864
Supervision	8.46	Day	135.36	1,145	1,523	164.96	1,396	1,523	–251	0
Arrest	852.61	Arrest	0.48	413	0	0.34	291	0	122	0
Juvenile hall	187.35	Day	7.41	1,388	0	8.92	1,672	0	–284	0
Camp	137.33	Day	4.20	577	0	3.30	453	0	124	0
Court	3,391.13	Appearance	0.00	1,927	3,391	0.10	334	0	1,590	3,391
Mean total				5,451	4,127		8,538	7,307	–3,087	–3,180

NOTE: A positive number in the Difference columns indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program.

Table 3.5
Components of Program Costs for Youth Substance Abuse Intervention

			Baseline			Follow-Up			Difference ($)	
Component	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	8.39	Day	0.00	0	0	147.50	1,238	1,510	–1,238	–1,510
Supervision	8.46	Day	138.04	1,168	1,523	152.37	1,289	1,523	–121	0
Arrest	852.61	Arrest	0.40	341	0	0.28	241	0	100	0
Juvenile hall	187.35	Day	9.16	1,717	0	8.21	1,539	0	178	0
Camp	137.33	Day	15.28	2,098	0	5.12	703	0	1,395	0
Court	3,391.13	Appearance	0.43	1,466	0	0.16	549	0	917	0
Mean total				6,790	3,895		5,558	3,033	1,232	862

NOTE: A positive number in the Difference columns indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program.

Table 3.6
Components of Program Costs for Young Women at Risk

			Baseline			Follow-Up			Difference ($)	
Component	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	16.96	Day	0.00	0	0	159.30	1,134	1,282	–1,134	–1,282
Supervision	8.46	Day	7.29	62	0	8.17	69	0	–7	0
Arrest	852.61	Arrest	0.01	9	0	0.03	27	0	–18	0
Juvenile hall	187.35	Day	0.01	2	0	0.19	35	0	–33	0
Camp	137.33	Day	0.00	0	0	0.00	0	0	0	0
Court	3,391.13	Appearance	0.02	71	0	0.01	18	0	53	0
Mean total				143	0		1,283	1,282	–1,140	–1,282

NOTE: A positive number in the Difference columns indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program.

Table 3.7
Components of Program Costs for Gender-Specific Community Program

			Baseline			Follow-Up			Difference ($)	
Component	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	16.96	Day	0.00	0	0	116.08	826	883	–826	–883
Supervision	8.46	Day	24.49	207	0	33.55	284	0	–77	0
Arrest	852.61	Arrest	0.11	96	0	0.06	47	0	49	0
Juvenile hall	187.35	Day	1.27	239	0	1.01	189	0	50	0
Camp	137.33	Day	0.88	122	0	0.58	79	0	43	0
Court	3,391.13	Appearance	0.15	506	0	0.06	211	0	295	0
Mean total				1,169	0		1,636	1,096	–467	–1,096

NOTE: A positive number in the Difference columns indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program.

Table 3.8
Components of Program Costs for High-Risk/High-Needs Program

			Baseline			Follow-Up			Difference ($)	
Component	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	30.28	Day	0.00	0	0	79.49	2,407	2,089	–2,407	–2,089
Supervision	8.46	Day	137.31	1,162	1,523	145.47	1,231	1,523	–69	0
Arrest	852.61	Arrest	0.51	431	0	0.38	323	0	108	0
Juvenile hall	187.35	Day	14.63	2,741	0	13.88	2,600	0	141	0
Camp	137.33	Day	27.82	3,820	0	17.72	2,434	0	1,386	0
Court	3,391.13	Appearance	0.54	1,817	0	0.19	660	0	1,157	0
Mean total				9,970	4,906		9,645	5,611	325	–705

NOTE: A positive number in the Difference columns indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program.

together, the savings were sufficient to offset high program costs, resulting in a modest savings of $325 for total follow-up cost compared with total baseline cost.

Cost Comparisons for Programs in the Enhanced School- and Community-Based Services Initiative

As with the other FY 2009–2010 initiatives, we compared baseline and follow-up costs for each program. Baseline and follow-up periods were based on program start dates for all programs in this initiative except 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, and 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.[7] Attendance "costs" were actually a negative number and reflect the ADA value of improved attendance during the follow-up period, as compared with baseline attendance.

Costs for School-Based Probation Supervision for High School Probationers

The SBHS-PROB program had lower total costs in the follow-up than in the baseline period in FY 2009–2010. As Table 3.9 shows, total follow-up costs ($3,326) remained lower than baseline costs ($4,858). Although supervision cost increased in the follow-up, decreases in arrest, juvenile hall, and camp costs ($359, $21, and $491, respectively) and, especially, court costs ($1,544) more than compensated. Costs for this program were relatively modest, and school attendance improved. The overall cost savings was $1,532 per youth.

Costs for School-Based High School Probation Supervision for At-Risk Youth

Table 3.10 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 ($699) of the program's total cost. Although no program participants were in camp during either baseline or follow-up, and court costs declined, costs for all other components were slightly higher in the follow-up than in the baseline period. Gains in school attendance ($459 per youth) were not enough to offset program costs, so mean follow-up costs exceeded baseline costs by $369 per participant.

Costs for School-Based Probation Supervision for Middle School Probationers

As Table 3.11 shows, SBMS-PROB also had lower total costs in the follow-up period ($2,660) than in the baseline period ($4,172), resulting in a savings of $1,512 per participant. Arrest and camp costs were somewhat lower and court costs considerably lower in the follow-up, whereas costs for supervision and juvenile hall were higher. Court costs were much lower in the follow-up period ($481) than in the baseline ($2,227). School attendance improved in the follow-up period, producing an overall average cost savings of $1,512 per youth.

[7] 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 3.9
Components of Program Costs for School-Based Probation Supervision for High School Probationers

			Baseline			Follow-Up			Difference ($)	
Component	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	4.90	Day	0.00	0	0	155.62	763	882	–763	–882
Supervision	8.46	Day	75.70	640	305	161.42	1,366	1,523	–726	–1,218
Arrest	852.61	Arrest	0.65	557	853	0.23	198	0	359	853
Juvenile hall	187.35	Day	4.80	899	0	4.68	878	0	21	0
Camp	137.33	Day	6.43	883	0	2.85	392	0	491	0
Court	3,391.13	Appearance	0.55	1,879	0	0.10	335	0	1,544	0
Attendance	Variable	Day				22.01	–713	–453	713	453
Mean total				4,858	3,687		3,326	2,146	1,532	1,541

NOTE: A positive number in the Difference columns indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program.

Table 3.10
Components of Program Costs for School-Based Probation Supervision for High School At-Risk Youth

			Baseline			Follow-Up			Difference ($)	
Component	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	4.33	Day	0.00	0	0	161.41	699	779	–699	–779
Supervision	8.46	Day	1.62	14	0	2.96	25	0	–11	0
Arrest	852.61	Arrest	0.04	32	0	0.07	60	0	–28	0
Juvenile hall	187.35	Day	0.02	3	0	0.13	24	0	–21	0
Camp	137.33	Day	0.00	0	0	0.00	0	0	0	0
Court	3,391.13	Appearance	0.02	57	0	0.00	4	0	53	0
Attendance	Variable	Day				14.18	–459	–227	459	227
Mean total				107	0		476	607	–369	–607

NOTE: A positive number in the Difference columns indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program.

Table 3.11
Components of Program Costs for School-Based Probation Supervision for Middle School Probationers

			Baseline			Follow-Up			Difference ($)	
Component	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	4.68	Day	0.00	0	0	154.35	722	842	–722	–842
Supervision	8.46	Day	63.86	540	329	148.88	1,260	1,523	–720	–1,194
Arrest	852.61	Arrest	0.79	674	853	0.26	223	0	451	853
Juvenile hall	187.35	Day	3.42	640	0	3.72	698	0	–58	0
Camp	137.33	Day	0.66	90	0	0.54	75	0	15	0
Court	3,391.13	Appearance	0.66	2,227	3,391	0.14	481	0	1,746	3,391
Attendance	Variable	Day				30.35	–983	–486	983	486
Mean total				4,172	4,325		2,660	1,887	1,512	2,438

NOTE: A positive number in the Difference columns indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program.

Costs for School-Based Middle School Probation Supervision for At-Risk Youth

As with all JJCPA programs targeting at-risk youth, the largest cost component of SBMS-AR was program cost ($756). However, as Table 3.12 shows, program cost was partially offset by improved attendance for participants in the SBMS-AR program, which resulted in a savings of $534 per participant. Overall costs for these youth were very low in the baseline period ($15) because few were involved in the juvenile justice system, and follow-up costs were relatively low as well ($417), producing an overall cost of $402 per youth.

Costs for Abolish Chronic Truancy

ACT has the lowest per capita program cost of all Los Angeles County JJCPA programs, so program costs for FY 2009–2010 were quite modest ($30 per youth). ACT youth had very little juvenile justice system involvement during either the baseline or follow-up period, so half of the measurable follow-up costs came from administering the program, as Table 3.13 shows. Total baseline cost for ACT was only $21 per youth. The net average juvenile justice cost of the ACT program was relatively modest, at $39 per youth.

Costs for After-School Enrichment and Supervision

As is the case with other JJCPA programs that primarily target at-risk youth, the main component of overall cost for PARKS was the cost of administering the program ($1,353 per participant). As Table 3.14 indicates, savings in arrest, juvenile hall, and court costs were partially offset by increased supervision and camp costs in the follow-up period, compared with those at the baseline. Overall juvenile justice costs for this program averaged $1,105 more in the follow-up period than in the baseline period.

Costs for Housing-Based Day Supervision

Table 3.15 shows the components of cost for HB youth. Although HB participants had savings for arrests, juvenile hall, camp, and court costs in the follow-up period compared with the baseline period, any possible savings were dwarfed by the cost of the program itself ($1,715 per participant). Overall costs were $1,232 higher per participant in the follow-up period than in the baseline period.

Costs for Inside-Out Writers

As noted earlier, the follow-up period for IOW youth is defined as the six months after release from juvenile hall, and the baseline consists of the six months before entering the hall. IOW per capita program costs are quite low (only $0.59 per day), and participants spent considerably fewer days in the program than participants in other JJCPA programs. As a result, program costs were the *smallest* component of total cost for the IOW program, the only JJCPA program for which this is true. As Table 3.16 indicates, nearly 90 percent of all IOW costs in the follow-up were attributable to stays in juvenile hall ($7,780) and camp ($5,080). Juvenile hall costs were also high in the baseline period ($5,319 per participant). Lower mean costs for arrests and especially for court appearances in the follow-up period were swamped by increased costs for supervision, juvenile hall, and camp. Overall juvenile justice costs for IOW participants averaged $10,882 in the baseline and $14,501 in the follow-up, a difference of $3,619 per participant.

Table 3.12
Components of Program Costs for School-Based Middle School Probation Supervision for At-Risk Youth

			Baseline			Follow-Up			Difference ($)	
Component	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	4.75	Day	0.00	0	0	159.10	756	855	–756	–855
Supervision	8.46	Day	0.00	0	0	1.04	9	0	–9	0
Arrest	852.61	Arrest	0.02	15	0	0.07	56	0	–41	0
Juvenile hall	187.35	Day	0.00	0	0	0.25	46	0	–46	0
Camp	137.33	Day	0.00	0	0	0.00	0	0	0	0
Court	3,391.13	Appearance	0.00	0	0	0.00	8	0	–8	0
Attendance	Variable	Day				16.50	–534	–210	534	210
Mean total				15	0		417	628	–402	–628

NOTE: A positive number in the Difference columns indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program.

Table 3.13
Components of Program Costs for Abolish Chronic Truancy

			Baseline			Follow-Up			Difference ($)	
Component	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	0.17	Day	0.00	0	0	176.52	30	31	–30	–31
Supervision	8.46	Day	0.43	4	0	0.62	5	0	–1	0
Arrest	852.61	Arrest	0.00	3	0	0.00	3	0	0	0
Juvenile hall	187.35	Day	0.01	3	0	0.06	11	0	–8	0
Camp	137.33	Day	0.00	0	0	0.01	2	0	–2	0
Court	3,391.13	Appearance	0.00	11	0	0.00	9	0	2	0
Mean total				21	0		60	31	–39	–31

NOTE: A positive number in the Difference columns indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program.

Table 3.14
Components of Program Costs for After-School Enrichment and Supervision

			Baseline			Follow-Up			Difference ($)	
Component	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	16.96	Day	0.00	0	0	79.77	1,353	1,085	–1,353	–1,085
Supervision	8.46	Day	9.12	77	0	18.00	152	0	–75	0
Arrest	852.61	Arrest	0.12	105	0	0.04	35	0	70	0
Juvenile hall	187.35	Day	0.92	173	0	0.76	142	0	31	0
Camp	137.33	Day	0.83	114	0	1.47	202	0	–88	0
Court	3,391.13	Appearance	0.11	376	0	0.02	65	0	311	0
Mean total				845	0		1,950	1,085	–1,105	–1,085

NOTE: A positive number in the Difference columns indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program.

Table 3.15
Components of Program Costs for Housing-Based Day Supervision

			Baseline			Follow-Up			Difference ($)	
Component	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	10.44	Day	0.00	0	0	164.28	1,715	1,879	–1,715	–1,879
Supervision	8.46	Day	11.06	94	0	18.33	155	0	–61	0
Arrest	852.61	Arrest	0.09	75	0	0.03	25	0	50	0
Juvenile hall	187.35	Day	0.62	116	0	0.08	15	0	101	0
Camp	137.33	Day	1.25	171	0	0.00	0	0	171	0
Court	3,391.13	Appearance	0.07	248	0	0.01	25	0	223	0
Mean total				703	0		1,935	1,879	–1,232	–1,879

NOTE: A positive number in the Difference columns indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program.

Table 3.16
Components of Program Costs for Inside-Out Writers

			Baseline			Follow-Up			Difference ($)	
Component	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	0.59	Day	0.00	0	0	98.29	58	67	–58	–67
Supervision	8.46	Day	110.71	937	1,523	147.02	1,244	1,523	–307	0
Arrest	852.61	Arrest	0.85	723	853	0.21	177	0	546	853
Juvenile hall	187.35	Day	28.39	5,319	2,436	41.53	7,780	3,747	–2,461	–1,311
Camp	137.33	Day	14.13	1,940	0	36.99	5,080	0	–3,140	0
Court	3,391.13	Appearance	0.58	1,962	0	0.05	163	0	1,799	0
Mean total				10,882	6,999		14,501	11,387	–3,619	–4,388

NOTE: A positive number in the Difference columns indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program.

Total Cost of Programs and Initiatives

Table 3.17 shows the mean total cost per participant in JJCPA programs in FY 2009–2010. 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, MST and SNC costs have very little influence on the overall costs of the Enhanced Mental Health Services initiative because the vast majority of youth served within that initiative are in the MH program.

As we might expect, overall juvenile justice costs for JJCPA participants were generally higher in the follow-up period ($6,800) than in the baseline period ($4,360), primarily because six months is not a long enough time to evaluate the long-term benefits of changes brought about by participating in JJCPA programs. Most of the JJCPA programs, however, produced substantial average cost savings in arrests and court costs, and half of the programs also reduced juvenile hall and camp costs. If these cost savings were accumulated over a longer period of time, they might 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 could be offset by reductions in subsequent arrests and court appearances.

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 participants in the Enhanced Services to High-Risk/High-Need Youth initiative and 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—$82 less for the Enhanced Services to High-Risk/High-Need Youth initiative and $55 less for the Enhanced School- and Community-Based Services initiative—considering the relatively high program and supervision costs in some of the programs in these initiatives. These findings are driven primarily by cost savings for YSA, SBHS-PROB, and SBMS-PROB participants and the low costs of programs targeting at-risk youth.

Component Cost Savings, by Initiative

For each of the three FY 2009–2010 initiatives, Table 3.18 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 lower arrest and court costs but much higher camp and juvenile hall 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 youth, saw the bulk of its expenses in program costs, whereas 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 youth, saw increased program, supervision, juvenile hall, and camp costs but savings in arrest and court costs after entering the program. In general, the higher rates of recidivism in higher-cost programs could be due to their focus on more-serious juvenile offenders.

Table 3.17
Mean of the Total Estimated Cost per Participant, by JJCPA Program, FY 2009–2010 ($)

	Baseline			Follow-Up				
Program	Mean	95% CI		Mean	95% CI		Participants	Difference
Enhanced Mental Health Services initiative	6,735	6,583	6,887	13,118	12,895	13,340	10,271	–6,382
MH	6,707	6,554	6,860	13,145	12,919	13,371	10,089	–6,438
SNC	15,832	11,893	19,770	19,679	16,352	23,005	50	–3,847
MST	5,451	4,496	6,405	8,538	7,563	9,513	132	–3,087
Enhanced Services to High-Risk/ High-Need Youth initiative	5,778	5,451	6,105	5,696	5,419	5,972	2,186	82
YSA	6,790	5,936	7,644	5,558	4,919	6,196	340	1,232
YWAR and GSCOMM	949	758	1,140	1,560	1,406	1,714	896	–611
HRHN	9,970	9,305	10,635	9,645	9,025	10,265	950	325
Enhanced School- and Community-Based Services initiative	2,399	2,325	2,474	2,344	2,269	2,419	14,023	55
SBHS-PROB	4,858	4,680	5,037	3,326	3,178	3,474	4,124	1,532
SBHS-AR	107	58	155	476	409	543	768	–369
SBMS-PROB	4,172	3,567	4,777	2,660	1,911	3,409	134	1,512
SBMS-AR	15	6	25	417	337	497	838	–402
ACT	21	11	30	60	46	74	6,320	–39
PARKS	845	587	1,104	1,950	1,697	2,203	577	–1,105
HB	703	245	1,162	1,935	1,798	2,072	137	–1,232
IOW	10,882	10,243	11,520	14,501	13,766	15,236	1,125	–3,619
All programs	4,360	4,284	4,436	6,800	6,702	6,897	26,480	–2,439

NOTE: A positive number in the Difference columns indicates the estimated amount of program savings, while a negative number indicates that overall costs exceeded savings for the program. Means and CIs at the initiative level are weighted averages of the individual programs within each initiative.

Table 3.18
Mean Net Costs of Initiatives, FY 2009–2010 ($)

Component	Enhanced Mental Health Services	Enhanced Services to High-Risk/ High-Need Youth	Enhanced School- and Community-Based Services
Program	–495	–1,603	–405
Supervision	–336	–74	–250
Arrest	365	77	153
Juvenile hall	–2,910	102	–197
Camp	–3,894	833	–110
Court	886	745	633
Total	–6,382	82	55

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. Total costs for the four school-based programs in the Enhanced School- and Community-Based Services initiative also include savings resulting from improved school attendance. Because of missing data for some components, total cost might not equal the sum of the component costs.

When we look at JJCPA programs at the initiative level, it is clear that they show returns on investment in the form of lowering arrest and court costs. Program and supervision costs, on the other hand, are hard to affect because they are, by design, an integral part of many JJCPA programs. We also note that programs that, like MH and IOW, start within juvenile halls will always appear to have relatively high supervision costs, which makes these programs look worse on these cost comparisons. Arrest and court costs, by contrast, are driven primarily by the behavior of youth rather than by the programs. Taken together, these findings indicate that JJCPA programs and supervision are demonstratively affecting the behavior of many JJCPA participants.

CHAPTER FOUR

Summary and Conclusions

In this chapter, we summarize the evaluation findings for FY 2009–2010. In addition, we comment on limitations of the evaluation and offer suggestions for improving the research design for a subset of JJCPA programs.

Outcomes

Because youth in the MH program represent almost 93 percent of all youth in the Enhanced Mental Health Services initiative, the results for the initiative as a whole will necessarily be virtually identical to those for the MH program. JJCPA youth in the Enhanced Mental Health Services initiative had significantly lower rates of arrest, incarceration, and probation violation, and they completed probation at a significantly higher rate. Comparison-group youth were significantly more likely to complete restitution. The two groups were not significantly different in rates of completion of community service. Supplemental outcomes for all three programs in the Enhanced Mental Health Initiative that qualified for statistical testing were significantly improved in the six months after program entry compared with the six months before entering the program.

Overall, program youth in the Enhanced Services to High-Risk/High-Need Youth initiative had higher rates of completion of probation but lower rates of completion of restitution than comparison-group youth. Differences between the two groups in rates of arrest, incarceration, completion of community service, and probation violations were not statistically significant. The relevant supplemental outcomes for GSCOMM and HRHN participants were significantly improved in the six months after entering the program compared with the six months before entering.

Youth in the Enhanced School- and Community-Based Services initiative had significantly better outcomes on all of the big six measures than in the baseline period or comparison group. 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, and there were significant reductions in school suspensions and expulsions. All other supplemental outcomes that had enough successful outcomes to allow statistical testing showed significant improvement.

Programs with contemporaneous comparison groups showed mixed results. SBHS-PROB program youth had significantly better outcomes than comparison-group youth in all of the probation-related big six outcomes except for incarceration rates, for which the two groups were not significantly different. Big six outcomes for SBMS-PROB youth were not significantly

different from those of the comparison group. The much smaller programs MST and SNC showed no significant difference in big six outcomes from their respective comparison groups.

Programs that used historical comparison groups also showed mixed results. For the most part, MH and IOW participants showed better outcomes than their FY 2008–2009 counterparts. SBMS-AR youth had a significantly higher arrest rate than in the previous year. Smaller programs that used historical comparison groups tended to show no significant difference between the program and comparison groups in most big six outcomes.

In the three programs (ACT, HBS, and PARKS) that used a pre/post design, differences between the baseline and follow-up outcomes were not significant, with the single exception that follow-up arrest rates were significantly lower than baseline rates for PARKS youth.

Supplemental outcomes, which varied from program to program, were almost always 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. Measures of risk, strengths, and barriers improved significantly for all four school-based programs.

Difference in Differences Analyses

A difference in differences analysis basically isolates the effect of the *change* in the current year's cohort relative to the *change* in the previous year's cohort, when comparing outcomes before and after JJCPA program entry. If the two cohorts have different baseline risk profiles, this method will control for such differences.

Although we have included difference in differences analyses in two previous JJCPA reports, FY 2009–2010 was the first time we found conflicts between a simple comparison of the current year's cohort with the prior year's and a difference in differences analysis between the two. As noted earlier, a simple comparison makes the implicit assumption that the two cohorts are basically comparable, whereas difference in differences analysis tests that assumption by looking at outcomes both before and after program entry.[1] If the two cohorts being compared have the same baseline profile, then a simple comparison works well. However, if the baseline profiles of the two cohorts are not comparable, then a difference in differences analysis is more informative than a simple comparison between the two cohorts.

In FY 2009–2010, seven JJCPA programs used the previous year's cohort as a comparison group, with the goal of determining whether this year's participants did at least as well. Table 4.1 summarizes the outcomes of these programs using simple comparisons and difference in differences analyses.

Out of 34 total outcomes (six outcomes in each of five programs, plus two outcomes for SBHS-AR and two for SBMS-AR), a difference in differences analysis came to a different conclusion from that of a simple comparison of the two cohorts in nine outcomes. This was most pronounced in MH, for which a simple comparison in rates of incarceration, completion of probation, and violations showed the FY 2009–2010 cohort with outcomes that are more favorable, whereas a difference in differences analysis indicated that the FY 2008–2009 cohort had outcomes that are more favorable for completion of probation and violations and no dif-

[1] For MH and IOW, programs administered in juvenile halls, outcomes are measured in the six months prior to hall entry and six months following hall exit.

Table 4.1
Results from Simple Comparison and Difference in Differences Analysis

Program	Type of Comparison	Arrest	Incarceration	Probation	Restitution	Community Service	Violation
MH	Simple comparison	FY 2009–2010	FY 2009–2010	FY 2009–2010	FY 2008–2009	—	FY 2009–2010
	Difference in differences	FY 2009–2010	—	FY 2008–2009	FY 2008–2009	—	FY 2008–2009
YSA	Simple comparison	—	—	—	FY 2008–2009	—	—
	Difference in differences	—	—	—	FY 2008–2009	—	—
GSCOMM/ YWAR	Simple comparison	—	—	—	—	—	—
	Difference in differences	—	—	FY 2009–2010	—	FY 2009–2010	—
HRHN	Simple comparison	—	FY 2008–2009	FY 2009–2010	—	—	—
	Difference in differences	—	—	FY 2009–2010	—	FY 2009–2010	FY 2008–2009
SBHS-AR	Simple comparison	—	—	n.a.	n.a.	n.a.	n.a.
	Difference in differences	—	—	n.a.	n.a.	n.a.	n.a.
SBMS-AR	Simple comparison	FY 2008–2009	—	n.a.	n.a.	n.a.	n.a.
	Difference in differences	—	—	n.a.	n.a.	n.a.	n.a.
IOW	Simple comparison	FY 2009–2010	FY 2009–2010	—	FY 2008–2009	—	FY 2008–2009
	Difference in differences	FY 2009–2010	FY 2009–2010	—	FY 2008–2009	—	FY 2008–2009

NOTE: All year ranges are fiscal years. FY 2008–2009 in this table indicates that the FY 2008–2009 cohort had a significantly more positive result, FY 2009–2010 that the FY 2009–2010 cohort had a significantly more positive result. A dash indicates no significant difference between the two cohorts. n.a. = not applicable.

ferences in the two groups in incarceration rates. We also saw a reversal in violations in the HRHN program, for which a simple comparison showed no difference between the groups but a difference in differences analysis indicated that the FY 2008–2009 cohort had fewer violations. But, for two other outcomes in HRHN, difference in differences analyses showed the current year's cohort performing better for completion of community service and no difference between the two groups rather than the FY 2008–2009 cohort having a lower rate of incarceration.

However, we also note that MH and HRHN are two of the larger JJCPA programs, so that relatively small absolute differences can be statistically significant, whereas a comparable difference might not be significant for a smaller program. For example, completion of probation increased by 3.80 percent between baseline and follow-up in MH in FY 2008–2009 and

by 4.23 percent in FY 2009–2010, but that difference in differences of 0.43 percent was statistically significant due to the large sample size (N = 8,114).[2] Similarly, a 1.06-percent difference in differences in MH violation rates was also statistically significant, as was a 3.10-percent difference in HRHN violation rates (N = 4,407). By contrast, a 7.76-percent difference in GSCOMM restitution rates was not significant (N = 300).

Difference in differences analyses also contradicted a simple comparison in one or more outcomes in GSCOMM (including YWAR) and SBMS-AR. In GSCOMM/YWAR, a simple comparison indicated no difference between the two groups in completion of probation and completion of community service, while a difference in differences analysis indicated higher rates of both outcomes in the FY 2009–2010 cohort. In SBMS-AR, a simple comparison showed the FY 2008–2009 with a lower arrest rate, while a difference in differences comparison found no significant difference between the two groups.

Overall, in almost 75 percent of the comparisons, the difference in differences analysis confirmed the results of the simple comparisons that are required for CSA-reported outcomes. The difference in differences analyses pointed to opposite conclusions almost exclusively with large sample cohorts. In four of the nine instances in which the difference in differences analysis pointed to a different conclusion from that of a simple comparison of outcomes, the difference in differences analysis showed a more positive result for the current year's cohort. In the other five instances, the difference in differences analysis showed a less positive outcome than was indicated by a simple comparison.

In contrast to previous years, when difference in differences analyses tended to support the assumption of similar baseline profiles across cohorts, this year's results could indicate a change in the nature of the youth being served by certain programs. Certainly, budget restrictions have reduced the number of youth served in several programs. Although we have no direct evidence that criteria for program participation have also been affected, our difference in differences analyses support the possibility that the FY 2009–2010 cohort could be more seriously involved with the juvenile justice system. Yet, despite all of the implications of budget cutbacks in California, JJCPA programs in Los Angeles County are clearly still showing positive results overall.

Efforts to Improve Quality of JJCPA Programs

Overview of Changes and Enhancements

JJCPA programs continued to undergo scrutiny and review from various stakeholder groups, such as the Juvenile Justice Coordinating Council, schools, CBOs, probationers, and families. Through this feedback process, which is aimed at achieving continuous process and program improvement, the following major changes have been implemented:

- parent empowerment groups: JJCPA clusters have implemented parent empowerment groups throughout the county at school-based sites. These parent empowerment groups provide skill training in monitoring the probationer's whereabouts and peer associations, participating in the probationer's school life, and building networks of family support.

[2] The total sample size for a difference in differences analysis is the sum of the number of observations at baseline plus the number at follow-up, for the two years combined.

- expansion of literacy interventions: Operation Read has increased its involvement in JJCPA schools and program sites. JJCPA programs are using Operation Read to assist students in advancing their reading levels and in passing the high school exit exam. Additionally, the school-based sites have implemented the county's library initiative, which offers youth online tutoring.
- expansion of school safety zones: JJCPA continues to expand the monitoring and supervision of areas surrounding selected JJCPA school sites that have experienced an increase in gang or youth violence. Armed DPOs and the mobile gang DPOs work with school officials, law enforcement, and the Probation Department's gang DPOs in expanding the supervision and patrol areas around schools, housing developments, parks, libraries, and other service sites in HRHN communities. This allows for enhanced monitoring and the activation of Probation's harm-reduction approach, which seeks to remove violent offenders and gang members from areas where students are attending school or receiving services.
- implementation of the core JJCPA training curriculum: JJCPA agency staff and CBO staff have been trained in adolescent stages of development, social learning interventions, parent engagement intervention, strength-based case management, and motivational interviewing.

Cost Analysis

We also estimated total juvenile justice costs per JJCPA participant in FY 2009–2010. These are based on estimated costs for program administration, probation costs (routine supervision, camp stays, and days in juvenile hall), arrests, and court appearances. For programs that measured school attendance, we also included a benefit (savings) of improved attendance. Although the overall total juvenile justice cost per youth might 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. Most JJCPA youth had higher total juvenile justice costs in the six months after entering the program than in the six months before entering the program, an outcome driven by these program costs. 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 were not available to us. Therefore, the total preprogram cost, which, by definition, includes no program cost, could appear to be lower than it actually was.
- Six months might not be long enough to assess the longer-term savings in total juvenile justice costs that might be attributable to participating in the JJCPA program.

Several JJCPA programs did produce average savings in several important outcomes, including the costs of arrests, juvenile hall, court, and camp. SBHS-PROB, SBMS-PROB, YSA, and HRHN participants had lower overall costs in the follow-up period than their base-

line costs. Taken as a whole, both the Enhanced Services to High-Risk/High-Need Youth and Enhanced School- and Community-Based Services initiatives produced lower overall costs in the follow-up period than in the baseline period.

Limitations of This Evaluation

Comparison Groups Versus Program Youth

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 such that observed differences are not due to the program but rather to differences between the groups. For some programs, and for particular outcomes, our difference in differences analyses for JJCPA programs that used the previous year's cohort as a comparison group brought into question the assumption that the two cohorts were comparable.

An ideal evaluation design would involve random assignment to either the program group or the comparison group. Another strong design would compare program youth with those on a waiting list to get into the program. Neither of these scenarios is possible for JJCPA, which is mandated to serve all youth who need services. Other design weaknesses, such as pre/post comparisons, will be evident to readers familiar with quasi-experimental designs.

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 observed differences between treatment and comparison groups might reflect pretreatment differences between the groups rather than treatment effects of the programs. Another limitation is the ability to follow program participants for only six months. Six JJCPA programs used the previous year's cohort as a comparison group. These historical comparison groups produce a weaker design than ones that included a contemporaneous comparison group.

Data Quality

Data used to compute outcome measures were extracted from databases maintained by Probation. Probation has worked with us in an attempt to maximize the quality and amount 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 because Probation's data are only as good as the information obtained from CBO service providers, schools, and other county government departments (e.g., DMH).

Data for some programs were relatively complete, and, for some programs, more data for supplemental outcomes were available in FY 2009–2010 than in previous years. In other programs, only a small fraction of program youth 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.

Near the end of FY 2008–2009, Probation switched to a new database system. In theory, all data from the previous system were imported into the new system. However, we have found

this importation to be incomplete. For example, in contrast to previous years, gender and cluster data were unavailable for participants in a majority of JJCPA programs. Data on arrests and dispositions were incomplete and had to be supplemented by data already at RAND from previous years in order to produce a complete set of records. We hope that, in the coming years, data extracted from the new system will be more complete.

Evaluating Outcomes and Treatment Process

CSA-mandated outcomes, as well as supplemental outcomes, are based on objectively observable events, such as arrests and school attendance, and are not concerned with process. Similarly, this evaluation has focused primarily on analyses of outcomes and costs.

This is the ninth year of RAND's JJCPA evaluation findings. Over the years, the strength and breadth of the evaluation have improved, as has the overall quality of the outcome data analyzed. More-rigorous comparison groups have been identified for some programs, enhanced, in some instances, by statistical techniques to equalize program and comparison groups on several factors, such as demographics, location, severity of the instant offense, and the presence of a gang order.

Future Direction

In the past decade, the field of criminal justice has been transforming. The Probation Department has reached a critical turning point and is undergoing a significant shift in the way it provides services. Probation services must determine the youth's criminogenic need in the assessment process, translate those factors into treatment and supervision objectives, and, ultimately, deliver interventions that have been shown to reduce those criminogenic needs while increasing protective factors. JJCPA programming has served as a catalyst for this change. Additionally, the system reform occurring in juvenile justice at both the county and state levels and with the Division of Juvenile Justice (formerly California Youth Authority) and the Youthful Offender Block Grant initiatives, mental health through the Mental Health Services Act (MHSA) (Proposition 63, 2004), and child welfare through the Title IV-E Plan (California Department of Social Services, undated) is also playing a significant role in this system change. On top of these system reforms is the hot-button issue of gangs and gang violence. The City of Los Angeles and the LAPD have advanced initiatives to address the rise in gang violence. Both county and city officials are working collaboratively to leverage resources and advance a well-coordinated, comprehensive model.

The severe recession that began in late 2007 affected JJCPA funding for FY 2009–2010. In FY 2008–2009, the county supplemented state funds to keep the JJCPA budget near the previous year's level. But, in FY 2009–2010, the county contributed no additional funding, and state funds were cut further, resulting in a reduction of approximately 30 percent to the county's JJCPA program budget. This resulted in some programs either serving fewer participants than in previous years or changing the criteria for participation in FY 2009–2010. JJCPA has been funded for FY 2010–2011, but, with state's budget woes continuing, the level of future JJCPA funding remains uncertain.

As noted earlier, FY 2009–2010 was the ninth consecutive year for which outcomes were reported to CSA and to the county. Results reflect the continuing collaboration between the evaluators and Probation to modify programs based on the integration of evaluation findings

and effective juvenile justice practices. We still see that the differences in outcomes between program participants and comparison-group youth are relatively small, although county-developed supplemental outcomes tend to be more favorable than state-mandated big six outcomes. Los Angeles County will continue to receive JJCPA funding on an annual basis and will continue to report outcomes to CSA annually.

APPENDIX A

Providers of JJCPA Program Services

Table A.1
Providers of JJCPA Program Services

Program	Description
10-20 Club	Individual and family counseling, tutoring, and after-school services
AA	12-step alcohol-abuse treatment and counseling
AADAP	Provide gang intervention and prevention services
AASAP	Individual and family counseling
ABC USD Services	General counseling, mental health counseling, academic accommodations and assistance
Able Family Support Treatment Center	Individual and family counseling, supportive services, substance abuse treatment
About-Face	Counseling to adolescents and adults
ACTION Family Counseling	Treatment settings to provide different levels of intervention to a person or family in crisis, using a multidisciplinary team approach that addresses all aspects of a person's health and well-being
Action Group	Parenting classes, drug counseling utilizing the 12-step method, drug testing
Alcoholism Council of Antelope Valley National Council on Alcoholism	Substance abuse treatment, case management, family counseling, teen process groups, random drug testing, education, and referrals
Alhambra High School Parent Academy	Parenting classes
Alhambra Police Department	Individual and family counseling, anger management
Alma Family Services	Group and individual counseling, community services, anger management, parenting classes
Almansor Center	Individual counseling for individuals on school grounds
Alternative Options	Substance abuse counseling (intensive outpatient)
Amer-I-Can (Pasadena)	Life management, skill training
American Asian Pacific Ministries	Parenting classes, counseling, drug and alcohol counseling
American Asian Pacific Ministries DBA Family Care Center	Drug counseling, parenting classes, urinalysis testing, full distribution center, individual and family counseling, crisis intervention

Table A.1—Continued

Program	Description
Antelope Valley Youth and Family Services	Referral and intervention for at-risk youth and families, parent classes, anger management, community outreach, transportation assistance
Asian Pacific Family Center	Parenting classes, individual and family counseling
Atlantic Recovery	Counseling, drug testing, community services
Attitude Crew	Individual and group counseling, community services, anger management
Aztlan Family	Individual and family counseling
Baldwin Park Counseling	Counseling to offenders ages 16 and up
Barrion Action Youth Center	Individual and family counseling
Behavior Health Services	Drug and alcohol counseling and treatment
Bellflower Caring Connection	Individual and group counseling, community services, after-school services
Bellflower District Parenting Classes	Parenting classes
Bernie's Little Women's Center	Substance abuse counseling; individual, group, and family counseling; parenting classes; anger-management counseling; tutoring; community services
Bet Tzedek Legal Services	No-cost/low-cost legal representation for a wide array of issues, including landlord/tenant disputes, substandard housing, veteran benefits, kinship care, elder abuse, patient rights, consumer fraud, and conservatorships and guardianships
Bienvenidos Children's Center	In-home outreach counseling, parenting training, psycho-educational counseling, mental health services
Blessed Drug and Alcohol Treatment Program	Substance abuse counseling; individual, group, and family counseling; anger-management counseling
Boys and Girls Club	Tutoring, after-school activities, communication services, job training, life skills, individual and family counseling for minors on probation
Boys and Girls Club of the San Fernando Valley	After-school, recreational, and family programs
Bright Futures Counseling	Tutoring, anger management, individual and peer-group counseling
Brotherhood Crusade	Mentoring, tutoring, anger management, financial literacy workshops, youth and parent empowerment workshops, field trips for at-risk youth
CalFam	Individual and family counseling
California Hispanic Commission on Alcohol and Drug Abuse	Substance abuse services; individual, family, and group counseling
Casa Libre	Drug and alcohol counseling and treatment
Casa Youth Shelter	Outreach services for middle school students in diverse communities, anger management, assertion training
Catholic Charities of Los Angeles	Life skills, parenting classes, tutoring, individual and family counseling, family advocacy
Centinela Youth Service	Mediation, anger management, victim restitution mediation
Centro De Ayuda	Parenting classes, substance abuse counseling, mental health services
Challenging Families to Change	Chemical-dependency treatment, anger management, community services, drug diversion, domestic-violence services

Table A.1—Continued

Program	Description
Change Lanes	Counseling, tutoring, mentoring, anger management, peer discussion groups, community services
Child and Family Center	Drug and alcohol counseling
Child Net and Volunteer Center	Individual and family counseling, community services
Children's Center of the Antelope Valley	School-based mental health services, family preservation, family support
Children's Council of Los Angeles, SPAs 5 and 2	Planning and promotion of the coordination of services for all children in the SPA 5 and SPA 2 regions to effect their protection, healthy growth, and development, as well as to advise the board of supervisors of the council's findings and recommendations
Children's Hospital Los Angeles	Drug and alcohol counseling
Church on the Way	Faith-based youth after-school literacy and tutoring, family support services, meeting space
Circle of Help Foundation	Substance abuse treatment program, school-based services, mentoring, tutoring, community services
Citrus Counseling	Anger management, drug and alcohol counseling to adolescents and adults
City of Glendale Youth and Family Services	Referral and intervention for at-risk youth and families, community-service hours, workforce development and youth employment, youth activities (workshops, concerts, plays, and barbecue gatherings), graffiti-removal team, mentoring program
City of Long Beach Alcohol and Drug Rehabilitation	Drug counseling, including testing, individual and group counseling, community services
City of Long Beach Family Preservation	Wraparound services, counseling, mentoring, parenting classes, and youth groups
City of Los Angeles Gang Reduction and Youth Development	Gang prevention and intervention programs in the Pacoima and Panorama City areas
City of Norwalk	Support services, community services, case management
Clean N' Sober Fellowship	Drug-abuser support group
Cloud and Fire Ministries	Faith-based youth after-school literacy and tutoring
Coalition of Mental Health Professionals	Mental health counseling, sexual-abuse counseling
Commit to Achieve	Boot camp that focuses on prevention of youth violence through a combination of physical and academic training (San Gabriel Valley)
Community Family Guidance of Bellflower	Individual and family counseling, community services
County of Los Angeles Department of Beaches and Harbors	Los Angeles County 5-day ocean-sports camp, designed to offer young people the opportunity to experience and acquire skills in a wide variety of recreational activities, including surfing, sailing, kayaking, and body boarding
DCFS	Family reunification; child protection; handling child-abuse, neglect, and abandonment cases
DiDi Hirsch	Mental health, anger management

Table A.1—Continued

Program	Description
Downtown Community Development YMCA	Recreation and after-school program, community-service hours, job training
D'Veal Family and Youth Services	School-based individual and family counseling, anger management
East Los Angeles Regional Center	Services to individuals with developmental disabilities and their families
Eastlake Youth Services	Parent and individual counseling, drug intervention, mental health
Edward Roybal Family Mental Health	Comprehensive therapeutic treatment in anger management, individual/family counseling
El Centro de Amistad	School- and home-based counseling, psychiatric services, family support services
El Centro del Pueblo	Individual and family counseling, family preservation, in-home outreach counseling, parenting training, psycho-educational counseling, mental health services
El Monte Community Relations	Community-service hours
El Nido Family Centers	Individual, group, and family counseling; parenting classes
El Proyecto Del Barrio	Substance abuse treatment, workforce readiness, health and mental health care, tutoring, study skills, educational support
Enki Health and Research Systems	Individual, family, and group counseling; anger management services
Equilibrium Health Services	Addiction and substance abuse treatment services
Families in Action	Parenting classes, youth education classes, anger management, workshop for couples
Families in Transition	Family services (clothing, food, empowerment workshops, and mentoring) for homeless families
Family Development Network	Tutoring, parenting, anger management, individual counseling, after-school activities for probation and at-risk youth
Family Guidance Center	Parenting classes, individual counseling
Family Outreach and Community Intervention Services	Drug counseling, parenting, group and individual counseling
Fist of Gold	Extracurricular sports, recreation, boxing
Five Acres in Pasadena	Therapeutic behavioral services, community-service opportunities, wraparound services
Foothill Family Services	Individual and family counseling, anger management, parenting classes
For the Child	School-, home-, and agency-based mental health services for youth ages 2–18 and their families: individual and family counseling, case management, parenting classes, and domestic-violence treatment programs
Friends of the Family	Individual and family counseling; DCFS Prevention Initiative Demonstration Project lead agency
G.R.E.A.T.	Gangs, resistance, education, and training
Gang Alternative Program	Parenting classes, drug and gang intervention, services to improve school performance and attendance and reduce family conflict
Gang Reduction and Youth Development Prevention Agency	Individual and family counseling

Table A.1—Continued

Program	Description
Gateways Child and Adolescent Outpatient Program	Crisis intervention; psychiatric evaluation; individual, family, and group therapy; substance abuse prevention and treatment; parenting groups
Girl Scouts of San Fernando Valley	Dedicated to helping all girls everywhere fulfill their potential and gain valuable skills to ensure their future success
Goals for Life	Teen counseling
Grace Resource Center	Community-service hours
Guidance Health Center	Individual and family counseling
Harbor Boys and Girls Club	Homework assistance; arts and crafts; Smart Moves programs; sports, fitness, and recreation in the Harbor Hills Housing Development Projects in the city of Lomita
Hathaway Family Center	Individual and family counseling, drug and alcohol counseling, parenting, community services
Hathaway Sycamores	Group home, foster care, family reunification, mental health, family support services
Healthy Start	Crisis intervention, mental health services
Helpline Youth Counseling	Substance abuse services; individual, family, and group counseling
Hillsides	Family preservation in-home outreach counseling, parenting training, psycho-educational counseling, mental health services
Hollygrove EMQ FamiliesFirst	Family finding, wraparound, full-service partnership, outpatient mental health, TBS
Holy Family Church	Community-service hours, individual and group counseling
Homeboy Industries	Community-service hours, tattoo removal, job placement
Homework Center	After-school tutoring and homework help
Hoover High School	After-school tutorial services, work experience program, student resource center (mentoring and gang intervention and prevention), counseling services
Idealcare Health Services	Substance abuse counseling
Independence Community Treatment Clinic	Outpatient recovery services for teens and adolescents; individual, couples, and group therapy; anger management
Inland Valley Volunteer Center	Referral and resource center
Integrated Care Systems	Individual, group, and family counseling; tutoring services; community services; substance abuse counseling
Jackie Robinson Park	Counseling, community services
Job Corps	Workforce readiness
Joint Efforts	Community-based organization that provides 12-step meetings, drug testing, drug treatment and prevention, and anger management
Jordan Downs Housing	Tutoring, individual counseling, parenting classes for residents and youth in housing projects
Juvenile Impact Program	Parenting classes, "boot camp"
Kedren Community Mental Health	Community mental health services, child-development programs

Table A.1—Continued

Program	Description
Kids in Sport	Sports activities in baseball, basketball, soccer, softball, swimming, and volleyball for boys and girls ages 5–17
La Cada	Alcohol and drug rehabilitation, education, parent support
LA CADA	Drug and alcohol counseling and treatment
La Mirada Volunteer Center	Community-service hours, after-school programs, job training
Lakewood High School Resources	Individual and family counseling, community services, job training, parenting classes
LAPD Explorers	Preparation for future careers in law enforcement, community-service hours
LAPD Jeopardy	After-school gang-prevention, educational, and recreation programs
LAPD Juvenile Impact Program	Boot-camp program for at-risk youth between the ages of 14 and 17, parent education, family support services
Latino Family Services	Substance abuse treatment
LAUSD Adult Education Division Programs	Adult education, high school diplomas, GED preparation, literacy, workforce readiness
LAUSD Palabra	Gang intervention, prevention, parenting, individual counseling
Learning Rights Law Center	Assistance to low-income families to resolve their child's education issues and gain access to an appropriate education and needed services
Light House Drug Center	Drug and alcohol counseling
Loma Alta Park	Community-service hours, volunteer opportunities
Long Beach Boys and Girls Club	National youth basketball initiative, launched by the National Basketball Association and the Women's National Basketball Association, to connect players, parents, and coaches
Long Beach Personal Involvement	Family-preservation services, in-home case management to help families mobilize formal and informal resources, individual and family counseling, community services, job training, parenting classes
Long Beach Truancy Counseling Center	Truancy counseling, referrals for job training, after-school programs
Long Beach Volunteer Center	Community-service hours, job training
Long Beach YMCA	Recreation and tutoring services
Los Angeles City Attorney's Office	School-based services, including parent interventions (Operation Bright Future) and safe passages programs
Los Angeles City Public Libraries	Educational enhancements and literacy programs
Los Angeles County Library	Online tutorial services
Luna Recovery	Drug and alcohol counseling, Parent Project, individual and group counseling
MA	12-step substance abuse treatment and counseling
Management Solutions Group	Anger management, individual and family counseling
Mary Immaculate Church of Pacoima	Faith-based youth after-school literacy and tutoring, family support services, meeting space

Table A.1—Continued

Program	Description
Masjid Gabrael	Community-service hours
Mela Counseling	Drug and alcohol counseling and treatment
MEND	Individual and family support services for poverty issues
Montebello Methodist Church	Individual and family counseling, Parent Project, community services
Montebello Unified School District Project Safety Net	Substance abuse counseling, school campus (4- to 6-month program)
MPYD	School-based mentoring and teen empowerment program at John Muir High School, Pasadena
Mustangs on the Move	School-based mentoring program at John Muir High School in Pasadena
My Friends House Church Support Center	Community-service hours
NA	12-step substance abuse treatment and counseling
NCADD	Drug and alcohol counseling and treatment (San Gabriel Valley to Pomona Valley)
Neighborhood Legal Services	No-cost and low-cost legal services and representation for low-income clients
New Beginnings	Drug and alcohol counseling and treatment, drug testing
New Hope Counseling	Individual and family counseling
New Horizons Family Center	Individual and family counseling, anger management, parenting classes
New Life Ministries	Parenting classes, individual counseling
Northeast Valley Health Corporation	School-based health clinics, no-cost and low-cost health-care services for uninsured children and adults
Norwalk Public Safety	Community-service hours
Pacific Asian Counseling Services	Individual and group counseling, anger management, community services, translation
Pacific Clinics	Parenting classes, individual and family counseling
Pacoima Beautiful	Graffiti removal, community beautification
Pacoima Charter Elementary School	Community mobilization, parent empowerment
Pacoima Community Initiative	Coordination of local public-safety, family support, and educational initiatives
Parent Project, The	Parenting classes
Parents of Watts	Individual, group, and family counseling; parenting classes; anger-management counseling; tutoring; community services
Pasadena Humane Society	Community-service hours, volunteer opportunities
Pasadena Parks and Recreation	Community-service hours, volunteer opportunities, parenting classes
Pathways	Individual and group grief counseling
Penny Lane	FFT, family preservation, in-home outreach counseling, parenting training, group home, foster care, psycho-educational counseling, mental health services

Table A.1—Continued

Program	Description
People Who Care	Individual and family counseling, parenting classes, anger-management counseling, tutoring, community services
Police Athletic League	Recreation and after-school program, community-service hours, job training
Pomona Boys and Girls Club	Community-service hours
Pomona Christian Center	Community center
Pomona Fists of Gold	Community-service hours
Pomona Inland Valley Resource Center	Community-service hours, graffiti removal
Pomona Open Door	Counseling to adolescents and adults
Pomona Unified School District	Individual and family counseling (San Gabriel and Pomona Valley area)
Pomona Unified School District Project Tools	Parenting and youth program at four Pomona schools
Pomona Unified School District SAP	Support group, grief and loss support group, attendance group
Pomona Valley Youth Employment Services	Anger management, community resources and linkages, community service, family-preservation services and DCFS, life skills workshops, parenting, and volunteer programs
Pomona YMCA	Community-service hours, enrichment activities
Positive Alternatives for Youth	Individual and family counseling, alcohol and drug prevention
Positive Choices	Drug counseling, including testing, individual and group counseling, community services
Pride Platoon	Treatment, prevention, and disciplinary components to alter negative behavior, specifically for at-risk youth, overseen by Baldwin Park Police personnel
Project Amiga	Parenting classes, computer classes
Project Grad	Support for student opportunity and access for underserved economically disadvantaged students in elementary, middle, or high school
Project IMPACT	Individual, group, and family counseling; parenting classes
Project Jade	Drug and alcohol counseling and treatment
Project Leads	Gang intervention
Prototypes	Drug and alcohol counseling and treatment, mental health therapy
Providence Community Services	Substance abuse counseling and prevention, behavior modification, anger management, individual and family counseling
Providence/Holy Cross Hospital	Tattoo removal, community-service hours
Pueblo y Salud	Alcohol and tobacco prevention programs, environmental justice initiatives
Reach Families Christian Church	Life enhancement program
Salvation Army	Community-service hours, volunteer opportunities
San Fernando Valley Coalition on Gangs	Coordination of regional gang prevention, intervention, and suppression efforts

Table A.1—Continued

Program	Description
San Gabriel High School	After-school tutoring
Santa Anita Family Services	Individual counseling (San Gabriel Valley area)
Sexual Offenders Program	Counseling to adolescents and adults
Shield for Families	Substance abuse counseling; individual, group, and family counseling; anger-management counseling; mental health counseling; access to MST and FFT
Soledad Enrichment Action	Teen counseling group, teen empowerment classes, parenting classes
Southeast Drug and Alcohol Program	Drug and alcohol counseling and treatment
Spirit Family Services	Individual, group, and family counseling; anger management; violence prevention; parenting skills (San Gabriel Valley)
Spirit Family Services/Claro Program	Mentoring for youth who are taggers (graffiti painters)
St. John of God	Community-service hours, individual and group counseling
St. Peter Armenian Church and Youth Ministries Center	Community-service hours
Starview Community Services	Individual and group counseling, anger management, parenting classes
Stirling Behavioral Health	School-based counseling and psychiatric services
Stop the Violence	Individual and family counseling
Superior Court Community Service Office	Community-service hours
Sycamores	School-based individual and family counseling, anger management
Tarzana Treatment Center	Substance abuse services; individual, family, and group counseling
Tia Chucha's Cultural Center	Arts workshops, events, and a culturally focused independent bookstore in an effort to promote arts enrichment and literacy in the culturally neglected northeast San Fernando Valley and beyond
Toberman Settlement House	Gang intervention, life skills, mentoring, individual and family counseling
TORCH	Intensive 12-week youth and family program designed to "shock" participants' consciences and awaken them to the realities of prison life
Try Again	Counseling, community-service hours, at-risk youth groups
University of Southern California Trojans Kids Corner Youth College Motivation Program	Promotion of education and athletics
Unusual Suspects Theatre Company	Theater arts for at-risk teens
Urban Education Partners	Learning environments that support high student achievement by strengthening families, schools, and communities
Valley Anger Management	Individual counseling, conflict resolution
Valley Child Guidance Center	Individual and family groups, resources for parents of youth at high risk, sexual-abuse treatment resources, child-abuse prevention, in-home counseling
Valley Economic Development Center	Employment and workforce readiness, business development services

Table A.1—Continued

Program	Description
Venice 2000	Gang intervention
Venice Community Housing Corporation	Low-cost housing services, educational and social services
Verdugo Job Skills Center	Work experience and training for youth between the ages of 16 and 24
Verdugo Mental Health	Individual and family counseling
Villa Elena Health Care Center	Community services, individual and group counseling
Volunteer Center	Community services, individual counseling
Volunteer Center of South Bay	Referrals to minors on probation for court-ordered community service, individual and family counseling
Volunteer Center Simms Park	Community-service hours, job training, parenting classes
West San Gabriel Valley, Boys and Girls Club	Community-service hours
What's Up	Outpatient substance abuse treatment for adolescents
William Grant Still Cultural Center (City of Los Angeles Department of Cultural Affairs)	Art center focusing on the artistic efforts of the community reflecting the multicultural diversity of its neighborhood
Wilmington Recovery Center	12-step meetings, drug testing, drug treatment and prevention, drug counseling, including testing, job training, community services, parenting classes
Windsor Palms Convalescent Home	Community-service hours
Women's Community Reintegration Service and Education Center	DMH and Los Angeles County Sheriff's Department collaboration for mothers reentering the community from jail
WorkSource Centers	Employment, workforce readiness
World Literacy Crusade	Substance abuse counseling; individual, group, and family counseling; parenting classes; anger-management counseling and tutoring; mental health counseling
Wraparound Services	Voluntary program offering therapy, parenting skills, support groups, vocational assessment, recreational opportunities, school work, emotional and behavioral counseling
Y-ACES	YMCA aftercare program
YMCA	Community-service hours
Youth Opportunity Movement	Individual counseling, parenting, community services, job training
Youth Speak Collective	Literacy, community support services, recreation, leadership development

SOURCE: List provided by Los Angeles County Probation Department.

NOTE: AADAP = Asian American Drug Abuse Program. ABC USD = Artesia, Bloomfield, and Carmenita Unified School District. AA = Alcoholics Anonymous. SPA = service planning area. DCFS = Los Angeles County Department of Children and Family Services. G.R.E.A.T. = Gang Resistance Education and Training. TBS = therapeutic behavioral services. YMCA = Young Men's Christian Association. LA CADA = Los Angeles Community Alcohol and Drug Awareness. MA = Marijuana Anonymous. MEND = Meeting Each Need with Dignity. MPYD = Mentoring and Partnership for Youth Development. MUSD = Montebello Unified School District. NA = Narcotics Anonymous. NCADD = National Council on Alcoholism and Drug Dependence. SAP = student assistance program. TORCH = Teaching Obedience, Respect, Courage and Honor.

APPENDIX B

Comparison Groups and Reference Periods 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 BOC, before program implementation and before the choice of RAND as JJCPA evaluator. Whenever it was possible to identify a comparison group of youth who were similar to program youth, the evaluation involved comparing the performance of program youth with that of the comparison-group youth. If an appropriate comparison group could not be identified, a pre/post design was employed, whereby the performance of program youth after entering the program was compared with the same youths' performance before entering the program.[1]

In the first two years of JJCPA, comparison groups were selected by Probation, with the consultation and approval of 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 FY 2003–2004, Probation collaborated with us to define new comparison groups for four of the JJCPA programs. For SNC and MST, we identified individuals who qualified for the program but were not accepted because of program limitations, or 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 (McCaffrey, Ridgeway, and Morral, 2004) to match program participants to youth on routine probation, based on five characteristics: age, gender, race/ethnicity, offense severity of first arrest, and whether assigned a gang-avoidance order.

Propensity-score weights are calculated by performing a logistical regression to predict whether a given youth is in the treatment group or the comparison group. The independent variables are those on which the two groups are to be matched. Weights for the comparison groups are the predicted value of the dependent variable. Weights for treatment-group youth are defined to be 1. These weights are then used to compare the mean values of the two groups on each of the independent variables. If the treatment and comparison groups show similar mean values when weights are applied, subsequent analyses that compare the two groups will also use these weights.

The HRHN program began reporting outcomes each year in FY 2005–2006. In FY 2005–2006 and FY 2006–2007, this program used a historical comparison group made up of FY 2003–2004 participants in either the Gang Intervention Services (GIS) program or the

[1] Youth in the IOW program took part in the program while incarcerated in juvenile hall. Thus, they were not at risk for rearrest or reincarceration until they were released from the hall. For this program, we compared their performance after exiting the hall with their performance before entering the hall.

Camp to Community Transition Program (CCTP)[2] who were not also currently participants in the HRHN program. We used propensity scoring to match HRHN participants to comparison-group youth, based on age, gender, race/ethnicity, criminal history, offense severity, cluster, and whether assigned a gang-avoidance order. Beginning in FY 2007–2008, current HRHN participants were compared with HRHN participants from the previous year, with the goal of determining whether the latter year's participants performed at least as well as participants from the preceding year. Also for the first time in FY 2007–2008, a similar approach was used in evaluating MH, SBMS-AR, and SBHS-AR by comparing current participants in each program with those of the previous year. Beginning with FY 2008–2009, only those MH participants who actually received treatment (as opposed to all who were screened) were used in reporting outcomes.

In FY 2008–2009, YSA, GSCOMM/YWAR, and IOW also began using the previous year's cohort as a comparison group, leaving only ACT, PARKS, and HB with pre/post research designs.

Research designs in FY 2009–2010 were the same as those in FY 2008–2009 for all JJCPA programs in Los Angeles County.

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[2] GIS and CCTP were discontinued as JJCPA programs after FY 2003–2004.

APPENDIX 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 Probation's attention (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 youth.
2. arrest: Although 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 an important indicator with this caveat and qualifier.
3. violation of probation: As with 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 can also be used as a sanction for case management purposes, and courts often impose incarceration as a sanction to get the youth's attention.
5. successful completion of restitution: This is an important measure that gives value and attention to victims. Because restitution is often beyond the youth's financial reach, the court may terminate probation even though restitution is still outstanding.
6. successful completion of community service: Like restitution, this measure gives value and attention to victims and the community. Although this is an important measure, it does not reflect recidivism.

APPENDIX D

Community-Based Organizations That Provided Services for JJCPA Programs in FY 2009–2010

Table D.1
Community-Based Organizations That Provided Services for JJCPA Programs in FY 2009–2010

CBO	Cluster Served	JJCPA Program
AADAP	2	HRHN home-based services gender specific
Asian Youth Center	1	HRHN home-based services, HRHN home-based services gender specific
	5	HRHN home-based services, HRHN home-based services gender specific
Aviva Family and Children's Services	3	HRHN home-based services
Communities in Schools	3	HRHN employment
	3	HRHN home-based services gender specific
David and Margaret Home	5	GSCOMM
Dubnoff	3	HRHN home-based services gender specific
Girls Club of Los Angeles	2	GSCOMM
Goodwill Southern California	3	HRHN employment
	5	HRHN employment
Helpline Youth Counseling	4	HRHN home-based services gender specific
I-ADARP	1	GSCOMM, HRHN home-based services
	2	HRHN home-based services, HRHN home-based services gender specific
	3	GSCOMM, HRHN home-based services gender specific
	3	HRHN home-based services
San Gabriel Valley Conservation Corps	1	HRHN employment
Soledad Enrichment Action	1	HRHN home-based services, HRHN employment
	2	HRHN home-based services
	5	HRHN employment
Southbay Workforce Investment Board	2	HRHN employment

Table D.1—Continued

CBO	Cluster Served	JJCPA Program
Southern California Alcohol and Drug Programs	4	HRHN home-based services
Special Services for Groups	4	HRHN employment
Star View Children and Family Services	1	HRHN home-based services gender specific
	4	HRHN home-based services
Tarzana Treatment Centers	3	HRHN home-based services
	5	HRHN home-based services

NOTE: I-ADARP = Inter-Agency Drug Abuse Recovery Programs.

APPENDIX E

CSA-Mandated and Supplemental Outcomes for Individual JJCPA Programs, FY 2009–2010

This appendix provides detailed statistics for the FY 2009–2010 outcomes for each of the JJCPA programs, by initiative, and includes a description of the comparison group for each program.

Initiative I: Enhanced Mental Health Services

Table E.1
Outcomes for Mental Health Screening, Assessment, and Treatment, FY 2009–2010

	Program			Comparison		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	609	26.41[a]	2,306	928	39.91	2,325
Incarceration	354	15.35[a]	2,306	625	26.88	2,325
Completion of probation	128	5.82[a]	2,201	94	4.22	2,227
Completion of restitution	85	6.59	1,289	153	10.28[a]	1,488
Completion of community service	45	4.43	1,015	38	3.60	1,056
Probation violation	455	20.67[a]	2,201	546	24.52	2,227
	Baseline			**Follow-Up**		
CSA Supplemental Outcome	**Mean**	**Sample Size**		**Mean**	**Sample Size**	
BSI score	53.63	385		49.33[a]	385	

NOTE: The comparison group consists of all participants in the MH program who received mental health services and whose outcomes would have been reportable during the previous fiscal year (FY 2008–2009). Mandated outcomes are measured at six months after release from juvenile hall. The supplemental outcome is measured at program entry and at three weeks after program entry.

[a] Difference is statistically significant ($p < 0.05$).

Table E.2
Outcomes for Special Needs Court, FY 2009–2010

	Program			Comparison		
CSA-Mandated Outcome	**Number[a]**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
Arrest	9	18.00	50	15	25.42	59
Incarceration	8	16.00	50	7	11.86	59
Completion of probation	1	2.33	43	8	15.38	52
Completion of restitution	3	8.57	35	2	5.26	38
Completion of community service	1	3.85	26	1	3.45	29
Probation violation	3	6.98	43	2	3.85	52
	Baseline			**Follow-Up**		
CSA Supplemental Outcome		**Mean**	**Sample Size**		**Mean**	**Sample Size**
Mean GAF score		42.34	45		49.00[b]	45

NOTE: The comparison group consists of "near misses" from SNC in FY 2008–2009 and FY 2009–2010, 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 at six months after nonacceptance by SNC (comparison group). The supplemental outcome is measured at program entry and at six months after program entry.

[a] Statistical significance testing is invalid if less than 5.

[b] Difference is statistically significant ($p < 0.05$).

Table E.3
Outcomes for Multisystemic Therapy, FY 2009–2010

	Program			Comparison		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
Arrest	36	27.27	132	10	21.74	46
Incarceration	19	14.39	132	5	10.87	46
Completion of probation	15	11.63	129	3	6.82	44
Completion of restitution	14	17.95	78	1	4.00	25
Completion of community service	5	8.20	61	1	4.00	25
Probation violation	15	11.63	129	7	15.91	44
		Baseline			**Follow-Up**	
CSA Supplemental Outcome	**Number[a]**	**Mean**	**Sample Size**	**Number[a]**	**Mean**	**Sample Size**
School attendance		45.46[b]	64		93.79	64
School suspensions	7	16.28	43	2	4.65	43
School expulsions	0	0.00	44	0	0.00	44

NOTE: The comparison group consists of youth who qualified for MST in FY 2009–2010 but did not participate in the program, and its membership was agreed on by MST staff, Probation Department staff, and RAND staff. The MST team identified these cases. Mandated outcomes are measured at six months after program entry (treatment group) and at six months after MST qualification (comparison group). Supplemental outcomes are measured at the last complete academic period before program entry and at the first complete academic period after program entry.

[a] Statistical significance testing is invalid if less than 5.

[b] Difference is statistically significant ($p < 0.05$).

Initiative II: Enhanced Services to High-Risk/High-Need Youth

Table E.4
Outcomes for Youth Substance Abuse Intervention, FY 2009–2010

	Program			Comparison		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	80	23.53	340	58	25.55	227
Incarceration	28	8.24	340	20	8.81	227
Completion of probation	36	11.43	315	21	11.23	187
Completion of restitution	22	11.00	200	39	28.47[a]	137
Completion of community service	12	7.45	161	12	11.54	104
Probation violation	38	12.06	315	26	13.90	187
	Baseline			**Follow-Up**		
CSA Supplemental Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
% positive tests		17.73[a]	203		33.49	212
% testing positive		53.54	203		38.38[a]	212

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2008–2009). Probation outcomes do not include at-risk youth; this program serves both at-risk and probation juveniles. Percentage of positive tests and percentage of youth who tested positive are measured at six months before program entry and at six months after program entry or at program exit, whichever comes first.

[a] Difference is statistically significant ($p < 0.05$).

Table E.5
Outcomes for Community-Based Gender-Specific Services, FY 2009–2010

	Program			Comparison		
CSA-Mandated Outcome	**Number[a]**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
Arrest	38	4.24	896	43	4.60	934
Incarceration	4	0.44	896	6	0.66	934
Completion of probation	20	15.63	128	18	15.93	113
Completion of restitution	15	20.27	74	13	17.81	73
Completion of community service	11	16.67	66	9	16.07	56
Probation violation	9	7.03	128	9	7.96	113
		Baseline			**Follow-Up**	
CSA Supplemental Outcome		**Mean**	**Sample Size**		**Mean**	**Sample Size**
Self-efficacy for girls		24.98	703		31.53[b]	703

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2008–2009). Probation outcomes do not include at-risk youth; this program serves both at-risk and probation juveniles. Mandated outcomes are measured at six months after program entry. The supplemental outcome is measured at program entry and at six months after program entry or at program exit, whichever comes first.

[a] Statistical significance testing is invalid if less than 5.

[b] Difference is statistically significant ($p < 0.05$).

Table E.6
Outcomes for High-Risk/High-Need Youth, FY 2009–2010

	Program			Comparison		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	276	29.05	950	453	26.29	1,723
Incarceration	136	14.32	950	199	11.55[a]	1,723
Completion of probation	143	16.23[a]	881	141	10.71	1,316
Completion of restitution	66	11.76	561	146	15.29	955
Completion of community service	51	13.04	391	75	10.95	685
Probation violation	121	13.73	881	210	15.96	1,316
		Baseline			**Follow-Up**	
CSA Supplemental Outcome	**Number[b]**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
Employment	0	0.00	408	218	53.43	408
Family relations		0.97	479		6.13[a]	479

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2008–2009). Mandated outcomes are measured at six months after program entry. Employment is measured at six months prior to program entry and at six months after program entry. Family relations are measured at program entry and six months after program entry or at program exit, whichever comes first.

[a] Difference is statistically significant ($p < 0.05$).

[b] Statistical significance testing is invalid if less than 5.

Initiative III: Enhanced School- and Community-Based Services

Table E.7
Outcomes for School-Based High School Probationers, FY 2009–2010

	Program			Comparison		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	739	17.92[a]	4,124	741	21.57	3,435
Incarceration	283	6.86	4,124	202	5.88	3,435
Completion of probation	606	15.41[a]	3,932	58	1.72	3,398
Completion of restitution	473	21.05[a]	2,247	268	15.33	1,746
Completion of community service	274	13.26[a]	2,067	19	1.15	1,646
Probation violation	387	9.84[a]	3,932	473	13.96	3,398
		Baseline			**Follow-Up**	
CSA Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
School attendance		65.20	3,316		92.47[a]	3,316
School suspensions	647	25.30	2,557	258	10.09[a]	2,557
School expulsions	96	3.97	2,416	21	0.87[a]	2,416
Strength score		9.09	2,634		16.47[a]	2,634
Risk score		6.41	2,633		3.54[a]	2,633

NOTE: The comparison group consists of regular supervision probationers matched to JJCPA youth based on age, race/ethnicity, gender, first year of probation supervision, instant offense, and gang affiliation. Mandated outcomes are measured at six months after program entry (treatment group) and at six months after beginning probation (comparison group). School-based supplemental outcomes are measured at the last complete academic period before program entry and at the 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.

[a] Difference is statistically significant ($p < 0.05$).

Table E.8
Outcomes for School-Based Middle School Probationers, FY 2009–2010

	Program			Comparison		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
Arrest	25	18.66	134	44	26.01	170
Incarceration	9	6.72	134	20	11.70	170
Completion of probation	26	21.14	123	3	2.16	157
Completion of restitution	11	17.74	62	12	15.38	77
Completion of community service	12	19.05	63	2	2.67	71
Probation violation	10	8.13	123	20	12.43	157
		Baseline			**Follow-Up**	
CSA Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number[a]**	**Mean**	**Sample Size**
School attendance		58.51	99		96.15[b]	99
School suspensions	33	44.59	74	14	18.92[b]	74
School expulsions	6	8.70	69	2	2.90	69
Strength score		8.01	75		15.68[b]	75
Risk score		6.00	75		4.07[b]	75

NOTE: The comparison group consists of regular supervision probationers matched to JJCPA youth based on age, race/ethnicity, gender, first year of probation supervision, instant offense, and gang affiliation. Mandated outcomes are measured at six months after program entry (treatment group) and at six months after beginning probation (comparison group). School-based supplemental outcomes are measured at the last complete academic period before program entry and at the 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.

[a] Statistical significance testing is invalid if less than 5.

[b] Difference is statistically significant ($p < 0.05$).

Table E.9
Outcomes for School-Based High School At-Risk Youth, FY 2009–2010

	Program			Comparison		
CSA-Mandated Outcome	**Number[a]**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
Arrest	45	5.86	768	29	5.87	494
Incarceration	2	0.26	768	4	0.81	494
Completion of probation		n.a.			n.a.	
Completion of restitution		n.a.			n.a.	
Completion of community service		n.a.			n.a.	
Probation violation		n.a.			n.a.	
		Baseline			**Follow-Up**	
CSA Supplemental Outcome	**Number[a]**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
School attendance		75.57	645		92.57[b]	645
School suspensions	145	27.78	522	34	6.51[b]	522
School expulsions	4	0.82	486	6	1.23	486
Strength score		10.39	476		19.79[b]	476
Barrier score		8.53	474		4.54[b]	474

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2008–2009). Mandated outcomes are measured at six months after program entry. School-based supplemental outcomes are measured at the last complete academic period before program entry and at the 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.

[a] Statistical significance testing is invalid if less than 5.

[b] Difference is statistically significant ($p < 0.05$).

Table E.10
Outcomes for School-Based Middle School At-Risk Youth, FY 2009–2010

	Program			Comparison		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
Arrest	37	4.42	838	14	1.83	766
Incarceration	10	1.19	838	1	0.13	766
Completion of probation		n.a.			n.a.	
Completion of restitution		n.a.			n.a.	
Completion of community service		n.a.			n.a.	
Probation violation		n.a.			n.a.	
		Baseline			**Follow-Up**	
CSA Supplemental Outcome	**Number[a]**	**Mean**	**Sample Size**	**Number[a]**	**Mean**	**Sample Size**
School attendance		76.99	771		96.99[b]	771
School suspensions	143	22.52	635	86	13.54[b]	635
School expulsions	0	0.00	606	2	0.33	606
Strength score		9.50	465		18.07[b]	465
Barrier score		7.56	464		4.45[b]	464

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2008–2009). Mandated outcomes are measured at six months after program entry. School-based supplemental outcomes are measured at last complete academic period before program entry and at the 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.

[a] Statistical significance testing is invalid if less than 5.

[b] Difference is statistically significant ($p < 0.05$).

Table E.11
Outcomes for Abolish Chronic Truancy, FY 2009–2010

	Baseline			Follow-Up		
CSA-Mandated Outcome	**Number[a]**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
Arrest	17	0.27	6,320	19	0.30	6,320
Incarceration	3	0.05	6,320	3	0.05	6,320
Completion of probation		n.a.			n.a.	
Completion of restitution		n.a.			n.a.	
Completion of community service		n.a.			n.a.	
Probation violation		n.a.			n.a.	
	Baseline			**Follow-Up**		
CSA Supplemental Outcome		**Mean**	**Sample Size**		**Mean**	**Sample Size**
School absences		16.57	2,877		9.37[b]	2,877

NOTE: Mandated outcomes are measured at six months before and at six months after program entry. The supplemental outcome is measured for the 180 days before for and the 180 days after program entry.

[a] Statistical significance testing is invalid if less than 5.

[b] Difference is statistically significant ($p < 0.05$).

Table E.12
Outcomes for After-School Enrichment and Supervision, FY 2009–2010

	Baseline			Follow-Up		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	50	8.67	577	21	3.64[b]	577
Incarceration	5	0.86	577	9	1.56	577
Completion of probation		n.a.			n.a.	
Completion of restitution		n.a.			n.a.	
Completion of community service		n.a.			n.a.	
Probation violation		n.a.			n.a.	
	Baseline			**Follow-Up**		
CSA Supplemental Outcome	**Number**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
After-school arrests (3:00 p.m.–6:00 p.m.)	9	1.56	577	1	0.17	577

NOTE: Mandated outcomes are measured at six months before and at six months after program entry. School attendance is measured at the last complete academic period before program entry and at the 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 youth; this program serves both at-risk and probation juveniles.

[a] Statistical significance testing is invalid if less than 5.

[b] Difference is statistically significant ($p < 0.05$).

Table E.13
Outcomes for Housing-Based Day Supervision, FY 2009–2010

	Baseline			Follow-Up		
CSA-Mandated Outcome	**Number[a]**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
Arrest	9	6.57	137	3	2.19	137
Incarceration	3	2.19	137	1	0.73	137
Completion of probation		n.a.			n.a.	
Completion of restitution		n.a.			n.a.	
Completion of community service		n.a.			n.a.	
Probation violation		n.a.			n.a.	
	Baseline			**Follow-Up**		
CSA Supplemental Outcome	**Mean**	**Sample Size**		**Mean**	**Sample Size**	
School days attended	67.57	118		97.38[b]	118	
	FY 2008–2009	**Sample Size**		**FY 2009–2010**	**Sample Size**	
Housing-project crime rate	997	11,273		1,136	11,273	

NOTE: Mandated outcomes are measured at six months before and at six months after program entry. School attendance is measured at the last complete academic period before program entry and at the first complete academic period after program entry. Housing-project crime rate (per 10,000 population) is measured for the previous year of the program and for the current year. There were too few probationers to report probation outcomes; this program serves both at-risk and probation juveniles.

[a] Statistical significance testing is invalid if less than 5.

[b] Difference is statistically significant ($p < 0.05$).

Table E.14
Outcomes for Inside-Out Writers, FY 2009–2010

	Program			Comparison		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	183	16.36[a]	1,125	446	29.69	1,502
Incarceration	125	11.11[a]	1,125	292	19.44	1,502
Completion of probation	78	7.39	1,055	74	5.56	1,331
Completion of restitution	27	4.50	600	103	11.81[a]	872
Completion of community service	22	4.64	474	33	5.10	647
Probation violation	302	28.63	1,055	271	20.36[a]	1,331
		Baseline			**Follow-Up**	
CSA Supplemental Outcome		**Mean**	**Sample Size**		**Mean**	**Sample Size**
Juvenile hall behavioral violations—SIRs		0.12	1,400		0.13	1,400

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2008–2009). Mandated outcomes are measured at 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.

[a] Difference is statistically significant ($p < 0.05$).

APPENDIX F

CSA-Mandated Outcomes, by Gender

This appendix provides statistics for the FY 2009–2010 big six outcomes by gender, for those programs for which gender data were available. Note that, in FY 2009–2010, gender information was not available for ACT, GSCOMM, HRHN, IOW, MH, PARKS, YSA, or YWAR (although one assumes all YWAR participants to be female).

Table F.1
Outcomes for Multisystemic Therapy, FY 2009–2010

	Females			Males		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	3	15.79	19	33	29.20	113
Incarceration	1	5.26	19	18	15.93	113
Completion of probation	2	11.11	18	13	11.71	111
Completion of restitution	4	33.33	12	10	15.15	66
Completion of community service	1	12.50	8	4	7.55	53
Probation violation	1	5.56	18	14	12.61	111

Table F.2
Outcomes for School-Based High School Probationers, FY 2009–2010

	Females			Males		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	92	10.36	888	647	19.99	3,236
Incarceration	28	3.15	888	255	7.88	3,236
Completion of probation	150	18.18	825	456	14.68	3,107
Completion of restitution	101	23.60	428	372	20.45	1,819
Completion of community service	61	14.66	416	213	12.90	1,651
Probation violation	72	8.73	825	315	10.14	3,107

Table F.3
Outcomes for School-Based Middle School Probationers, FY 2009–2010

	Females			Males		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	6	17.14	35	19	19.19	99
Incarceration	3	8.57	35	6	6.06	99
Completion of probation	6	19.35	31	20	21.74	92
Completion of restitution	5	31.25	16	6	13.04	46
Completion of community service	4	21.05	19	8	18.18	44
Probation violation	5	16.13	31	5	5.43	92

Table F.4
Outcomes for School-Based High School At-Risk Youth, FY 2009–2010

	Females			Males		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	19	5.48	347	25	7.33	341
Incarceration	2	0.58	347	0	0.00	341
Completion of probation		n.a.			n.a.	
Completion of restitution		n.a.			n.a.	
Completion of community service		n.a.			n.a.	
Probation violation		n.a.			n.a.	

NOTE: Gender was unknown for 80 youths in this program.

Table F.5
Outcomes for School-Based Middle School At-Risk Youth, FY 2009–2010

	Females			Males		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	8	2.14	373	27	6.09	443
Incarceration	2	0.54	373	6	1.35	443
Completion of probation		n.a.			n.a.	
Completion of restitution		n.a.			n.a.	
Completion of community service		n.a.			n.a.	
Probation violation		n.a.			n.a.	

NOTE: Gender was unknown for 22 youths in this program.

Table F.6
Outcomes for Housing-Based Day Supervision, FY 2009–2010

	Females			Males		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	2	2.99	67	1	1.47	68
Incarceration	0	0.00	67	1	1.47	68
Completion of probation		n.a.			n.a.	
Completion of restitution		n.a.			n.a.	
Completion of community service		n.a.			n.a.	
Probation violation		n.a.			n.a.	

NOTE: Gender was unknown for one youth in this program.

APPENDIX G

CSA-Mandated Outcomes, by Cluster

This appendix presents big six outcomes, by cluster, for each JJCPA program for which cluster data were available. Note that, in FY 2009–2010, cluster information was not available for ACT, GSCOMM, HRHN, IOW, MH, MST, PARKS, SNC, YSA, or YWAR.

Table G.1
Outcomes for School-Based High School Probationers, FY 2009–2010

Cluster	1		2		3		4		5	
Outcome	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**
Arrest	17.34	767	22.58	890	14.35	676	14.78	866	19.65	916
Incarceration	4.95	767	12.36	890	3.99	676	6.12	866	6.00	916
Complete probation	14.42	728	10.46	851	22.58	660	19.34	791	11.98	893
Restitution	21.75	423	12.42	483	30.13	375	24.13	402	19.71	558
Community service	12.99	385	9.20	489	19.76	329	15.60	327	11.63	533
Violation	9.62	728	12.93	851	6.21	660	6.57	791	12.65	893

NOTE: Cluster was unknown for nine youths in this program.

Table G.2
Outcomes for School-Based Middle School Probationers, FY 2009–2010

Cluster	1		2		3		4		5	
Outcome	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**
Arrest	11.76	17	21.57	51	8.33	24	24.24	33	22.22	9
Incarceration	0.00	17	11.76	51	0.00	24	6.06	33	11.11	9
Complete probation	31.25	16	12.77	47	34.78	23	21.43	28	11.11	9
Restitution	16.67	6	16.00	25	30.00	10	6.67	15	33.33	6
Community service	28.57	7	14.81	27	36.36	11	15.38	13	0.00	5
Violation	0.00	16	10.64	47	13.04	23	3.57	28	11.11	9

Table G.3
Outcomes for School-Based High School At-Risk Youth, FY 2009–2010

Cluster	1		2		3		4		5	
Outcome	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**
Arrest	5.66	106	3.28	183	5.17	58	5.24	210	9.60	198
Incarceration	0.00	106	0.55	183	0.00	58	0.00	210	0.51	198
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.	

NOTE: Cluster was unknown for 13 youths in this program.

Table G.4
Outcomes for School-Based Middle School At-Risk Youth, FY 2009–2010

Cluster	1		2		3		4		5	
Outcome	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**
Arrest	4.17	144	3.88	309	5.93	118	2.89	173	7.61	92
Incarceration	1.39	144	1.62	309	0.85	118	1.16	173	0.00	92
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.	

NOTE: Cluster was unknown for one youth in this program.

Table G.5
Outcomes for Housing-Based Day Supervision, FY 2009–2010

Cluster	1		2		3		4		5	
Outcome	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**
Arrest	3.57	28	1.64	61	0.00	10	2.86	35	0.00	0
Incarceration	0.00	28	1.64	61	0.00	10	0.00	35	0.00	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.	

NOTE: Cluster was unknown for three youths in this program.

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