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REPORT

Los Angeles County Juvenile Justice Crime Prevention Act

Fiscal Year 2010–2011 Report

Terry Fain • Susan Turner • Greg Ridgeway

Prepared for the Los Angeles County Probation Department

Safety and Justice

A RAND INFRASTRUCTURE, SAFETY, AND ENVIRONMENT PROGRAM

This research was prepared for the Los Angeles County Probation Department and was conducted within the Safety and Justice Program within RAND Infrastructure, Safety, and Environment (ISE).

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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, or 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 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 request that supplemental outcomes be measured for locally identified service needs. JJCPA programs were first implemented in the summer and fall of 2001 and are now in their 11th 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) 2010–2011 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 2009–2010 Report*, Santa Monica, Calif.: RAND Corporation, TR-988-LACPD, 2012
- 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, February 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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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 request that supplemental outcomes be measured for 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) 2010–2011, the state initially allocated approximately $25.2 million to Los Angeles County for JJCPA programs and services, but, because of California's continuing budget crisis, the actual budget was only $22.1 million. JJCPA funding represents roughly 15 percent of juvenile field expenditures, or about 5 percent of all expenditures for programming for juveniles.

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,[1] 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.

[1] 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 2010–2011

In FY 2010–2011, 36,749 youth received JJCPA services. Of these, 15,103 (41.1 percent) were at risk and 21,646 (58.9 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 2010–2011 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 2010–2011 Initiatives and Number of Youth Who Received Services

Initiative or Program	Abbreviation	Participants
I. Enhanced Mental Health Services		
Mental Health Screening, Treatment, and Assessment	MH	10,720
Special Needs Court	SNC	88
Multisystemic Therapy	MST	182
II. Enhanced Services to High-Risk/High-Need Youth		
Youth Substance Abuse Intervention	YSA	605
Gender-Specific Community (including Young Women at Risk)	GSCOMM (including YWAR)	799
High Risk/High Need	HRHN	2,073
III. Enhanced School- and Community-Based Services		
School-Based Probation Supervision for Probationers and At-Risk Youth (HS = high school, MS = middle school)	SBHS-PROB	5,518
	SBMS-PROB	180
	SBHS-AR	1,282
	SBMS-AR	1,196
Abolish Chronic Truancy	ACT	11,240
After-School Enrichment and Supervision	PARKS	590
Housing-Based Day Supervision	HB	174
Inside-Out Writers	IOW	2,102
Total		36,749

NOTE: The number of participants in a given program is determined by who received services during the fiscal year, which goes from July 1, 2010, through June 30, 2011. To allow a six-month eligibility period for recidivism, however, the number for whom outcomes are reported uses a reference period of January 1, 2010, through December 31, 2010. 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 2010–2011 Initiatives and the Number of Participants for Whom Outcomes Were Reported

Initiative or Program	Participants	Comparison Group	Comparison-Group Members
I. Enhanced Mental Health Services			
MH	868	FY 2009–2010 MH participants	2,306
SNC	52	SNC-identified near misses	42
MST	165	MST-identified near misses	105
II. Enhanced Services to High-Risk/High-Need Youth			
YSA	352	FY 2009–2010 YSA participants	340
GSCOMM (including YWAR)	470	FY 2009–2010 GSCOMM participants	894
HRHN	2,181	FY 2009–2010 HRHN participants	950
III. Enhanced School- and Community-Based Services			
SBHS-PROB	3,636	Routine probationers	3,288
SBMS-PROB	117	Routine probationers	270
SBHS-AR	792	FY 2009–2010 SBHS-AR participants	768
SBMS-AR	735	FY 2009–2010 SBMS-AR participants	838
ACT	5,941	Pre-post comparison	5,941
PARKS	560	Pre-post comparison	560
HB	95	Pre-post comparison	95
IOW	1,400	FY 2009–2010 IOW participants	1,125

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

Because youth in the MH program represent 80 percent of all youth in the Enhanced Mental Health Services initiative for whom big six outcomes were reported, the results for the initiative as a whole will necessarily be primarily influenced by those for the MH program. JJCPA youth in the Enhanced Mental Health Services initiative completed restitution at a significantly higher rate than comparison-group youth. Comparison-group youth were significantly more likely than program youth to be incarcerated. The two groups were not significantly different in rates of arrest, completion of probation, completion of community service, or probation violations. 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.

Overall, program youth in the Enhanced Services to High-Risk/High-Need Youth initiative had higher rates of completion of restitution but higher rates of arrests, incarcerations, and probation violations. Differences between the two groups in rates of completion of probation and completion of community service 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.

Taken as a whole, youth in the Enhanced School- and Community-Based Services initiative had significantly better outcomes on four of the big six measures than the baseline period or comparison group. Although comparison-group youth had significantly fewer incarcerations, program youth had significantly higher rates of completion of probation, restitution, and community service. Program youth also had a significantly lower rate of probation violations than comparison-group youth. The two groups did not differ significantly in arrest rates. 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, except for special incident reports (SIRs) in the IOW program, in which there was no significant difference in rates between the two periods measured. HB housing-project crime rates were lower in FY 2010–2011 than in FY 2009–2010, but significance testing between the two rates is not possible.

Historical and Contemporaneous Comparison Groups and Pre-Post Comparisons

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 arrest rates, for which the two groups were not significantly different, and incarcerations, for which the comparison group had a significantly lower rate. Outcomes for SBMS-PROB youth were significantly different from those of the comparison group for successful completion of probation and probation violations, but the comparison group had a significantly lower incarceration rate. 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. MH participants were significantly more likely to complete restitution than their FY 2009–2010 counterparts but had a significantly higher incarceration rate. Other MH big six outcomes did not differ significantly between the two groups. FY 2010–2011 IOW participants had significantly higher rates of completion of probation and restitution, as well as a lower rate of probation violations, than the FY 2009–2010 cohort. SBMS-AR youth had a significantly lower arrest rate than in the previous year. The two YSA cohorts differed only in completion of restitution, for which the FY 2009–2010 had a significantly higher rate. FY 2010–2011 GSCOMM (including YWAR) participants had significantly higher rates of completion of probation and restitution than the previous year's cohort.

In the three programs (ACT, HB, and PARKS) that used a pre-post design, differences between the baseline and follow-up outcomes were not significantly different, 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. 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.[2] If the two cohorts have different baseline risk profiles, this method will control for such differences. 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.

Out of 34 outcomes for the seven programs that used the prior year's cohort as a comparison group (six outcomes for GSCOMM/YWAR, HRHN, IOW, MH, and YSA and two outcomes for SBHS-AR and SBMS-AR), participants met expectations in 23 outcomes, exceeded expectations in five outcomes, and failed to perform up to expectations in six outcomes. The fact that the unfavorable outcomes all occurred in arrest and incarceration rates for three programs and that baseline rates for all six outcomes differed significantly between the two years suggests the possibility that these programs may have accepted higher-risk participants in FY 2010–2011 than in FY 2009–2010, but we have no independent corroboration that this was the case.

JJCPA Per Capita Costs

A total of 36,749 youth were served in Los Angeles County JJCPA programs in FY 2010–2011, at a total cost of $22,118,869, or $602 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 SNC, 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 2010–2011, and the cost per program participant. Overall, the cost per youth in the Enhanced Mental Health Services initiative in FY 2010–2011 was $495, whereas the Enhanced Services to High-Risk/High-Need Youth initiative cost $1,646 per youth served, and the Enhanced School- and Community-Based Services programs spent $492 per youth.

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[2] 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.

[3] The number of youth served in FY 2010–2011 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.

Table S.3
Estimated Per Capita Costs, by JJCPA Program, FY 2010–2011

Initiative or Program	Youth Served	Budget ($)	Per Capita Expenditure ($)
Enhanced Mental Health Services initiative	10,990	5,441,196	495
MH	10,720	3,886,563	363
SNC	88	1,154,052	13,114
MST	182	400,581	2,201
Enhanced Services to High-Risk/High-Need Youth initiative	3,477	5,723,898	1,646
YSA	605	952,331	1,574
GSCOMM (including YWAR)	799	837,492	1,048
HRHN	2,073	3,934,075	1,898
Enhanced School- and Community-Based Services initiative	22,282	10,953,775	492
SBHS-PROB	5,518	5,645,319	1,023
SBMS-PROB	180	189,244	1,051
SBHS-AR	1,282	1,134,250	885
SBMS-AR	1,196	1,239,790	1,037
ACT	11,240	375,371	33
PARKS	590	1,293,731	2,193
HB	174	877,107	5,041
IOW	2,102	198,964	95
All programs	36,749	22,118,869	602

NOTE: Total budget for an initiative might not equal the sum of budgets of its component parts because we have rounded to the nearest dollar.

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, the cost of receiving 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 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 compari-

sons for program participants in the six months after entering JJCPA programs versus the prior six months.[4]

Total Cost of Programs and Initiatives

Table S.4 shows the mean total cost per participant in JJCPA programs in FY 2010–2011. 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 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 ($7,428) than in the baseline period ($5,496), 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 average cost savings in arrests and court costs, and several programs also reduced juvenile hall and camp costs, some by a substantial amount. If these cost savings were accumulated over a longer period of time, they might offset the relatively high initial investment made in program costs. We are not able to extend the time frame to measure changes, however, because not enough time has elapsed to allow us to obtain data beyond a six-month period. With a longer follow-up period, the initial program costs may be offset by reductions in subsequent arrests 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 2010–2011 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 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 costs but much higher camp, juvenile hall, and court 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, with camp costs averaging $3,042 less in the follow-up period than in the baseline period. The Enhanced School- and Community-Based Services initiative, which targets a combination of probationers and at-risk youth, showed a similar pattern to the Enhanced Services to High-Risk/High-Need Youth initiative, with increased program and supervision costs during the follow-up period but lower costs for arrest, juvenile hall, camp, and court than in the baseline period.

[4] These are baseline and follow-up costs for program participants only and do not include any comparison-group costs.

Table S.4
Mean of the Total Estimated Cost per Participant, by JJCPA Program, FY 2010–2011 ($)

	Baseline			Follow-Up				
Initiative or Program	Mean	95% CI		Mean	95% CI		Participants	Difference
Enhanced Mental Health Services initiative	7,440	7,269	7,610	13,789	13,566	14,013	9,675	–6,349
MH	7,455	7,283	7,626	13,882	13,654	14,109	9,458	–6,427
SNC	12,737	8,917	16,558	17,757	14,612	20,903	52	–5,020
MST	4,897	4,035	5,759	7,216	6,242	8,191	165	–2,319
Enhanced Services to High-Risk/High-Need Youth initiative	10,464	10,083	10,845	8,295	7,986	8,604	3,003	2,169
YSA	8,057	7,155	8,959	7,719	6,891	8,547	352	338
YWAR and GSCOMM	1,164	859	1,470	2,212	1,890	2,535	470	–1,048
HRHN	12,857	12,357	13,357	9,699	9,300	10,097	2,181	3,158
Enhanced School- and Community-Based Services initiative	2,956	2,874	3,039	2,595	2,516	2,675	13,276	361
SBHS-PROB	7,086	6,864	7,308	4,869	4,670	5,068	3,636	2,217
SBMS-PROB	5,047	4,366	5,728	4,234	3,570	4,898	117	813
SBHS-AR	158	97	218	493	342	644	792	–335
SBMS-AR	47	13	81	322	223	421	735	–275
ACT	15	7	22	64	47	82	5,941	–49
PARKS	939	628	1,251	2,144	1,837	2,451	560	–1,205
HB	773	286	1,261	4,224	3,890	4,559	95	–3,451
IOW	8,605	8,102	9,108	9,748	9,236	10,260	1,400	–1,143
All programs	5,496	5,408	5,584	7,428	7,328	7,527	25,954	–1,931

NOTE: CI = confidence interval. 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. Means and CIs at the initiative level are weighted averages of the individual programs within each initiative.

Table S.5
Mean Net Costs for Initiatives, FY 2010–2011 ($)

Component	Enhanced Mental Health Services	Enhanced Services to High-Risk/High-Need Youth	Enhanced School- and Community-Based Services
Program	–409	–1,522	–425
Supervision	–330	–60	–245
Arrest	213	20	99
Juvenile hall	–1,025	134	24
Camp	–3,460	3,042	287
Court	–1,339	545	351
Total	–6,349	2,169	361

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 mean 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.

Conclusions

As with any evaluation, there are inherent limitations in our assessment of the JJCPA program in Los Angeles County. 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. 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.

Data used to compute outcome measures were extracted from databases maintained by Probation. Probation has worked with RAND 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.

Data for some programs were relatively complete, and, for some programs, more data for supplemental outcomes were available in FY 2010–2011 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. RAND will continue to work with Probation to increase the amount of data available for supplemental outcomes for all JJCPA programs.

The severe recession that began in late 2007 continued to affect JJCPA funding in Los Angeles County in FY 2010–2011. Total JJCPA funding for FY 2010–2011 remained approximately 30 percent lower than in years before the recession began. Funding in FY 2009–2010 was also about 30 percent lower than in previous years. Over the past two years, Probation has

adjusted the criteria for participation in some JJCPA programs and made other changes that have allowed approximately as many youth to receive JJCPA services as during the years of higher funding. With the state's budget woes continuing, the level of JJCPA funding for future years remains uncertain.

FY 2010–2011 was the tenth 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.

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Abbreviations

AB	assembly bill
ACT	Abolish Chronic Truancy
ADA	average daily attendance
APA	American Psychiatric Association
BJS	Bureau of Justice Statistics
BOC	Board of Corrections
BSI	Brief Symptom Inventory
CBO	community-based organization
CCTP	Camp Community Transition Program
CI	confidence interval
CPOST	Commission on Peace Officer Standards and Training
CSA	Corrections Standards Authority
DA	district attorney
DMH	Department of Mental Health
DOJ	U.S. Department of Justice
DPO	deputy probation officer
DSM-IV	*Diagnostic and Statistical Manual of Mental Disorders: DSM-IV*
FFT	Functional Family Therapy
FY	fiscal year
GAF	Global Assessment of Functioning
GED	General Educational Development Test
GIS	Gang Intervention Services
GSCOMM	Gender-Specific Community

HB	Housing-Based Day Supervision
HRHN	High Risk/High Need
IAP	Intensive Aftercare Program
IOW	Inside-Out Writers
ISE	RAND Infrastructure, Safety, and Environment
JJCPA	Juvenile Justice Crime Prevention Act
LAPD	Los Angeles Police Department
LARRC	Los Angeles Risk and Resiliency Checkup
LAUSD	Los Angeles Unified School District
MAYSI	Massachusetts Youth Screening Instrument
MH	Mental Health Screening, Assessment, and Treatment
MHA	Mental Health America
MST	Multisystemic Therapy
MTFC	multidimensional-treatment foster care
n.a.	not applicable
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
SBHS-AR	School-Based Probation Supervision for At-Risk High-School Youth
SBHS-PROB	School-Based Probation Supervision for High-School Probationers
SBMS-AR	School-Based Probation Supervision for At-Risk Middle-School Youth
SBMS-PROB	School-Based Probation Supervision for Middle-School Probationers
SIR	special incident report
SLC	social learning curriculum
SNC	Special Needs Court
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 (California Board of Corrections and Rehabilitation, 2012). 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 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 request that supplemental outcomes be measured for locally identified service needs (CSA, 2012).

JJCPA programs were first implemented in the summer and fall of 2001 and are now in their 11th year of funding. In the tenth year of funding (fiscal year [FY] 2010–2011), 56 counties participating in JJCPA had expended or encumbered approximately $83.7 million to administer a total of 149 JJCPA programs to 98,199 at-risk youth and young offenders.[1] In addition, the counties contributed almost $14.7 million to support JJCPA programs, making the total JJCPA budget approximately $98.4 million for FY 2010–2011. Statewide, JJCPA participants had statistically lower rates of arrest and incarceration and significantly higher rates of completion of probation and completion of community service. At the state level, JJCPA youth had significantly better school attendance, achieved significantly higher grade-point averages, and were significantly less likely to receive a sustained petition for a new law violation. In FY 2010–2011, differences between the two groups in probation violations and completion of restitution were not statistically significant (CSA, 2012).

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 2010–2011, the state initially allocated approximately $25.2 million to Los Angeles County for JJCPA programs and services, but, because of California's continuing budget crisis, the actual budget was only $22.1 million. JJCPA funding represents roughly 15 percent of juvenile field expenditures, or about 5 percent of all expenditures for programming for juveniles.

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.

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[1] A participant is counted each time he or she enters a program, so a given individual might be counted in more than one program or more than once within the same program.

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 and ethnicity)
- criminal history factors (degree of involvement in the criminal justice system)
- severity of the 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 other characteristics between the two groups. There are several ways to construct comparison groups. Sometimes, it is necessary to use an 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 other than probation violations 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 and 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 the 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 and 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 compari-

[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 Medicaid 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 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.

son groups had been used for Mental Health Screening, Treatment, and Assessment (MH), HRHN, and at-risk youths in the middle school–based and high school–based programs (SBMS-AR and 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 that the current year's participants would perform at least as well as those of the previous year. In FY 2008–2009, Young Women at Risk (YWAR), Gender-Specific Community Programs (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 2010–2011 as in FY 2008–2009 and FY 2009–2010.

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 results 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. Thus, we say that larger samples have more statistical power, while smaller samples have less statistical power.

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 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

[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.

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. However, we are unable to test this hypothesis.

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 each 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 Recent Changes and Enhancements

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 SNC participants have significant mental health issues.

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 may not be correct from year to year. We 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 at baseline over the two years.[4]

Each of the big six outcomes is measured for both baseline and follow-up periods for both the current and previous years.[5] For arrests, incarcerations, and probation violations, if the lower bound of a 95-percent confidence interval (CI) for the odds ratio of the interaction term

[4] 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*.

[5] 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).

year × *post* is greater than 1, 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 cohort for that measure.[6] If the lower bound of the 95-percent CI is less than 1 and the upper bound is greater than 1, we can conclude that the two cohorts are not significantly different from each other. If the upper bound of the 95-percent CI is less than 1, 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 1, we can conclude that the current year's cohort had a more favorable outcome (i.e., improved more), while an upper bound of the CI less than 1 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 CIs in the tables presenting the results of our difference-in-differences analyses always refers to the interaction term *year* × *post*.

Organization of This Report

The remainder of this report focuses specifically on JJCPA programs in Los Angeles County in FY 2010–2011. 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 2010–2011. Chapter Three compares, for each JJCPA program and initiative, mean juvenile justice costs in the six months before beginning the program to similar costs in the six months after beginning the program. Summary and conclusions of the evaluation of JJCPA in FY 2010–2011 are presented in Chapter Four.

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

CHAPTER TWO

Current JJCPA Programs and FY 2010–2011 Outcome Measures

In this chapter, we report outcome measures for each JJCPA program in Los Angeles County in FY 2010–2011, 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 2010–2011

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 2010–2011, 36,749 youth received JJCPA services. Of these, 15,103 (41.1 percent) were at risk and 21,646 (58.9 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 2010–2011 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 who had 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 2010–2011 Initiatives and Number of Youth Who Received Services

Initiative or Program	Abbreviation	Participants
I. Enhanced Mental Health Services		
Mental Health Screening, Treatment, and Assessment	MH	10,720
Special Needs Court	SNC	88
Multisystemic Therapy	MST	182
II. Enhanced Services to High-Risk/High-Need Youth		
Youth Substance Abuse Intervention	YSA	605
Gender-Specific Community (including Young Women at Risk)	GSCOMM (including YWAR)	799
High Risk/High Need	HRHN	2,073
III. Enhanced School- and Community-Based Services		
School-Based Probation Supervision for Probationers and At-Risk Youth	SBHS-PROB	5,518
	SBMS-PROB	180
	SBHS-AR	1,282
	SBMS-AR	1,196
Abolish Chronic Truancy	ACT	11,240
After-School Enrichment and Supervision	PARKS	590
Housing-Based Day Supervision	HB	174
Inside-Out Writers	IOW	2,102
Total		36,749

NOTE: The number of participants in a given program is determined by who received services during the fiscal year, which goes from July 1, 2010, through June 30, 2011. To allow a six-month eligibility period for recidivism, however, the number for whom outcomes are reported uses a reference period of January 1, 2010, through December 31, 2010. 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; few, if any, placement options for crossover populations; and no cost-effective family-based community treatment service. These problems were addressed in FY 2010–2011 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 2010–2011

Table 2.2
Programs in the Three JJCPA FY 2010–2011 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	868	FY 2009–2010 MH participants	2,306
SNC	52	SNC-identified near misses	42
MST	165	MST-identified near misses	105
II. Enhanced Services to High-Risk/High-Need Youth			
YSA	352	FY 2009–2010 YSA participants	340
GSCOMM (including YWAR)	470	FY 2009–2010 GSCOMM participants	894
HRHN	2,181	FY 2009–2010 HRHN participants	950
III. Enhanced School- and Community-Based Services			
SBHS-PROB	3,636	Routine probationers	3,288
SBMS-PROB	117	Routine probationers	270
SBHS-AR	792	FY 2009–2010 SBHS-AR participants	768
SBMS-AR	735	FY 2009–2010 SBMS-AR participants	838
ACT	5,941	Pre-post comparison	5,941
PARKS	560	Pre-post comparison	560
HB	95	Pre-post comparison	95
IOW	1,400	FY 2009–2010 IOW participants	1,125

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 10,990 youth (10,720 in MH, 88 in SNC, and 182 in MST) received services in the programs of the Enhanced Mental Health Services initiative in FY 2010–2011. Table 2.3 lists the programs that constitute the Enhanced Mental Health Services initiative, along with 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 2010–2011. Except where specifically noted, all of the outcome differences listed were statistically significant ($p < 0.05$), meaning that JJCPA youth outcomes were significantly different from those of comparison-group youth.[2] Sample sizes indicated are for the entire program and comparison groups. Because probation outcomes are

[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

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 2009–2010 or FY 2010–2011 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 FY 2009–2010 or FY 2010–2011 who were identified as similar to MST participants

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 for 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).

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 Ado-

requirement, so testing for statistical significance was not appropriate in these cases. In such instances, we report differences as "not statistically testable."

lescent 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 2010–2011 participants and the comparison group, which consists of all MH participants from the previous year (FY 2009–2010) who received mental health treatment.

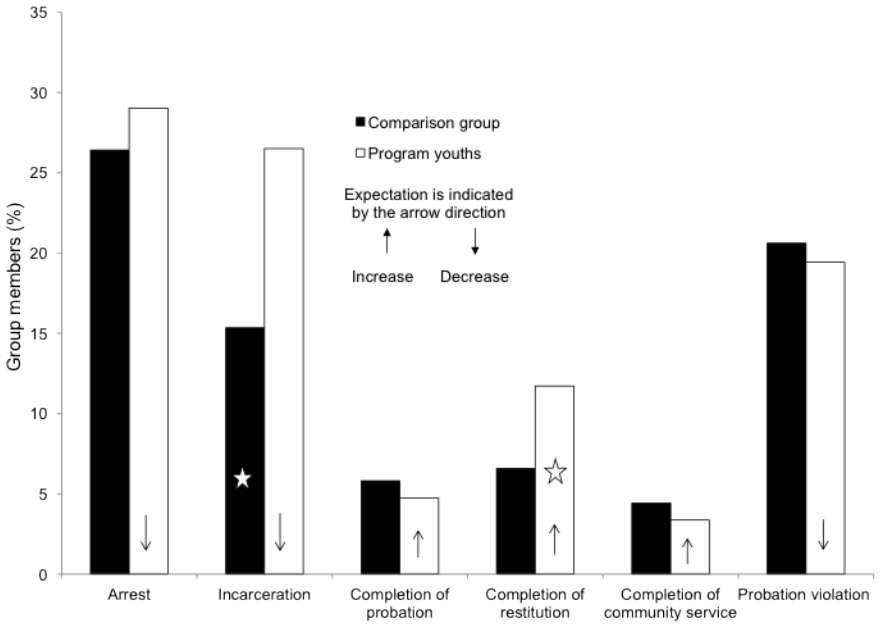
For both MH youth and the comparison group, big six outcomes are measured during the six months following release from juvenile hall. It should be noted that the length of stay in the hall can differ widely among juveniles, so, for those with short stays, outcomes are measured fairly soon after entry into juvenile hall. For others, outcomes can reflect behaviors 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 868 youth in the MH program who received mental health treatment in FY 2010–2011 and 2,306 comparison-group youth who received mental health treatment in FY 2009–2010. The FY 2010–2011 cohort had a significantly higher rate of completion of restitution (11.7 percent versus 6.6 percent for the FY 2009–2010 cohort). However, the FY 2009–2010 cohort had significantly fewer incarcerations (15.4 percent versus 26.5 percent). Differences in rates of arrest, completion of probation, completion of community service, and probation violation were not significantly different for the two cohorts. BSI scores were available for only 99 of the 868 MH youth. Even so, mean BSI scores were significantly lower (48.57) three weeks following program entry or at release from juvenile hall than the mean at program entry (52.87). 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 2010–2011



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 2010–2011.[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 differ from the findings of a simple comparison only in arrests, for which the FY 2009–2010 cohort showed significantly more improvement between baseline and follow-up rates than the FY 2010–2011 cohort. This discrepancy may be explained by the fact that the two cohorts differed significantly ($p < 0.05$) at baseline for arrest rates, while, at follow-up, there was no significant difference in arrests between cohorts.

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 rearrest

[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 Mental Health Outcomes

	Mean: Previous Year (%)		Mean: Current Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	50.35	26.41	44.59	29.03	–8.38	1.437	1.137–1.815
Incarceration	19.56	15.35	13.59	26.50	–17.12	3.072	2.300–4.103
Completion of probation	1.59	5.82	1.38	4.74	0.87	0.930	0.402–2.154
Completion of restitution	9.16	6.59	5.98	11.72	–8.31	2.982	1.685–5.277
Completion of community service	1.55	4.43	0.58	3.38	0.08	2.027	0.403–10.180
Probation violation	2.04	20.67	1.99	19.43	1.19	0.949	0.485–1.857

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.

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 then–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. Although problem-solving courts (such as drug courts) have some evidence base for effectiveness, evidence for the potential success of mental health courts can, at 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 program 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 rearrests 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).

A subsequent meta-analysis of 50 studies involving 55 evaluations of drug courts found that offenders who participated in drug courts were less likely to reoffend than similar offenders sentenced to more-traditional correctional options. Reduction in overall offending was roughly 26 percent across all studies and 14 percent for two high-quality randomized studies (Wilson, Mitchell, and Mackenzie, 2006).

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 the 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 2009–2010 or FY 2010–2011, primarily because they were not deemed sufficiently "serious." SNC and comparison-group youth showed similar demographic distributions, as indicated in Table 2.5. None of the differences between the two groups was statistically significant.

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

Table 2.5
Demographic Factors for Special Needs Court and Comparison Group

Factor	SNC	Comparison Group
Mean age (years)	15.3	15.3
Gender (%)		
Male	84.6	69.0
Female	15.4	31.0
Race and ethnicity (%)		
Black	39.2	31.0
White	5.9	0.0
Hispanic	49.0	64.3
Other	5.9	4.8

SOURCE: Analysis of data from Probation's database.

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* (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 52 SNC youth with 42 comparison-group youth. GAF scores increased significantly, from 45.8 to 51.8 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. Difference in arrest rates between the two groups was not significantly different. Differences between the two groups for the remaining big six outcomes were not statistically testable due to small sample sizes.

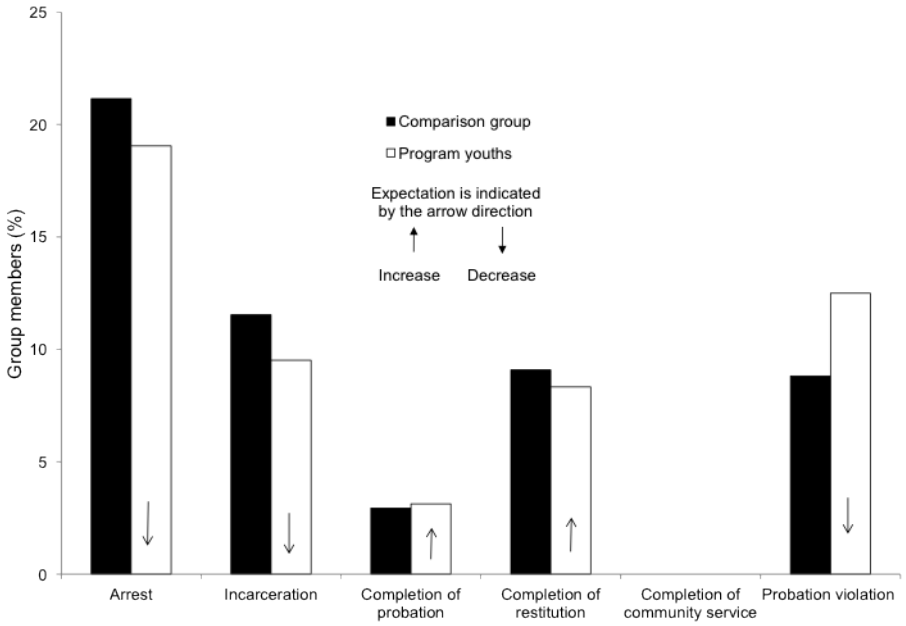
For outcomes, see Figure 2.2, with complete details given in Table E.2 in Appendix E. Cluster and gender data were not available for SNC participants in FY 2010–2011.

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.

[4] GAF scores were available for 45 of the 50 SNC participants in FY 2010–2011.

Figure 2.2
Special Needs Court Outcomes, FY 2010–2011



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.

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 a 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 and FY 2010–2011 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. A large majority (84.2 percent) of MST program youth were Hispanic. For the comparison group, we have no data on race and ethnicity. The two groups had slightly different gender distributions, with males making up 79.4 percent of the MST youth and 72.4 percent of the comparison group, a difference that was not statistically significant. Mean age was 15.5 years 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.

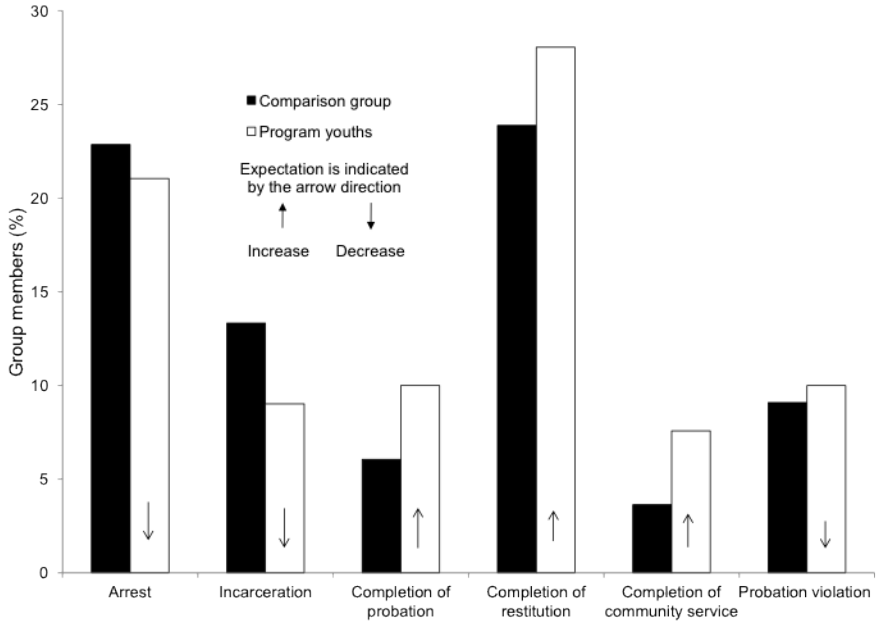
Outcomes

Outcome analyses examined 165 MST youth and 105 comparison-group youth. Because of small sample size in both program and comparison group in successful completion of community service, differences between the two groups were not statistically testable for this outcome. Differences between the two groups in other big six outcomes were not statistically significant. School attendance data were available for 48 of the 165 MST youth. Data on suspension and expulsion were available for 33 and 32 MST participants, respectively. Attendance improved, and 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 the numbers were too small to allow for statistical testing. Outcomes are shown in Figure 2.3, with complete details in Table E.2 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 2010–2011.

Summary of Outcomes for the Enhanced Mental Health Services Initiative

Because youth in the MH program represent 80 percent of all youth in the Enhanced Mental Health Services initiative for whom big six outcomes were reported, the results for the initiative as a whole will necessarily be primarily influenced by those for the MH program. JJCPA youth in the Enhanced Mental Health Services initiative completed restitution at a significantly higher rate than comparison group youth. Comparison-group youth were significantly less likely to be incarcerated than those in the Enhanced Mental Health Services initiative.

Figure 2.3
Multisystemic Therapy Outcomes, FY 2010–2011



The two groups were not significantly different in rates of arrest, completion of probation, completion of community service, and probation violations. 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.

The difference-in-differences analyses for MH agreed with the results of a simple comparison between the two cohorts except for arrests, for which the FY 2009–2010 cohort showed significantly more improvement between baseline and follow-up rates than the FY 2010–2011 cohort.

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 the YSA, GSCOMM, and HRHN programs.[5] 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

[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

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

The three programs in this initiative—YSA, GSCOMM, and HRHN—were evaluated by comparing their outcome measures with those reported for participants in the same program in FY 2009–2010. For this reason, we include a difference-in-differences analysis for each of the programs in this initiative.

A total of 3,477 youth (605 in YSA, 799 in GSCOMM, and 2,073 in HRHN) received services in FY 2010–2011 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 (CCTP), 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 and 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 and 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 their control (Whitten, 2005). YSA's approach is similar to those of the interventions cited above.

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 performing at least as well in the current year as in the previous year. In FY 2010–2011, the comparison group consisted of YSA participants whose outcomes were reported in FY 2009–2010. Big six outcomes for both groups were measured for the six months following program entry.

Supplemental outcomes for this program were measured as the percentage of positive drug tests among probationers with testing orders and 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.

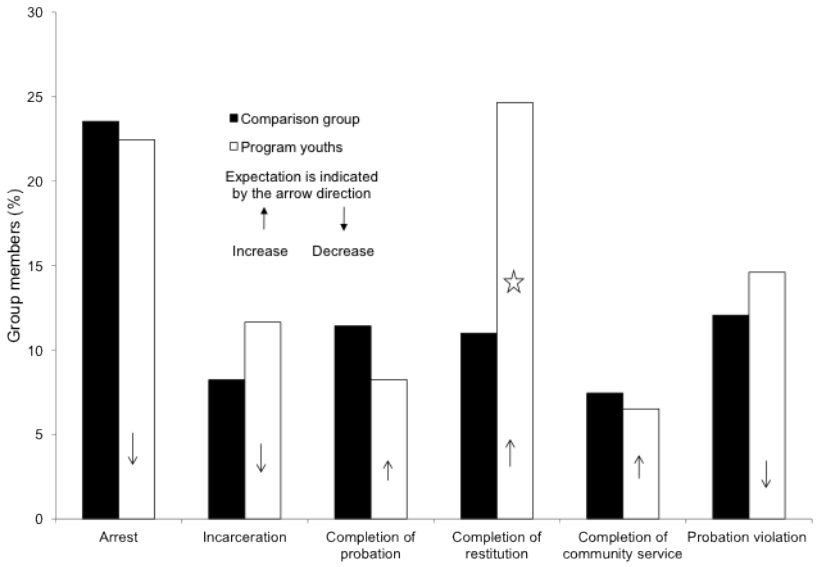
Outcomes

Outcome measures were based on the performance of 352 YSA youth in FY 2010–2011 and 340 in FY 2009–2010. The FY 2010–2011 youth were significantly more likely to complete restitution (24.6 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, 55.2 percent of 177 tests were positive in the six months before program entry, compared with 34.2 percent of 192 tests in the six months following program entry, a statistically significant difference. Of those tested, 29.7 percent had a positive test in the six months following program entry, versus 14.7 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 from FY 2010–2011.

Figure 2.4
Youth Substance Abuse Intervention Outcomes, FY 2010–2011



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

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. For each of the big six outcomes in the YSA program, 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. We could not evaluate the two groups on completion of community service because the baseline for the previous cohort was 0.[6] The FY 2010–2011 cohort showed more improvement between baseline and follow-up in completion of restitution than the previous year's cohort. For the other four outcome measures, because the lower bound of each of the 95-percent CIs is less than 1 and the upper bound is greater than 1, 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.

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.

[6] A baseline of 0 means there is a denominator of 0 in the logistic regression equation. Because any real number divided by 0 produces a value of infinity, the logistic regression cannot converge.

Table 2.7
Means, Odds Ratios, and Confidence Intervals for Youth Substance Abuse Intervention Outcomes

	Mean: Previous Year (%)		Mean: Current Year (%)				
Outcome	**Baseline**	**Follow-Up**	**Baseline**	**Follow-Up**	**Diff – Diff (%)**	**Odds Ratio**	**95% CI**
Arrest	33.82	23.53	37.78	22.44	5.05	0.792	0.494–1.268
Incarceration	9.12	8.24	10.51	11.65	–2.02	1.255	0.615–2.559
Completion of probation	0.96	11.43	1.31	8.25	3.53	0.510	0.103–2.514
Completion of restitution	17.09	11.00	15.17	24.65	–15.57	3.051	1.434–6.492
Completion of community service	0.00	7.45	0.55	6.52	1.48	—	—
Probation violation	6.41	12.06	7.87	14.60	–1.08	1.000	0.463–2.157

NOTE: The odds ratio for completion of community service could not be computed because the baseline for the prior year's cohort was 0. 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.

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.

Female participants are referred to the gender services by school-, park-, and housing-based DPOs. The DPOs rely on the Los Angeles Risk and Resiliency Checkup (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 and have elevated risks across multiple domains, such as delinquency, substance abuse, and individual factors.[7] 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 posttest comparisons. The program goals are

- reduced arrest rates
- increased awareness of positive coping skills
- increased knowledge of healthy dating relationships

[7] 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.

- 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):

- 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 2009–2010), with the goal of performing 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.

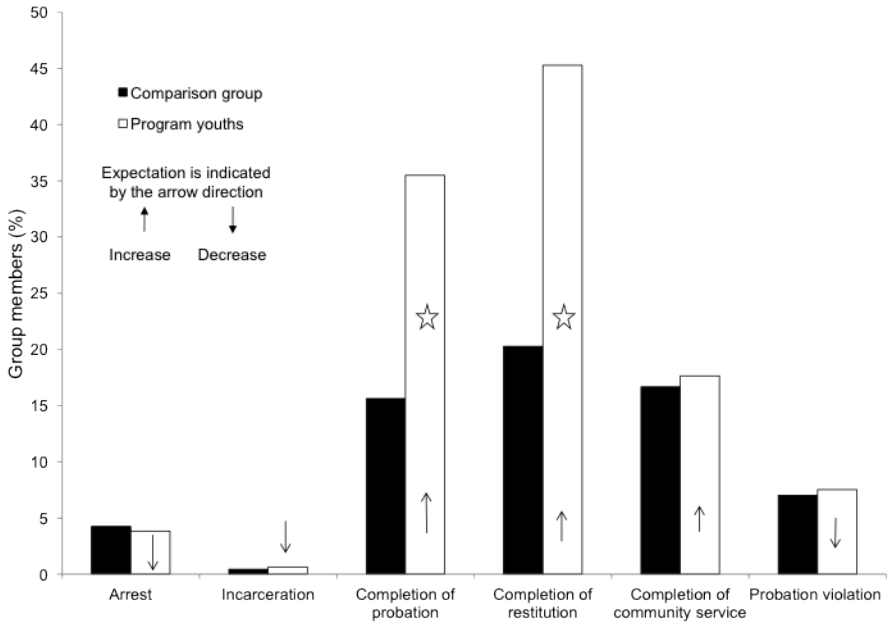
Big six outcomes for both cohorts were measured in the six months following entry into the program. The supplemental outcome—mean scores on the self-efficacy scale for girls—was measured at program entry and at six months following program entry or at program exit, whichever occurred first.

Outcomes

For outcome measures, we compared outcomes for 470 program youth from GSCOMM programs, including YWAR, with those of 894 youth whose outcomes were reported in FY 2009–2010. FY 2010–2011 showed significantly higher rates of completion of probation (35.5 percent versus 15.6 percent) and completion of restitution (45.3 percent versus 20.3 percent) than the FY 2009–2010 cohort.

Mean self-efficacy scores for girls improved significantly between program entry (24.7) and six months after program entry (30.6). 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 for FY 2010–2011.

Figure 2.5
Gender-Specific Community Outcomes, FY 2010–2011



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

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. For each of the big six outcomes in the GSCOMM program (including YWAR), 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. We were unable to compare the two groups for completion of community service because the baseline for the current year's cohort was 0. The difference-in-differences analysis for completion of restitution showed that the FY 2010–2011 cohort improved more between baseline and follow-up than the FY 2009–2010 cohort, consistent with the results of a simple comparison between outcomes for the two cohorts. For completion of probation, however, although a simple comparison showed the FY 2010–2011 cohort to have a significantly higher rate than the FY 2009-2010 cohort, this result was not supported by a difference-in-differences analysis, which showed no significant difference between the two groups. The unusually large CI for completion of probation is probably attributable to low sample size because only 93 GSCOMM/YWAR youth were probationers.

The High Risk/High Need 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 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

Table 2.8
Means, Odds Ratios, and Confidence Intervals for Gender-Specific Community and Young Women at Risk Outcomes

	Mean: Previous Year (%)		Mean: Current Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	7.94	4.25	5.74	3.83	–1.78	1.270	0.610–2.643
Incarceration	1.79	0.45	1.49	0.64	–0.49	1.723	0.300–9.893
Completion of probation	1.59	15.63	2.27	35.48	–19.17	2.060	0.257–16.483
Completion of restitution	16.22	20.27	14.29	45.28	–26.94	3.780	1.052–13.584
Completion of community service	1.52	16.67	0.00	17.65	–2.50	—	—
Probation violation	7.14	7.03	2.27	7.53	–5.37	3.560	0.551–22.978

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.

- 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 Functional Family Therapy (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 consists of two components: a home-based component and a job-based component. A given individual may receive services from either component or from both. As the name suggests, HRHN participants are in significant need of services and at high risk for delinquency. Thus, the program attempts to intervene intensely to mitigate risks and supply needs. As we discuss in Chapter Three, this makes HRHN one of the more costly JJCPA programs per capita.

The HRHN program employs a social learning curriculum (SLC) in its home-based service components. Services are targeted not at the youth alone but at the entire family and other parts of the youth's environment. The focus is on school attendance and performance, parenting skills, and family functioning. 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 job component of the HRHN program 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 instructions 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 instructions, 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 2009–2010). Because we had no demographic data other than age for either cohort of HRHN youth, 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.

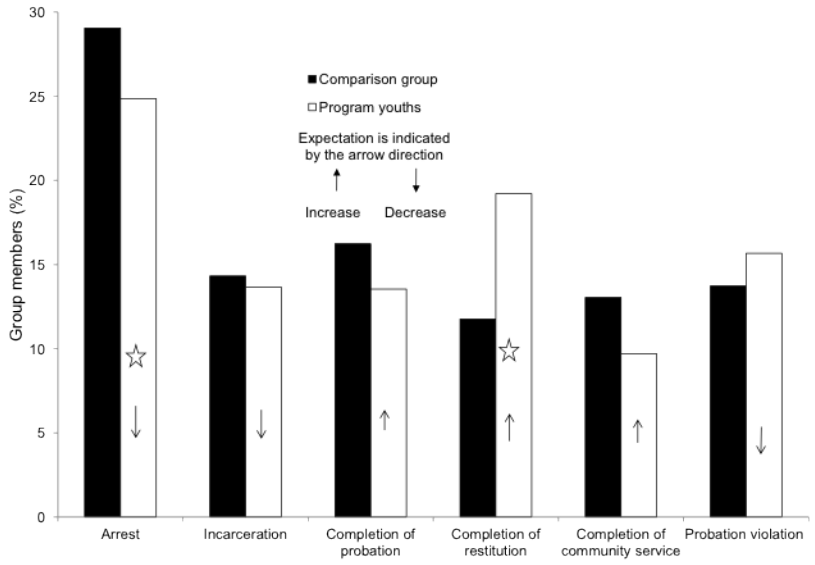
Outcomes

For outcome analyses, we examined 2,181 HRHN probationers and 950 comparison-group probationers whose outcomes were reported in FY 2009–2010. The FY 2010–2011 HRHN probationers had a significantly lower arrest rate (24.8 percent versus 29.0 percent) and were more likely to successfully complete restitution (19.2 percent versus 11.8 percent). Differences between the two groups in the other four big six outcomes were not statistically significant.

Of the 601 participants in the HRHN employment component for whom we had data, none was employed in the six months before program entry, whereas 266 (44.3 percent) were employed in the six months following entry into the community phase of the program. For 1,188 home-based HRHN participants with nonmissing data, mean family-relation scale scores were significantly higher six months after program entry (6.29) than at program entry (3.47).

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 for FY 2010–2011.

Figure 2.6
High Risk/High Need Outcomes, FY 2010–2011



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

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. For each of the big six outcomes in 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. The current year's cohort performed better in completing restitution, a finding consistent with a simple comparison between the two groups. By contrast, the difference-in-differences analyses indicated that the FY 2009–2010 cohort showed more improvement in

Table 2.9
Means, Odds Ratios, and Confidence Intervals for High Risk/High Need Outcomes

	Mean: Previous Year (%)		Mean: Current Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	37.68	29.05	27.79	24.85	–5.69	1.269	1.004–1.605
Incarceration	16.63	14.32	11.69	13.66	–4.28	1.427	1.050–1.940
Completion of probation	2.93	16.23	2.75	13.54	2.51	0.863	0.509–1.461
Completion of restitution	13.17	11.76	13.08	19.21	–7.54	1.798	1.193–2.709
Completion of community service	2.55	13.04	2.03	9.70	2.82	0.903	0.388–2.100
Probation violation	6.91	13.73	7.56	15.67	–1.29	1.060	0.721–1.558

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.

arrest and incarceration rates between baseline and follow-up. These findings run counter to the results found in a simple comparison between the two cohorts, most likely because the two cohorts differed significantly ($p < 0.05$) in baseline arrest rates.

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 restitution but higher rates of arrests, incarcerations, and probation violations. Differences between the two groups in rates of completion of probation and completion of community service 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 participants in each of the programs of this initiative. For YSA participants, a simple comparison found no significant differences between the two cohorts in rates of completion of probation, but a difference-in-differences analysis indicated that FY 2009–2010 participants improved more between baseline and follow-up than FY 2010–2011 participants. A simple comparison of GSCOMM participants showed that the FY 2010–2011 cohort was more likely to complete probation, but the difference-in-differences analyses found no significant difference between the two groups for this outcome. In the HRHN program, difference-in-differences analyses indicated improved performance for both arrest and incarceration rates in the FY 2009–2010 cohort, in contrast to a simple comparison, which showed no difference between the groups in incarceration rates, as well as a lower arrest rate for the FY 2010–2011 cohort.

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 2010–2011. Of the three initiatives, this is the only one that delivered service 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 2010–2011. 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-group youth or from their baseline measures.[8] 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.

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

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 and ethnicity, offense severity, time on probation, and gang order
SBMS-PROB	Routine probationers matched to program youth by age, gender, race and 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

[8] 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."

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 what-works research, the School-Based Probation Supervision program calls for case-management interventions that

- assess the probationer's strengths and risk factors
- employ strength-based case-management interventions
- address both risk factors and criminogenic needs
- employ evidenced-based treatment intervention

- provide prosocial adult modeling and advocacy
- provide 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 and ethnicity, offense severity, time on probation, and gang order.[9] Beginning with a sample of 3,734 routine probationers from FY 2009–2010 and FY 2010–2011, the computed weights yield an effective sample size of 3,288 comparison-group youth.[10] 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. In particular, comparison-group youth are more likely to be high-school dropouts because SBHS-PROB

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	15.7
Male (%)	78.6	78.5
Black (%)	21.7	21.7
White (%)	6.1	6.0.
Hispanic (%)	66.3	66.2
Other race and ethnicity (%)	5.9	6.0
Instant offense (%)		
Violent	25.5	25.4
Property	24.3	24.1
Drug	8.5	8.5
Gang order (%)	21.5	21.5
Probation began 2010 (%)	74.4	74.8

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

[9] 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.

[10] 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.

youth, by definition, are not. This could potentially put comparison-group youth at higher risk for negative 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 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 3,636 school-based high-school probationers and 3,288 comparison-group youth. Consistent with program goals, for program youth, there was a significant increase in the percentage of school days attended (from 62.8 percent to 92.5 percent) and a significant decrease in suspensions (from 24.3 percent to 10.2 percent) and in expulsions (from 5.5 percent to 0.7 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 four of the big six outcomes. They had higher rates for successful completion of probation (14.5 percent versus 1.3 percent), restitution (38.2 percent versus 31.7 percent), and community service (10.3 percent versus 1.0 percent) than comparison-group youth. SBHS-PROB youth also had significantly lower rates of probation violations (8.8 percent versus 14.0 percent). Comparison-group youth had significantly lower incarceration rates (5.3 percent versus 7.7 percent for SBHS-PROB participants). Differences in arrest rates between the two groups were not statistically significant. SBHS-PROB risk scores decreased significantly from a mean of 6.8 to a mean of 3.5 six months after entering the program compared with scores at program entry. Strength scores also increased significantly, from 8.9 at program entry to 15.3 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.[11] Big six outcomes, broken down by cluster, are illustrated in Figures 2.8 and 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.

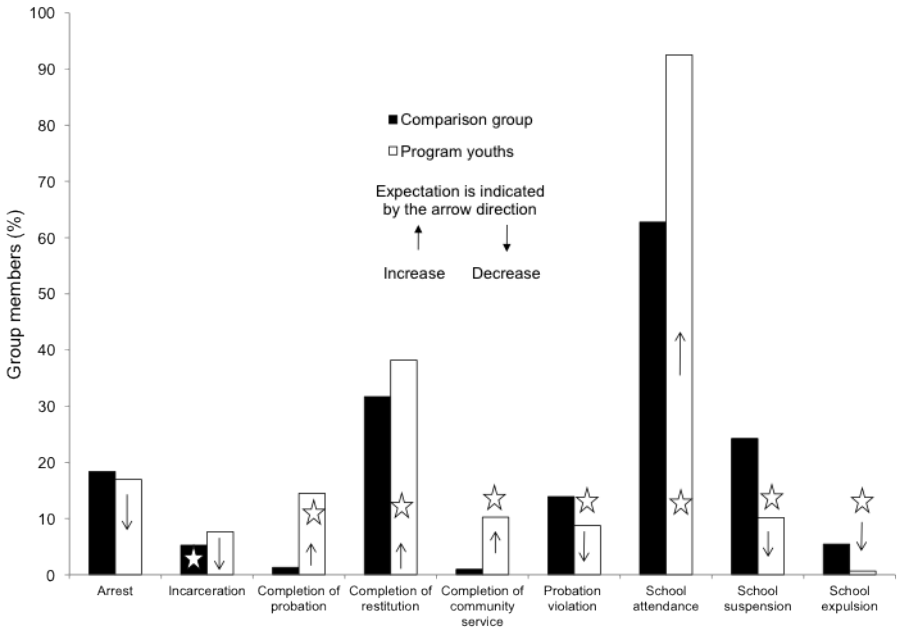
Comparison Group and Reference Period for SBMS-PROB

The comparison group for SBMS-PROB consisted of routine probationers whose outcomes were weighted to match program youth by age, gender, race and ethnicity, offense severity, time on probation, and gang order.[12] Beginning with a sample of 3,734 routine probationers from FY 2009–2010 and FY 2010–2011, the computed weights yield an effective sample size of 270 comparison-group youth. As Table 2.12 shows, the two groups were approximately

[11] 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.

[12] 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.

Figure 2.7
School-Based High-School Probationer Outcomes, FY 2010–2011



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 2010–2011

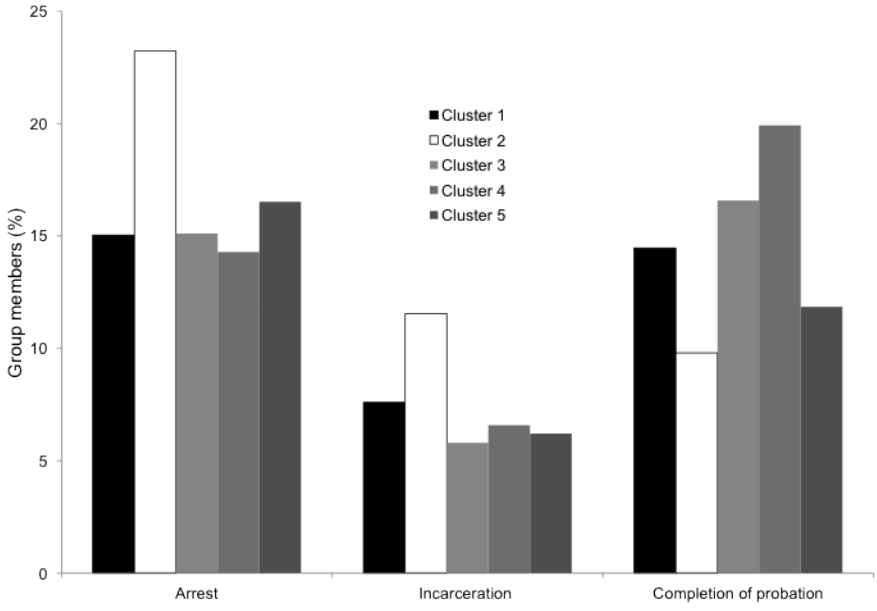


Figure 2.9
School-Based High-School Probationer Outcomes, by Cluster, FY 2010–2011

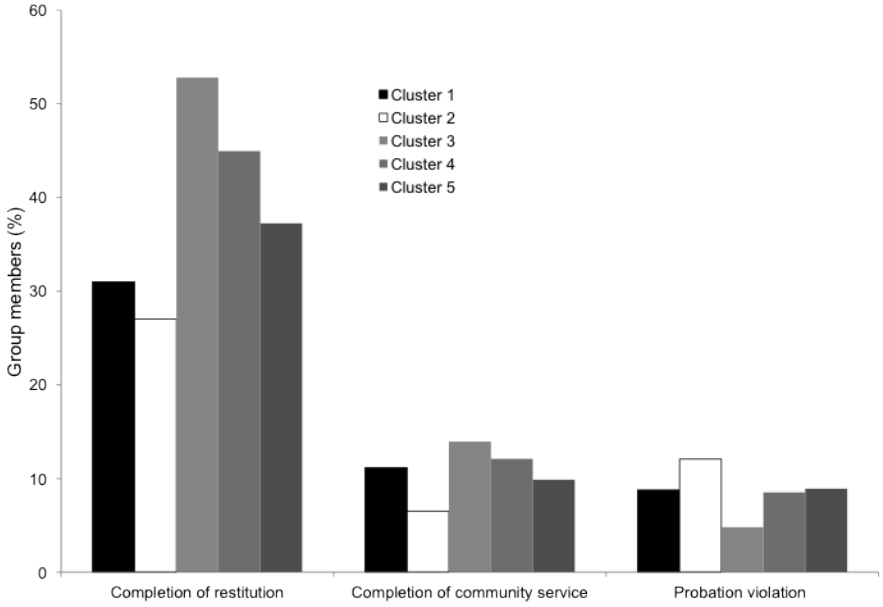


Table 2.12
Factors Used to Match School-Based Middle-School Probationers and Comparison-Group Youth

Factor	SBMS-PROB Participants	Comparison-Group Youth
Mean age (years)	13.1	13.0
Male (%)	78.0	78.3
Black (%)	39.0	41.0
White (%)	5.0	5.0
Hispanic (%)	53.0	51.0
Other race and ethnicity (%)	3.0	3.0
Instant offense (%)		
Violent	42.0	43.3
Property	17.0	17.1
Drug	5.0	4.5
Gang order (%)	16.0	15.7
Probation began 2010 (%)	81.0	81.0

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

matched when the appropriate weights are used for the comparison group. None of the differences between the two groups was statistically significant. 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 to 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 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 117 school-based middle-school probationers and 270 comparison-group youth. Consistent with program goals, program youth showed a significant increase in school attendance (from 67.9 percent to 95.6 percent) and a decrease in suspensions (from 32.9 percent to 14.3 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 (2.3 versus 6.1) and higher strength scores (13.8 versus 9.0) six months after entering the program than at program entry. SBMS-PROB participants were significantly more likely than comparison-group youth to complete probation (22.6 percent versus 2.1 percent). Program participants also had significantly fewer violations (6.6 percent versus 14.0 percent for comparison-group youth). However, comparison-group youth were significantly less likely to be incarcerated (4.0 percent versus 9.4 percent for SBMS-PROB youths). The two groups did not differ significantly in rates of arrest. Differences in rates of completion of community service were not statistically testable because too few comparison-group youth successfully completed 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.

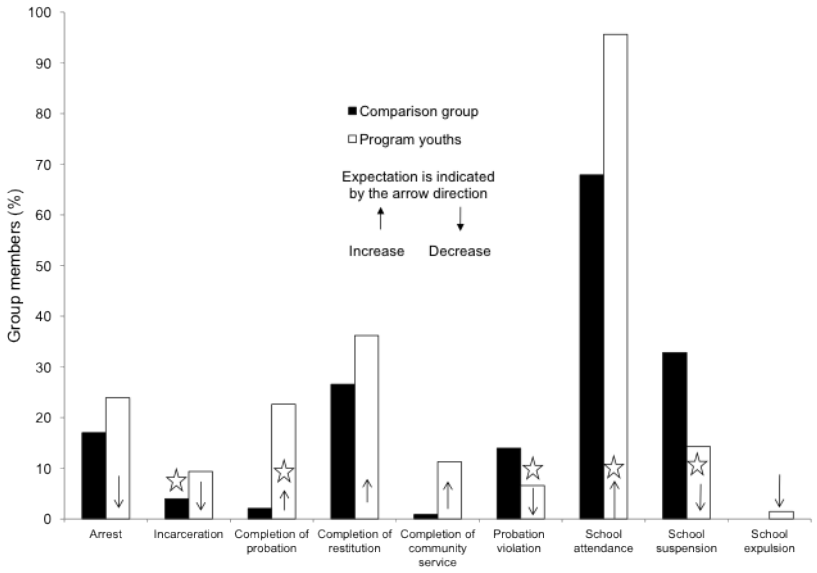
Cluster data were available for all but two participants in the middle-school probationer program. Big six outcomes by cluster are shown in Figures 2.11 and 2.12, with details in Table G.2 in Appendix G. Cluster 1 youth had the highest rates of arrest and cluster 2 the highest rate of incarceration.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

Comparison Group and Reference Period for SBHS-AR Youth

The comparison group for the SBHS-AR consists of 768 participants in the SBHS-AR program whose outcomes were calculated during the previous year (FY 2009–2010), with the goal of doing 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 2 and 4 show statistically different percentages between the two years. In FY 2009–2010, cluster 4 made up almost half (42.3 percent) of all SBHS-AR program participants. The FY 2010–2011 cohort included a significantly higher percentage of Hispanics and a significantly lower percentage of blacks and had a lower mean age than the FY 2009–2010 cohort. These differences call into question the suitabil-

Figure 2.10
School-Based Middle-School Probationer Outcomes, FY 2010–2011



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

ity of using the previous year's cohort as a comparison group for the current year's program participants.[13]

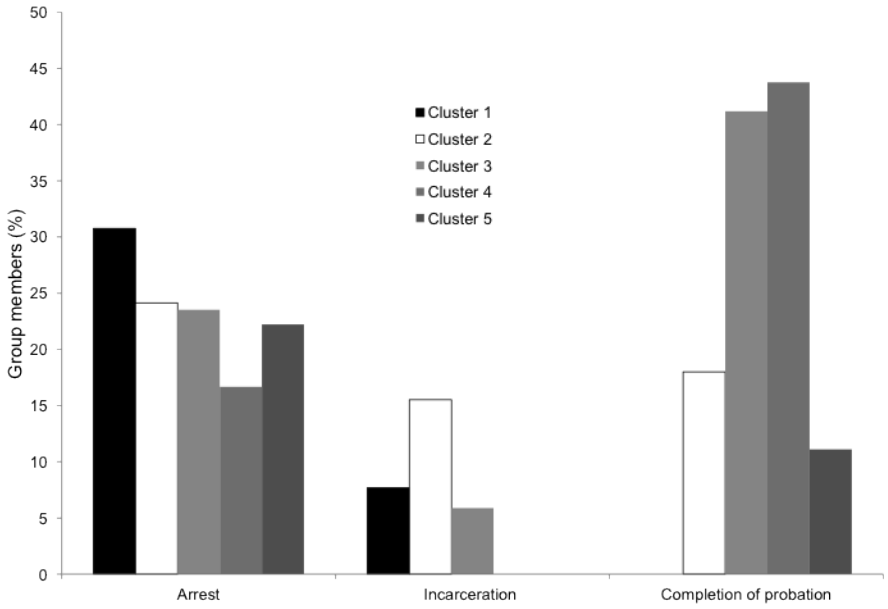
For both SBHS-AR and comparison-group youth, big six outcomes were measured during the six months following entry into the program. For supplemental school outcomes—attendance, suspensions, and expulsions—program participants were compared in the term before program entry and the term following program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

SBHS-AR Youth Outcomes

For outcome analyses, we compared 792 school-based high-school youth with 768 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 (94.4 percent versus 68.7 percent). Program youth also had significantly fewer school suspensions in the term after entering the program than in the term immediately before entering (8.4 percent versus 18.5 percent). Significance testing was not possible for differences in expulsion rates because there were too few expulsions in both the baseline and follow-up periods. FY 2010–2011 and FY 2009–2010 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 FY 2009–2010 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.

[13] Despite questionable comparability between program participants and comparison-group youth, 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.

Figure 2.11
School-Based Middle-School Probationer Outcomes, by Cluster, FY 2010–2011



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

Cluster data were available for all but four 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

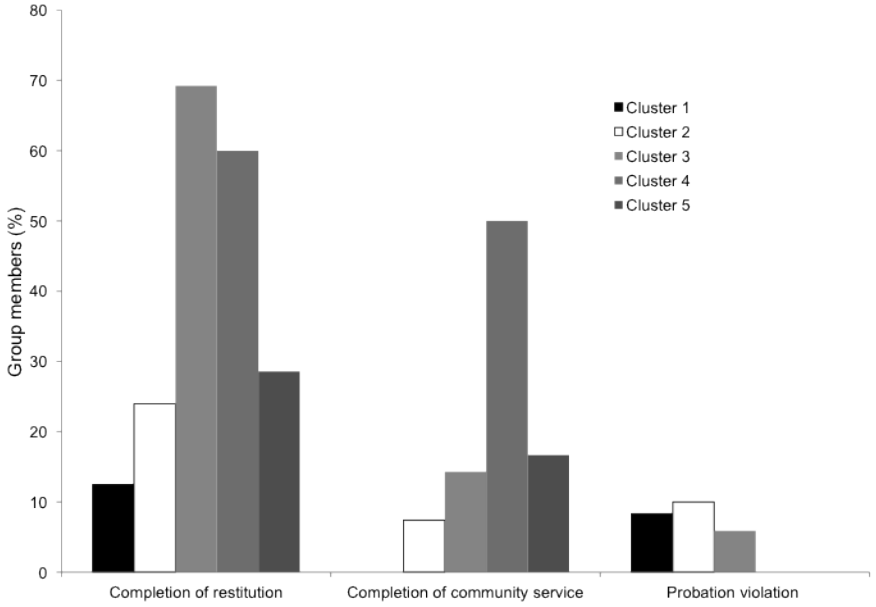
SBHS-AR uses program participants from the previous year as a comparison group, so we have included a difference-in-differences analysis for this program. For arrest and incarceration outcomes in the SBHS-AR program, Table 2.14 shows the baseline and follow-up means, the odds ratio of the interaction term *year* × *post* in the logistic regression, and 95-percent CI for the odds ratio. The two cohorts did not differ significantly in rate of arrest. The odds ratio for incarceration could not be computed because the baseline for the current cohort was 0. 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

As with the SBHS-AR group, the comparison group for the SBMS-AR program consisted of 838 youth whose outcomes were reported in the SBMS-AR program during FY 2009–2010.

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

Figure 2.12
School-Based Middle-School Probationer Outcomes, by Cluster, FY 2010–2011



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

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 2010–2011 with those from FY 2009–2010. 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 2010–2011 were Hispanic, while a significantly smaller portion were black. We also see a markedly different geographical distribution in the two years, with four of the five clusters differing significantly between the two years.[14]

SBMS-AR Youth Outcomes

For outcome analyses, we examined 735 school-based middle-school youth along with 838 comparison-group youth. Consistent with program goals, program youth significantly increased school attendance (from 70.0 percent to 96.6 percent) and significantly decreased suspensions (from 31.9 percent to 23.5 percent) in the term after entering the program compared with the term immediately before entering. Expulsion rates were identical at program entry and in the following academic period. The FY 2010–2011 cohort showed a significantly lower arrest rate (2.3 percent versus 4.4 percent for the FY 2009–2010 cohort). Differences in incarceration rates were not statistically testable because of small sample size for the FY 2010–2011 cohort. In addition, program youth had significantly lower mean barrier scores (3.9) six

[14] 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.

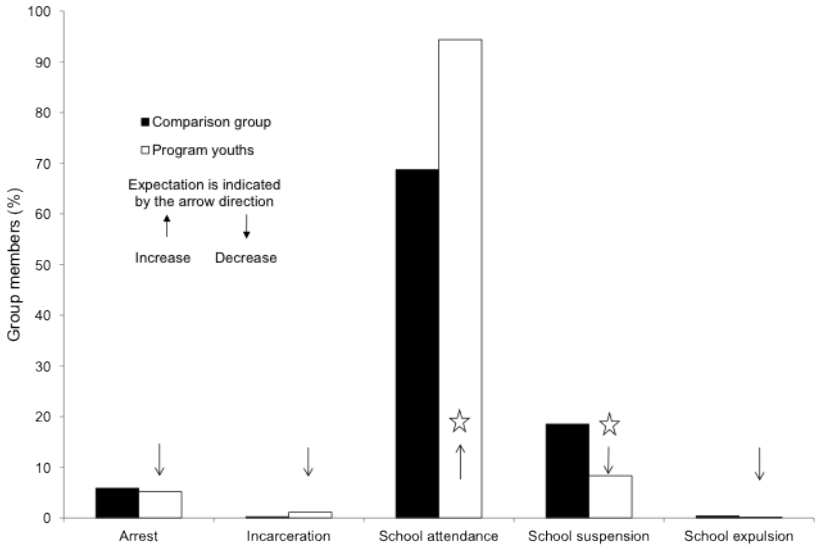
Table 2.13
Comparison of School-Based High-School At-Risk Participants in FY 2010–2011 with Those in FY 2009–2010

Factor	FY 2010–2011	FY 2009–2010
Mean age (years)	14.9[a]	15.1
Male (%)	54.3	49.6
Black (%)	12.8[a]	17.2
White (%)	4.9	5.4
Hispanic (%)	72.5[a]	67.1
Other race and ethnicity (%)	8.8	8.3
Residence (%)		
Cluster 1	15.2	14.0
Cluster 2	13.3[a]	24.2
Cluster 3	6.6	7.7
Cluster 4	42.3[a]	27.8
Cluster 5	22.6	26.2

[a] $p < 0.05$.

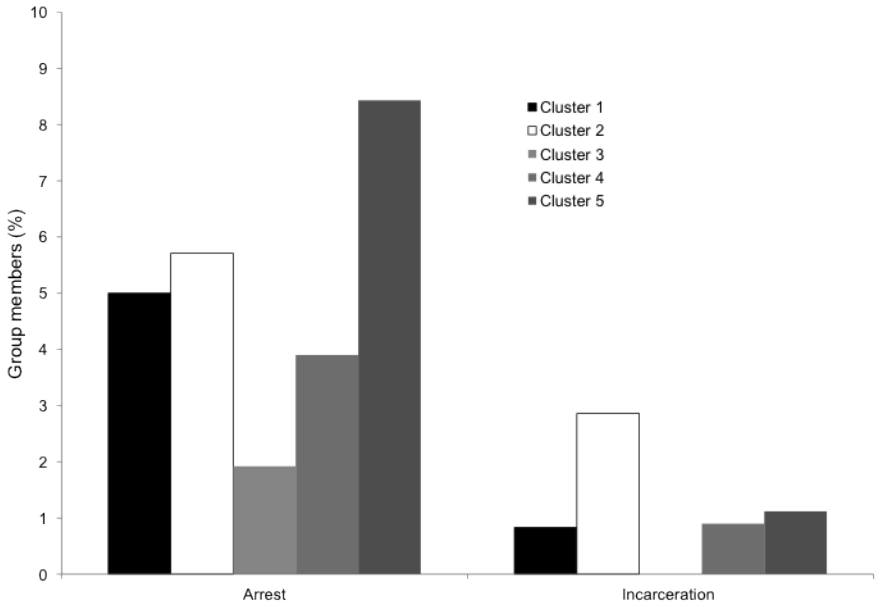
NOTE: Type of previous offense was not included in the comparison because this program targets only at-risk youth. None of the SBHS-AR youth in either year had a gang order.

Figure 2.13
School-Based High-School At-Risk Outcomes, FY 2010–2011



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 2010–2011



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

	Mean: Previous Year (%)		Mean: Current Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	3.65	5.86	3.79	5.18	0.82	0.843	0.426–1.667
Incarceration	0.13	0.26	0.00	1.14	–1.01	—	—

NOTE: The odds ratio for incarceration could not be computed because the baseline for the current cohort was 0. "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.

months after program entry than at program entry (7.7). Program youth also had significantly higher mean strength scores (17.6) six months after entering the program than at program entry (10.0). Probation outcomes were not applicable 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 three at-risk participants in the school-based middle-school program. As Figure 2.16 indicates, cluster 1 had the highest arrest rate, while cluster 3 had no arrests. Incarceration occurred only in cluster 1. More-complete details are in Table G.4 in Appendix G. Outcomes by gender are in Table F.5 in Appendix F.

Table 2.15
Comparison of School-Based Middle-School At-Risk Participants in FY 2010–2011 with Those in FY 2009–2010

Factor	FY 2010–2011	FY 2009–2010
Mean age (years)	12.6	12.6
Male (%)	52.7	54.3
Black (%)	19.3[a]	27.2
White (%)	3.3	3.5
Hispanic (%)	72.4[a]	64.2
Other race and ethnicity (%)	4.6	4.8
Residence (%)		
Cluster 1	22.5[a]	17.2
Cluster 2	23.4[a]	36.9
Cluster 3	21.0[a]	14.1
Cluster 4	18.2	20.8
Cluster 5	14.9[a]	11.0

[a] $p < 0.05$.

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.

Difference-in-Differences Analysis

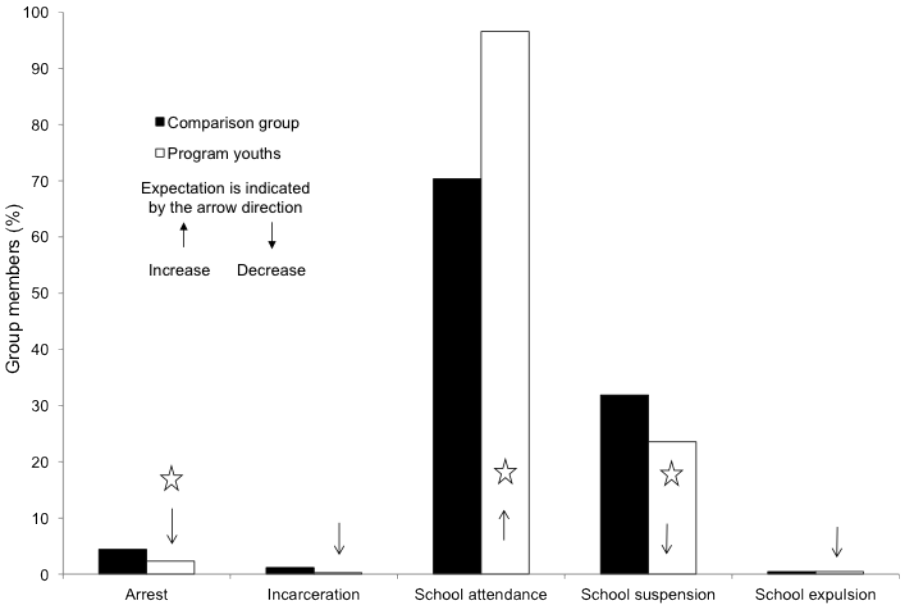
We include a difference-in-differences analysis for SBMS-AR because the program uses the previous year's cohort as a comparison group. For arrest and incarceration outcomes in the SBMS-AR program, Table 2.16 shows the baseline and follow-up means, the odds ratio of the interaction term *year* × *post* in the logistic regression, and 95-percent CI for the odds ratio. In contrast to the simple comparison of rates, the two cohorts did not differ significantly in arrest rate in the difference-in-differences analysis. The odds ratio for incarceration could not be computed because the baseline for the current year was 0. Both types of analysis 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 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

Figure 2.15
School-Based Middle-School At-Risk Outcomes, FY 2010–2011



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 2010–2011

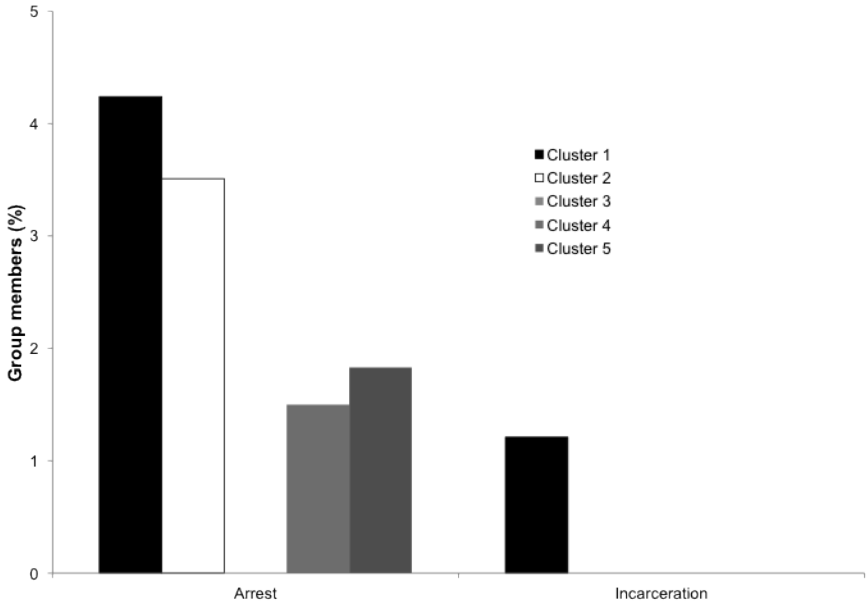


Table 2.16
Means, Odds Ratios, and Confidence Intervals for School-Based Probation Supervision for At-Risk Middle-School Youth Outcomes

	Mean: Previous Year (%)		Mean: Current Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	1.55	4.42	1.36	2.31	1.92	0.585	0.212–1.615
Incarceration	0.00	1.19	0.00	0.27	0.92	—	—

NOTE: The odds ratio for incarceration could not be computed because the baseline for the current year was zero. "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.

- 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 article notes that several studies have documented the correlation between drugs and truancy. These studies have also found that parental neglect is a common cause of truancy and 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 been found to be 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 28 percent 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.

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.[15] 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 5,941 ACT youth. Consistently with program goals, ACT youth had significantly fewer school absences—a mean of 10.3 days—in the term after program entry than in the term immediately preceding program entry (when the mean absence was 16.8 days). Of the participants in this program, all of whom were at-risk youth, 0.2 percent were arrested in the six months before program entry and 0.3 percent in the six months after entering the program, a difference that is not statistically significant. ACT youth had only two incarcerations in the six months before entering the program and one during the six months after entering the program.[16] 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.

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 Parks agencies collaborate with Probation Department DPOs in providing supervi-

[15] Regression to the mean is a statistical phenomenon that occurs with a nonrandom sample from an extreme group (such as truants). Because baseline and follow-up measures are correlated, improvements in performance may not be attributable to treatment effects.

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

sion 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 David Hawkins and Richard 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 PARKS participants were at-risk youth, the pre-post design is less problematic here than with other programs that include 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 560 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 programs in FY 2010–2011, 2.7 percent of the participants were arrested in the six months following program entry—compared with 8.4 percent in the six months prior to program entry, a statistically significant difference. Differences in the incarceration rate (1.4 percent in the six months after program entry and

2.5 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., changed from 0.7 percent prior to program entry to 0.9 percent six months after 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.

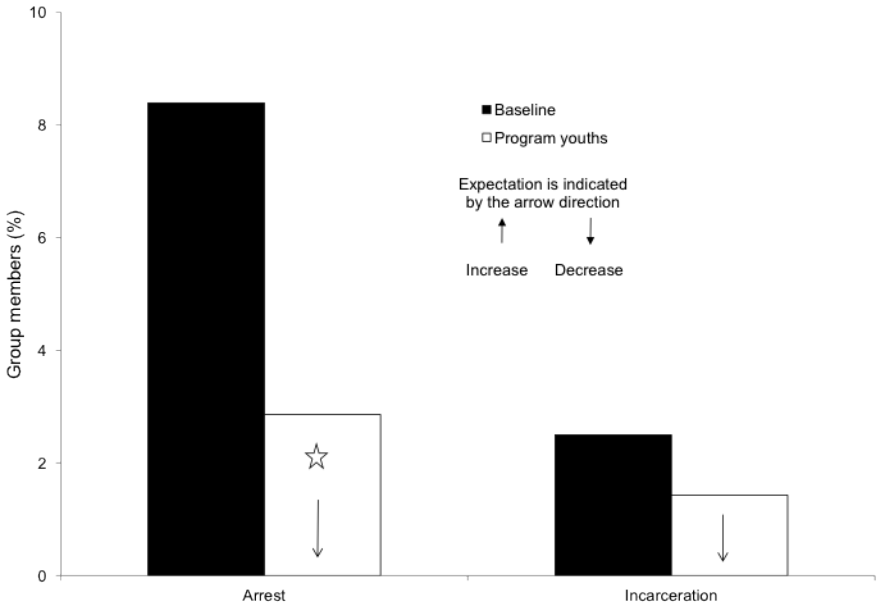
Housing-Based Day Supervision Program

The HB program provides day, evening, and weekend supervision and services for 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.

Figure 2.17
After-School Enrichment Outcomes, FY 2010–2011



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

The HB program places DPOs at selected public housing developments to provide day services and supervision for probationers and at-risk youth and their families. HB DPOs employ strength-based case-management interventions based on the 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 delinquent 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. Pre-post designs are problematic because there is no separate comparison group to help control for history and maturation effects.

Big six outcomes were measured in the six months before program entry and in the six months after program entry. Supplemental outcomes were 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 2009–2010 and FY 2010–2011.

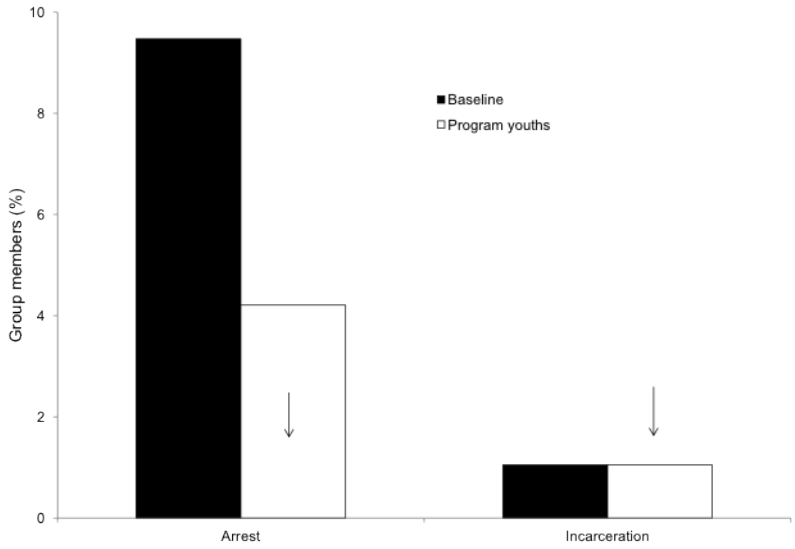
Outcomes

For outcome measures, we compared the pre-post performance of 95 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 41.2 percent to 94.7 percent. Arrest rates were lower in the six months following program entry than in the six months before (4.2 percent versus 9.5 percent). Incarceration rates were identical for the two periods, with only one program participant incarcerated in each period. The number of arrests and incarcerations in the six months after program entry were too small to allow significance testing of the differences. Because only 13 of the 95 youth in the program were probationers, probation outcomes were not applicable. The housing-project crime rate in FY 2010–2011, 1,037 per 10,000 residents, was lower than the 1,136-per-10,000-residents rate in FY 2009–2010. 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, school libraries, government officials, and the general public.

Figure 2.18
Housing-Based Supervision Outcomes, FY 2010–2011



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. 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 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).

Although there is no evidence base to demonstrate that literacy training *causes* reduced criminal behavior, higher literacy rates are correlated with less criminal behavior. Resiliency research has shown decreased crime and antisocial behaviors in programs that, like IOW, are based on the six 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 2009–2010, with the goal of performing 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 6 of the program, whichever came first.

Outcomes

For outcome measures, we compared the performances of 1,400 FY 2010–2011 IOW youth with those of 1,125 FY 2009–2010 IOW participants. The FY 2010–2011 cohort actually exceeded program goals by showing significantly higher rates of completion of probation (11.0 percent versus 7.4 percent for the FY 2009–2010 cohort) and completion of restitution (15.0 percent versus 4.5 percent). The FY 2010–2011 cohort also had a significantly lower rate of probation violations (17.0 percent versus 28.6 percent for the FY 2009–2010 cohort). Dif-

ferences between the two groups in rate of arrest, incarceration, and completion of community service were not statistically significant.

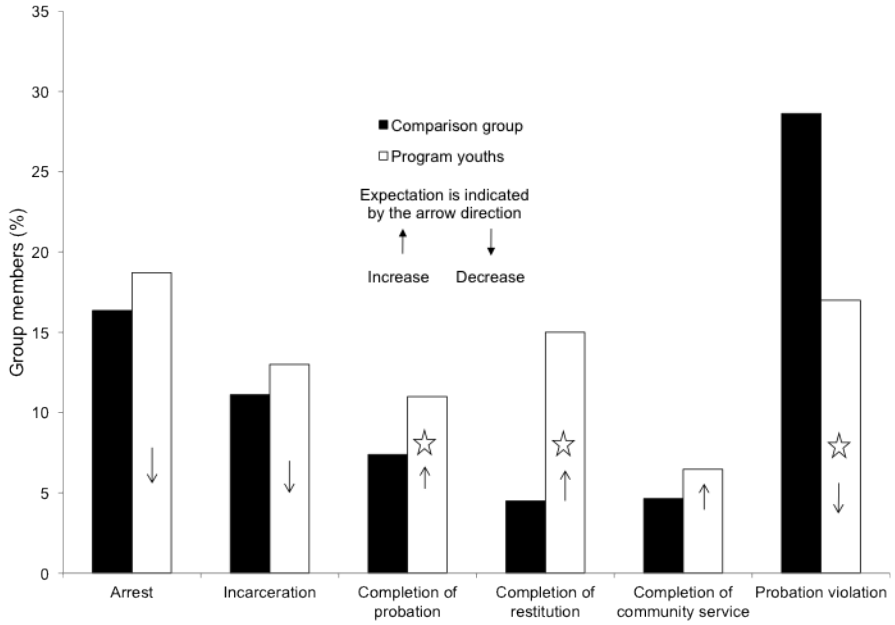
The mean number of SIRs six months after program entry were virtually identical to the mean number of SIRs in the first month of the program—the means being 0.12 in the first month and 0.13 six months later. CSA-mandated outcome results are shown in Figure 2.19. Additional details are available in Table E.14 in Appendix E.

Cluster and gender data were not available for IOW participants in FY 2010–2011.

Difference-in-Differences Analysis

Because the previous year's IOW cohort makes up the comparison group for the current year's program participants, we include difference-in-differences analyses for this program. For each of the big six outcomes in the IOW 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. The difference-in-differences analyses contrast sharply with the results of a simple comparison in several outcomes for IOW youth. Although a simple comparison showed no significant difference between the two groups in rates of arrest and incarceration, a difference-in-differences approach indicates that the FY 2009–2010 cohort made larger improvements between baseline and follow-up measurement in both outcomes. This seems to be accounted for by the significant differences ($p < 0.05$) in arrest rates at baseline. A difference-in-differences analysis of rates of probation violation finds no significant difference between the two years, while a simple comparison indicates that the FY 2010–2011 cohort had significantly fewer violations. Again, these difference-in-differences results seem likely to

Figure 2.19
Inside-Out Writers Outcomes, FY 2010–2011



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 Inside-Out Writers Outcomes

	Mean: Previous Year (%)		Mean: Current Year (%)		Diff – Diff		
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	(%)	Odds Ratio	95% CI
Arrest	55.38	16.36	40.21	18.71	–17.52	2.172	1.673–2.821
Incarceration	34.13	11.11	13.36	13.00	–22.66	4.018	2.940–5.493
Completion of probation	1.08	7.39	1.73	11.00	–2.96	0.958	0.407–2.253
Completion of restitution	8.91	4.50	7.46	15.01	–11.96	4.545	2.501–8.261
Completion of community service	1.21	4.64	1.82	6.47	–1.22	0.937	0.285–3.080
Probation violation	4.32	28.63	1.35	17.00	8.66	1.685	0.876–3.242

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.

be caused by significantly different baseline violation rates between cohorts. For completion of probation, completion of restitution, and completion of community service, the difference-in-differences analysis reached the same conclusion as a simple comparison, with the FY 2010–2011 cohort significantly more likely to complete restitution than the FY 2009–2010 cohort.

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 than the baseline period or comparison group on four of the big six measures. Although comparison-group youth had significantly fewer incarcerations, program youth had significantly higher rates of completion of probation, restitution, and community service. Program youth also had a significantly lower rate of probation violations than comparison-group youth. The two groups did not differ significantly in arrest rates. 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, except for SIRs in the IOW program, in which there was no significant difference in rates between the two periods measured. HB housing-project crime rates were lower in FY 2010–2011 than in FY 2009–2010, but significance testing between the two rates is not possible.

Three of the programs in this initiative—SBHS-AR, SBMS-AR, and IOW—used the previous year's program participants as a comparison group. Difference-in-differences analyses agreed with a simple comparison of rates for SBHS-AR outcomes, but, for SBMS-AR and IOW, some of the difference-in-differences analyses point in the opposite direction from those of a simple comparison. For SBMS-AR, a simple comparison showed the FY 2010–2011 cohort with a significantly lower arrest rate than the FY 2009–2010 cohort, but a difference-in-differences analysis found no significant difference between the two groups. For IOW, difference-in-differences analysis for three outcomes—arrests, incarcerations, and probation violations—showed different results from those of a simple comparison. Discrepancies between

the findings of a simple comparison and a difference-in-differences analysis for these program outcomes appears to be due to significant differences in baseline rates for 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, 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 note also that, by definition, at-risk youth are likely to have virtually no preprogram 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 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 36,749 youth were served in Los Angeles County JJCPA programs in FY 2010–2011, at a total cost of $22,118,869, or $602 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 SNC, 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 2010–2011, and the cost per program participant. Overall, the cost per youth in the Enhanced Mental Health Services initiative in FY 2010–2011 was $490, whereas the Enhanced Services to High-Risk/High-Need

Table 3.1
Estimated Per Capita Costs, by JJCPA Program, FY 2010–2011

Initiative or Program	Youth Served	Budget ($)	Per Capita Expenditure ($)
Enhanced Mental Health Services initiative	10,990	5,441,196	495
MH	10,720	3,886,563	363
SNC	88	1,154,052	13,114
MST	182	400,581	2,201
Enhanced Services to High-Risk/High-Need Youth initiative	3,477	5,723,898	1,646
YSA	605	952,331	1,574
GSCOMM (including YWAR)	799	837,492	1,048
HRHN	2,073	3,934,075	1,898
Enhanced School- and Community-Based Services initiative	22,282	10,953,775	492
SBHS-PROB	5,518	5,645,319	1,023
SBMS-PROB	180	189,244	1,051
SBHS-AR	1,282	1,134,250	885
SBMS-AR	1,196	1,239,790	1,037
ACT	11,240	375,371	33
PARKS	590	1,293,731	2,193
HB	174	877,107	5,041
IOW	2,102	198,964	95
All programs	36,749	22,118,869	602

NOTE: Total budget for an initiative might not equal the sum of budgets of its component parts because we have rounded to the nearest dollar.

[2] The number of youth served in FY 2010–2011 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, and the various costs associated with being arrested. In our analysis of overall JJCPA costs, we have attempted to estimate each 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 2010–2011, 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 $0.18 for youth in ACT to $56.92 per day for SNC participants. Overall, JJCPA programs cost an average of $4.62 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 2010 dollars,[3] giving FY 2010–2011 estimates of $192.00 per juvenile hall day, $140.74 per camp day, and $8.67 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 by 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 (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

[3] Conversion to 2010 dollars is based on the consumer price index of inflation provided by the Bureau of Labor Statistics (undated).

fee of $25. A juvenile arrest by the sheriff's department was estimated to cost $1,661.88, calculated as 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 2010 dollars, giving $546.16 per LAPD arrest and $1,918.38 per arrest by the sheriff's department. In 2010, 10.85 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 $694.98 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 for FY 2009–2010 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 2009 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 in 2009 dollars.[5] We have converted this estimate to 2010 dollars, resulting in an estimate of $3,446.75 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 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

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[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] At the time this report was written, comparable data for FY 2010–2011 were not yet available.

[6] ADA is calculated by dividing the school district budget by the number of students served, then dividing that by 180 days per school year. 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 2010 dollars, giving us estimates of $32.91 for Los Angeles County schools with traditional schedules, $36.35 for LAUSD year-round schools, $38.47 for Long Beach schools, and $34.63 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 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 a 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 because of high costs for a few individuals. A median that is substantially different from its corresponding mean indicates skewness, while 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 is the six months after release from the hall, and the baseline is 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 $216 per juvenile. All other costs were greater in the follow-up period than in the baseline period, resulting in an overall higher mean cost per youth in the follow-up ($13,882) than in the baseline ($7,455).

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 $6,192 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 ($9,953) and higher supervision, camp, and court costs, so that, overall, the SNC program showed a mean total net cost of $5,020 per participant. It appears that court costs were disproportionately high for

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	12.30	Day	0.00	0	0	27.42	337	234	–337	–234
Supervision	8.67	Day	112.35	974	1,561	150.46	1,305	1,561	–331	0
Arrest	694.98	Arrest	0.58	405	0	0.27	189	0	216	0
Juvenile hall	192.00	Day	8.20	1,574	0	13.81	2,651	192	–1,077	–192
Camp	140.74	Day	8.42	1,185	0	33.56	4,723	0	–3,538	0
Court	3,446.75	Appearance	0.96	3,317	3,447	1.36	4,677	3,447	–1,360	0
Mean total				7,455	4,970		13,882	8,966	–6,427	–3,996

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	56.92	Day	0.00	0	0	174.87	9,953	10,246	–9,953	–10,246
Supervision	8.67	Day	49.75	431	0	66.32	575	0	–144	0
Arrest	694.98	Arrest	0.58	401	0	0.29	200	0	201	0
Juvenile hall	192.00	Day	50.21	9,641	4,128	17.96	3,449	0	6,192	4,128
Camp	140.74	Day	1.02	143	0	6.60	928	0	–785	0
Court	3,446.75	Appearance	0.62	2,121	0	0.77	2,651	0	–530	0
Mean total				12,737	8,791		17,757	12,129	–5,020	–3,338

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.

a relatively small number of program participants because the median court costs were zero during both baseline and follow-up periods.

Costs for Multisystemic Therapy

Cost components for MST are shown in Table 3.4. For this program, arrest and camp costs were slightly lower in the follow-up period than in the baseline period, but court, camp, and supervision costs were higher in the follow-up period. Overall mean costs were higher in the follow-up period ($7,216) than during the baseline period ($4,897). Because of the high program costs for MST ($1,546 per participant), it would be difficult to achieve enough juvenile justice cost savings to offset program costs within only six months.

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	11.78	Day	0.00	0	0	131.21	1,546	2,120	–1,546	–2,120
Supervision	8.67	Day	109.31	948	1,220	144.15	1,250	1,561	–302	–341
Arrest	694.98	Arrest	0.41	282	0	0.32	219	0	63	0
Juvenile hall	192.00	Day	4.85	931	0	6.61	1,270	0	–339	0
Camp	140.74	Day	4.30	606	0	3.02	426	0	180	0
Court	3,446.75	Appearance	0.62	2,131	3,447	0.73	2,507	0	–376	3,447
Mean total				4,897	3,898		7,216	4,376	–2,319	–478

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 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. Participants in this program had lower mean costs for arrests, juvenile hall, court, and especially camp in the follow-up than in the baseline period. Net savings were $117 for arrests, $36 for juvenile hall, $509 for court appearances, and $1,044 for camp stays. These costs savings were sufficient to offset the overall program costs ($1,080 per participant), so mean total follow-up cost ($7,719) was lower than mean baseline cost ($8,057), a net saving of $338 per YSA participant.

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

Table 3.6 shows the costs for YWAR in FY 2010–2011. YWAR participants had relatively little juvenile justice system involvement in either the baseline or follow-up periods, so, by far, the largest costs associated with this program were those of administering the program ($3,329 per participant).

As Table 3.7 shows, GSCOMM participants, consisting of both probationers and at-risk youth, had lower juvenile justice costs in FY 2010–2011 than did the YWAR participants, shown in Table 3.6. Compared with baseline costs, in the follow-up period, participants showed small gains in costs for arrests ($16), juvenile hall ($58), camp ($74), and court ($64) and a small increase in supervision costs ($54). The main expense for this program was for the program itself ($980 per participant), so mean total costs were higher during the follow-up period ($2,084) than in the baseline period ($1,266).

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	7.62	Day	0.00	0	0	141.68	1,080	1,372	–1,080	–1,372
Supervision	8.67	Day	118.04	1,023	1,485	151.59	1,314	1,561	–291	–76
Arrest	694.98	Arrest	0.45	316	0	0.29	199	0	117	0
Juvenile hall	192.00	Day	7.28	1,397	0	7.09	1,361	0	36	0
Camp	140.74	Day	12.55	1,766	0	5.13	722	0	1,044	0
Court	3,446.75	Appearance	1.03	3,554	3,447	0.88	3,045	0	509	3,447
Mean total				8,057	4,774		7,719	4,982	338	–208

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	26.58	Day	0.00	0	0	125.23	3,329	3,030	–3,329	–3,030
Supervision	8.67	Day	4.62	40	0	4.19	36	0	4	0
Arrest	694.98	Arrest	0.00	0	0	0.00	0	0	0	0
Juvenile hall	192.00	Day	0.00	0	0	0.00	0	0	0	0
Camp	140.74	Day	0.00	0	0	0.00	0	0	0	0
Court	3,446.75	Appearance	0.00	0	0	0.08	265	0	–265	0
Mean total				40	0		3,630	3,030	–3,590	–3,030

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 the High Risk/High Need Program

As Table 3.8 indicates, the relatively large per capita cost for the HRHN program ($1,668 per participant) was offset by savings in all other categories of juvenile justice expense except supervision. Reduced camp costs ($5,399 in the baseline, $1,393 in the follow-up) produced considerable savings. HRHN participants also showed savings in the follow-up period, compared with baseline costs, for court ($660), juvenile hall ($167), and arrests ($6). Taken together, these savings were sufficient to offset high program costs, resulting in a notable savings of $3,158 for total follow-up cost compared with total baseline cost. We note, however, that the large savings in court costs between baseline and follow-up may be due to youth entering the HRHN program immediately after being released from camp.

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	15.14	Day	0.00	0	0	64.71	980	954	–980	–954
Supervision	8.67	Day	26.80	232	0	32.95	286	0	–54	0
Arrest	694.98	Arrest	0.07	48	0	0.05	32	0	16	0
Juvenile hall	192.00	Day	0.98	188	0	0.68	130	0	58	0
Camp	140.74	Day	0.55	77	0	0.02	3	0	74	0
Court	3,446.75	Appearance	0.21	720	0	0.19	656	0	64	0
Mean total				1,266	0		2,084	1,120	–818	–1,120

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 Need Program

			Baseline			Follow-Up			Difference ($)	
Component	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	25.09	Day	0.00	0	0	66.48	1,668	1,430	–1,668	–1,430
Supervision	8.67	Day	144.07	1,249	1,561	146.90	1,274	1,561	–25	0
Arrest	694.98	Arrest	0.33	231	0	0.32	225	0	6	0
Juvenile hall	192.00	Day	11.29	2,168	0	10.42	2,001	0	167	0
Camp	140.74	Day	38.36	5,399	0	9.90	1,393	0	4,006	0
Court	3,446.75	Appearance	1.11	3,810	3,447	0.91	3,150	3,447	660	0
Mean total				12,857	7,622		9,699	6,077	3,158	1,545

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

As with the other FY 2010–2011 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 2010–2011. As Table 3.9 shows, total follow-up costs ($4,869) remained lower than baseline costs ($7,086). Although supervision cost increased in the follow-up, decreases in arrest, juvenile hall, and camp costs ($265, $92, and $882, respectively) and, especially, court costs ($1,836) more than compensated. Program costs were relatively modest ($961 per participant), and school attendance improved. The overall cost savings was $2,217 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 ($701) of the program's total cost. No program participants were in camp during either baseline or follow-up, and costs for all other components were slightly higher in the follow-up than in the baseline period. Mean gain in school attendance ($773 per youth) was not enough to offset all the other costs, resulting in an overall mean cost of $493 per participant in the follow-up period, compared with $158 in the baseline period.

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 ($4,234) than in the baseline period ($5,047), resulting in a savings of $813 per participant. Arrest,

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	5.34	Day	0.00	0	0	155.54	831	961	–831	–961
Supervision	8.67	Day	77.66	673	283	163.45	1,417	1,561	–744	–1,278
Arrest	694.98	Arrest	0.60	419	695	0.22	154	0	265	695
Juvenile hall	192.00	Day	4.99	959	0	4.52	867	0	92	0
Camp	140.74	Day	8.47	1,192	0	2.21	310	0	882	0
Court	3,446.75	Appearance	1.11	3,842	3,447	0.58	2,006	0	1,836	3,447
Attendance	Variable	Day				25.39	–835	–494	835	494
Mean total				7,086	4,382		4,869	2,522	2,217	1,860

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.

[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 3.10
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	4.41	Day	0.00	0	0	158.96	701	794	–701	–794
Supervision	8.67	Day	2.16	19	0	3.24	28	0	–9	0
Arrest	694.98	Arrest	0.04	28	0	0.07	47	0	–19	0
Juvenile hall	192.00	Day	0.03	7	0	0.65	125	0	–118	0
Camp	140.74	Day	0.00	0	0	0.00	0	0	0	0
Court	3,446.75	Appearance	0.03	104	0	0.04	152	0	–48	0
Attendance	Variable	Day	0.00			23.49	–773	–329	773	329
Mean total				158	0		493	503	–335	–503

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.

juvenile hall, and camp costs were somewhat lower and court costs considerably lower in the follow-up, while costs for supervision were higher. Court costs were much lower in the follow-up period ($1,797) than in the baseline ($3,506). School attendance improved in the follow-up period, producing an overall average cost savings of $813 per youth.

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 ($861). 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 $754 per participant. Overall costs for these youth were very low in the baseline period ($47) because few were involved in the juvenile justice system, and follow-up costs were relatively low as well ($322), producing an overall net cost of $275 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 2010–2011 were quite modest ($32 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 $15 per youth. The net average juvenile justice cost of the ACT program was relatively modest, at $49 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 the

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	5.93	Day	0.00	0	0	157.75	935	1,067	–935	–1,067
Supervision	8.67	Day	56.52	490	225	155.75	1,350	1,561	–860	–1,336
Arrest	694.98	Arrest	0.62	434	695	0.26	184	0	250	695
Juvenile hall	192.00	Day	3.03	583	0	2.76	530	0	53	0
Camp	140.74	Day	0.25	35	0	0.00	0	0	35	0
Court	3,446.75	Appearance	1.02	3,506	3,447	0.52	1,797	0	1,709	3,447
Attendance	Variable	Day				21.29	–701	–362	701	362
Mean total				5,047	4,278		4,234	3,108	813	1,170

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 3.12
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	5.21	Day	0.00	0	0	165.24	861	938	–861	–938
Supervision	8.67	Day	1.08	9	0	0.98	9	0	0	0
Arrest	694.98	Arrest	0.01	9	0	0.03	19	0	–10	0
Juvenile hall	192.00	Day	0.00	0	0	0.08	16	0	–16	0
Camp	140.74	Day	0.00	0	0	0.00	0	0	0	0
Court	3,446.75	Appearance	0.01	28	0	0.02	56	0	–28	0
Attendance	Variable	Day				22.90	–754	–263	754	263
Mean total				47	0		322	689	-275	-689

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.

baseline. Overall juvenile justice costs for this program averaged $1,205 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, 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 ($3,678 per par-

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	0.18	Day	0.00	0	0	175.96	32	32	–32	–32
Supervision	8.67	Day	0.23	2	0	0.48	4	0	–2	0
Arrest	694.98	Arrest	0.00	2	0	0.00	2	0	0	0
Juvenile hall	192.00	Day	0.01	2	0	0.03	6	0	–4	0
Camp	140.74	Day	0.00	0	0	0.01	1	0	–1	0
Court	3,446.75	Appearance	0.00	9	0	0.01	19	0	–10	0
Mean total				15	0		64	32	–49	–32

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	11.31	Day	0.00	0	0	110.30	1,247	769	–1,247	–769
Supervision	8.67	Day	8.27	72	0	19.23	167	0	–95	0
Arrest	694.98	Arrest	0.10	71	0	0.03	24	0	47	0
Juvenile hall	192.00	Day	1.17	225	0	0.80	153	0	72	0
Camp	140.74	Day	1.26	178	0	1.61	227	0	–49	0
Court	3,446.75	Appearance	0.11	394	0	0.09	326	0	68	0
Mean total				939	0		2,144	2,036	–1,205	–2,036

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.

ticipant). Overall costs were $3,451 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 $63 per youth), 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, more than 75 percent of all IOW costs in the follow-up were attributable to stays in juvenile hall ($2,391) and court appearances ($5,217).

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	21.01	Day	0.00	0	0	175.06	3,678	3,782	–3,678	–3,782
Supervision	8.67	Day	14.97	130	0	15.94	138	0	–8	0
Arrest	694.98	Arrest	0.11	73	0	0.07	51	0	22	0
Juvenile hall	192.00	Day	0.14	26	0	0.16	30	0	–4	0
Camp	140.74	Day	0.00	0	0	0.00	0	0	0	0
Court	3,446.75	Appearance	0.16	544	0	0.09	327	0	217	0
Mean total				773	0		4,224	3,782	–3,451	–3,782

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	0.73	Day	0.00	0	0	85.77	63	38	–63	–38
Supervision	8.67	Day	108.45	940	1,561	139.15	1,206	1,561	–266	0
Arrest	694.98	Arrest	0.56	390	0	0.24	165	0	225	0
Juvenile hall	192.00	Day	12.70	2,438	0	12.46	2,391	192	47	–192
Camp	140.74	Day	8.22	1,157	0	5.02	706	0	451	0
Court	3,446.75	Appearance	1.07	3,681	3,447	1.51	5,217	3,447	–1,536	0
Mean total				8,605	5,007		9,748	5,331	–1,143	–324

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.

Juvenile hall costs were also high in the baseline ($2,438 per youth), as were court costs ($3,681 per participant). Taken together, hall and court costs made up more than 70 percent of total baseline costs. Lower mean costs for arrests, juvenile hall, and camp in the follow-up period were swamped by increased supervision and court costs. Overall juvenile justice costs for IOW participants averaged $8,605 in the baseline and $9,748 in the follow-up, a difference of $1,143 per participant.

Total Cost of Programs and Initiatives

Table 3.17 shows the mean total cost per participant in JJCPA programs in FY 2010–2011. Weighted averages are also shown for each initiative. It should be noted that the costs for each

Table 3.17
Mean of the Total Estimated Cost per Participant, by JJCPA Program, FY 2010–2011 ($)

Initiative or Program	Baseline			Follow-Up			Participants	Difference
	Mean	95% CI		Mean	95% CI			
Enhanced Mental Health Services initiative	7,440	7,269	7,610	13,789	13,566	14,013	9,675	–6,349
MH	7,455	7,283	7,626	13,882	13,654	14,109	9,458	–6,427
SNC	12,737	8,917	16,558	17,757	14,612	20,903	52	–5,020
MST	4,897	4,035	5,759	7,216	6,242	8,191	165	–2,319
Enhanced Services to High-Risk/ High-Need Youth initiative	10,464	10,083	10,845	8,295	7,986	8,604	3,003	2,169
YSA	8,057	7,155	8,959	7,719	6,891	8,547	352	338
YWAR and GSCOMM	1,164	859	1,470	2,212	1,890	2,535	470	–1,048
HRHN	12,857	12,357	13,357	9,699	9,300	10,097	2,181	3,158
Enhanced School- and Community-Based Services initiative	2,956	2,874	3,039	2,595	2,516	2,675	13,276	361
SBHS-PROB	7,086	6,864	7,308	4,869	4,670	5,068	3,636	2,217
SBHS-AR	158	97	218	493	342	644	792	–335
SBMS-PROB	5,047	4,366	5,728	4,234	3,570	4,898	117	813
SBMS-AR	47	13	81	322	223	421	735	–275
ACT	15	7	22	64	47	82	5,941	–49
PARKS	939	628	1,251	2,144	1,837	2,451	560	–1,205
HB	773	286	1,261	4,224	3,890	4,559	95	–3,451
IOW	8,605	8,102	9,108	9,748	9,236	10,260	1,400	–1,143
All programs	5,496	5,408	5,584	7,428	7,328	7,527	25,954	–1,931

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.

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 one might expect, overall juvenile justice costs for JJCPA participants were generally higher in the follow-up period ($7,428) than in the baseline period ($5,496), 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 average cost savings in arrests and court costs, and several programs also reduced juvenile hall and camp costs, some by a substantial amount. If these cost savings were accumulated over a longer period of time, they might offset the relatively high initial investment made in program costs. We are not able to extend the time frame to measure changes, however, because not enough time has elapsed to allow us to obtain data beyond a six-month period. With a longer follow-up period, the initial program costs may be offset by reductions in subsequent arrests 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—$2,169 less for the Enhanced Services to High-Risk/High-Need Youth initiative and $361 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 HRHN, 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 2010–2011 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 one might expect, there are noticeable differences in mean component costs among the three initiatives. The Enhanced Mental Health Services initiative, which serves only probationers, showed fewer arrest costs but much higher camp, juvenile hall, and court 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, with camp costs averaging $3,042 less in the follow-up period than in the baseline period. The Enhanced School- and Community-Based Services initiative, which targets a combination of probationers and at-risk youth, showed a similar pattern to the Enhanced Services to High-Risk/High-Need Youth initiative, with increased program and supervision costs during the follow-up period but lower costs for arrest, juvenile hall, camp, and court than in the baseline period.

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 costs. Two of the three initiatives also saw lowered

Table 3.18
Mean Net Costs for Initiatives, FY 2010–2011 ($)

Component	Enhanced Mental Health Services	Enhanced Services to High-Risk/High-Need Youth	Enhanced School- and Community-Based Services
Program	–409	–1,522	–425
Supervision	–330	–60	–245
Arrest	213	20	99
Juvenile hall	–1,025	134	24
Camp	–3,460	3,042	287
Court	–1,339	545	351
Total	–6,349	2,169	361

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 mean 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.

juvenile hall, camp, and court costs in the follow-up period. 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 make these programs look worse on these cost comparisons. Arrest, juvenile hall, camp, 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 2010–2011. 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 80 percent of all youth in the Enhanced Mental Health Services initiative for whom big six outcomes were reported, the results for the initiative as a whole will necessarily be primarily influenced by those for the MH program. JJCPA youth in the Enhanced Mental Health Services initiative completed restitution at a significantly higher rate than comparison-group youth. Comparison-group youth were significantly more likely to be incarcerated than those in the Enhanced Mental Health Services initiative. The two groups were not significantly different in rates of arrest, completion of probation, completion of community service, or probation violations. 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.

Overall, program youth in the Enhanced Services to High-Risk/High-Need Youth initiative had higher rates of completion of restitution but higher rates of arrests, incarcerations, and probation violations than comparison group youth. Differences between the two groups in rates of completion of probation and completion of community service 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.

Taken as a whole, youth in the Enhanced School- and Community-Based Services initiative had significantly better outcomes on four of the big six measures than the baseline period or comparison group. Although comparison-group youth had significantly fewer incarcerations, program youth had significantly higher rates of completion of probation, restitution, and community service. Program youth also had a significantly lower rate of probation violations than comparison-group youth. The two groups did not differ significantly in arrest rates. 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, except for SIRs in the IOW program, in which there was no significant difference in rates between the two periods measured. HB housing-project crime rates were lower in FY 2010–2011 than in FY 2009–2010, but significance testing between the two rates is not possible.

Historical and Contemporaneous Comparison Groups and Pre-Post Comparisons

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 arrest rates, for which the two groups were not significantly different, and incarcerations, for which the comparison group had a significantly lower rate. Big six outcomes for SBMS-PROB youth were significantly better than those of the comparison group for successful completion of probation and probation violations, but the comparison group had a significantly lower incarceration rate. 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. MH participants were significantly more likely to complete restitution than their FY 2009–2010 counterparts but had a significantly higher incarceration rate. Other MH big six outcomes did not differ significantly between the two groups. FY 2010–2011 IOW participants had significantly higher rates of completion of probation and restitution, as well as a lower rate of probation violations, than the FY 2009–2010 cohort. SBMS-AR youth had a significantly lower arrest rate than in the previous year. The two YSA cohorts differed only in completion of restitution, for which the FY 2009–2010 cohort had a significantly higher rate. FY 2010–2011 GSCOMM (including YWAR) participants had significantly higher rates of completion of probation and restitution than the previous year's cohort.

In the three programs (ACT, HB, and PARKS) that used a pre-post design, differences between the baseline and follow-up outcomes were not significantly different, 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.

Outcomes of Simple Comparisons Between Cohorts

CSA mandates that, for seven Los Angeles County JJCPA programs (MH, YSA, GSCOMM/YWAR, HRHN, SBHS-AR, SBMS-AR, and IOW), outcomes are to be evaluated by comparing the current cohort's results with those of the previous year's cohort, with the goal of performing at least as well in the current year as in the prior year. As Table 4.1 indicates, the FY 2010–2011 cohort equaled or surpassed the performance of the FY 2009–2010 cohort in 33 of 34 outcomes. In ten outcomes, the current year's cohort performed significantly better than its counterpart from the year before. Particularly noteworthy was successful completion

Table 4.1
Results from Simple Comparisons in Programs That Used the Previous Year's Cohort as a Comparison Group

Program	Arrest	Incarceration	Probation	Restitution	Community Service	Violation
GSCOMM/ YWAR	—	—	FY 2010–2011	FY 2010–2011	—	—
HRHN	FY 2010–2011	—	—	FY 2010–2011	—	—
IOW	—	—	FY 2010–2011	FY 2010–2011	—	FY 2010–2011
MH	—	FY 2009–2010	—	FY 2010–2011	—	—
SBHS-AR	—	—	n.a.	n.a.	n.a.	n.a.
SBMS-AR	FY 2010–2011	—	n.a.	n.a.	n.a.	n.a.
YSA	—	—	—	FY 2010–2011	—	—

NOTE: *FY 2009–2010* in this table indicates that the FY 2009–2010 cohort had a significantly more positive result, *FY 2010–2011* that the FY 2010–2011 cohort had a significantly more positive result. A dash indicates no significant difference between the two cohorts. n.a. = not applicable.

of restitution; all five programs that measured this outcome had significantly higher rates in FY 2010–2011 than in FY 2009–2010.

Difference-in-Differences Analyses

A difference-in-differences analysis basically compares the *change* in the current year's cohort and the *change* in the previous year's cohort before and after JJCPA program entry. [1] Although CSA does not mandate difference-in-differences analyses, we have included them here to evaluate the implicit assumption that the two cohorts of any given program are comparable at baseline. If the two cohorts have different baseline risk profiles, this method will control for such differences. Table 4.2 presents the results of difference-in-differences analyses for the seven JJCPA programs that used the previous year's cohort as a comparison group.

As Table 4.2 shows, a difference-in-differences analysis indicates that the FY 2009–2010 cohorts for HRHN, IOW, and MH had greater differences between baseline and follow-up in arrest and incarceration rates than their FY 2010–2011 counterparts. In all three of these programs, the two cohorts differed significantly ($p < 0.05$) in baseline arrest and incarceration rates. This implies that the two cohorts had different profiles with respect to committing criminal offenses. The same was not true of the remaining programs—YSA, GSCOMM/YWAR, SBHS-AR, and SBMS-AR—whose difference in differences was not statistically significant for arrest or incarceration rates.

None of the programs differed significantly in rates of completion of probation, completion of community service, or probation violations in a difference-in-differences analysis. In all five programs that reported completion of restitution—SBHS-AR and SBMS-AR did not because they do not include probationers—rates were significantly higher for the FY 2010–2011 cohort using a difference-in-differences analysis.

[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 4.2
Results of Difference-in-Differences Analysis for Programs That Used the Previous Year's Cohort as a Comparison Group

Program	Arrest	Incarceration	Probation	Restitution	Community Service	Violation
GSCOMM/ YWAR	—	—	—	FY 2010–2011	—	—
HRHN	FY 2009–2010	FY 2009–2010	—	FY 2010–2011	—	—
IOW	FY 2009–2010	FY 2009–2010	—	FY 2010–2011	—	—
MH	FY 2009–2010	FY 2009–2010	—	FY 2010–2011	—	—
SBHS-AR	—	—	n.a.	n.a.	n.a.	n.a.
SBMS-AR	—	—	n.a.	n.a.	n.a.	n.a.
YSA	—	—	—	FY 2010–2011	—	—

NOTE: *FY 2009–2010* in this table indicates that the FY 2009–2010 cohort had a significantly more positive result, *FY 2010–2011* that the FY 2010–2011 cohort had a significantly more positive result. A dash indicates no significant difference between the two cohorts. n.a. = not applicable.

Overall, out of 34 outcomes for these seven programs, participants met expectations in 23 outcomes, exceeded expectations in five outcomes, and failed to perform up to expectations in six outcomes. The fact that the unfavorable outcomes all occurred in arrest and incarceration rates for three programs and that baseline rates for all six outcomes differed significantly between the two years suggests the possibility that these programs may have accepted higher-risk participants in FY 2010–2011 than in FY 2009–2010, but we have no independent corroboration that this was the case.

Cost Analysis

We also estimated total juvenile justice costs per JJCPA participant for FY 2010–2011. 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 (saving) of improved attendance. Although the overall total juvenile justice cost per youth may not be completely accurate because of the limitation of our estimates of the cost components, putting a value on each component does allow us to compare the cost in the six months after starting the program with the cost in the six months before starting.

For most JJCPA programs, the largest component of total juvenile justice cost is the cost of the JJCPA program itself. 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, the costs of that participa-

tion were not available to us. Therefore, the total preprogram cost, which, by definition, includes no program cost, may appear to be lower than it actually was.
- Six months may not be long enough to assess the longer-term savings in total juvenile justice costs that may be attributable to participating in the JJCPA program.

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 in the baseline 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 estimated 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 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 may reflect pretreatment differences between the groups rather than treatment effects of the programs. To address this, we have used difference-in-differences analyses for programs that use the previous year's cohort as a comparison group. 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 one that includes 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 for FY 2010–2011 than for 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. For example, of the 868 MH participants whose outcomes were reported, only 99 (11.4 percent) had supplementary outcome data. We will continue to work with Probation to increase the amount of data available for supplemental outcomes for all JJCPA programs.

In previous years, data for MH participants were entered directly into the Probation database by DMH personnel. For unknown reasons, far less data were entered in FY 2010–2011 than in any previous year. We obtained monthly DMH log records in an attempt to maximize the number of treatment cases for which we could obtain outcomes. Even so, the number of MH participants whose outcomes could be calculated represented less than 40 percent of the number calculable for FY 2009–2010. We are unable to determine whether DMH actually offered services to fewer youth in FY 2010–2011 or whether that appears to be the case because of incomplete data.

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 tenth 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

The severe recession that began in late 2007 continued to affect JJCPA funding in Los Angeles County in FY 2010–2011. Total JJCPA funding for FY 2010–2011 remained approximately 30 percent lower than in years before the recession began. Funding in FY 2009–2010 was also about 30 percent lower than in previous years. Over the past two years, Probation has adjusted the criteria for participation in some JJCPA programs and made other changes that have allowed approximately as many youth to receive JJCPA services as during the years of higher funding. With the state's budget woes continuing, the level of JJCPA funding for future years remains uncertain.

As noted earlier, FY 2010–2011 was the tenth 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 out-

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

APPENDIX A

Community Providers of JJCPA Program Services

Table A.1
Community 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
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 d/b/a Family Care Center	Drug counseling, parenting classes, urinalysis testing, full distribution center, individual and family counseling, crisis intervention
Antelope Valley Youth and Family Services	Referral and intervention for at-risk youth and families, parent classes, anger management, community outreach, transportation assistance

Table A.1—Continued

Program	Description
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 service, 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 Transitions	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.	Gang-resistance education and training
Gang Alternative Program	Parenting classes, drug and gang intervention, services to improve school performance and attendance and reduce family conflict

Table A.1—Continued

Program	Description
Gang Reduction and Youth Development Prevention Agency	Individual and family counseling
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 meeting, drug testing, drug treatment and prevention, and anger management
Jordan Downs Housing	Tutoring, individual counseling, parenting classes for residents and youth in housing projects

Table A.1—Continued

Program	Description
Juvenile Impact Program	Parenting classes, "boot camp"
Kedren Community Mental Health	Community mental health services, child-development programs
Kids in Sport	Sports activities in baseball, basketball, soccer, softball, swimming, and volleyball for boys and girls ages 5–17
L.A. CADA	Alcohol and drug rehabilitation, education, parent support
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 Palabra	Gang intervention, prevention, parenting, individual counseling
Learning Rights Law Center	Assistance to low-income families to resolve their children'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
MPYD	School-based mentoring and teen empowerment program at John Muir High School, Pasadena
MUSD Project Safety Net	Substance abuse counseling, school campus (4- to 6-month program)
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
The Parent Project	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, and 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
The Salvation Army	Community-service hours, volunteer opportunities

Table A.1—Continued

Program	Description
San Fernando Valley Coalition on Gangs	Coordination of regional gang prevention, intervention, and suppression efforts
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

Table A.1—Continued

Program	Description
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
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 services, 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 group, 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 service, job training.
Youth Speak Collective	Literacy, community support services, recreation, leadership development

Program	Description

SOURCE: List provided by Los Angeles County Probation Department.

NOTE: AA = Alcoholics Anonymous. AADAP = Asian American Drug Abuse Program. ABC USD = Artesia, Bloomfield, and Carmenita Unified School District. d/b/a = doing business as. SPA = service planning area. DCFS = Los Angeles County Department of Children and Family Services. YMCA = Young Men's Christian Association. G.R.E.A.T. = Gang Resistance Education and Training. TBS = therapeutic behavioral services. LA CADA = Los Angeles Centers for 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 and 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

[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.

CCTP who were not also currently participants in the HRHN program.[2] We used propensity scoring to match HRHN participants to comparison-group youth, based on age, gender, race and 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 that the latter year's participants would perform 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 2010–2011 were the same as those in FY 2008–2009 and FY 2009–2010 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 Contracted to Provide Services for JJCPA Programs in FY 2010–2011

Table D.1
Community-Based Organizations That Provided Services for JJCPA Programs in FY 2010–2011

CBO	Cluster Served	JJCPA Program
Asian Youth Center	5	GSCOMM
	1	HRHN home-based services
	5	HRHN home-based services
	1	HRHN home-based services, gender specific
	5	HRHN home-based services, gender specific
Aviva Family and Children's Services	3	HRHN home-based services
Communities in Schools	3	HRHN employment
Dubnoff	3	HRHN home-based services, gender specific
Goodwill Southern California	3	HRHN employment
	5	HRHN employment
Helpline Youth Counseling, Inc.	4	GSCOMM
I-ADARP	1	GSCOMM
	1	HRHN home-based services
	2	HRHN home-based services
	2	HRHN home-based services, gender specific
Jewish Vocational Services	3	GSCOMM
San Gabriel Valley Conservation Corps	1	HRHN employment
Soledad Enrichment Action, Inc.	2	GSCOMM
	1	HRHN employment
	5	HRHN employment
	2	HRHN home-based services

Table D.1—Continued

CBO	Cluster Served	JJCPA Program
Southbay Workforce Investment Board	2	HRHN employment
Southern California Alcohol and Drug Programs, Inc.	4	HRHN home-based services
Special Services for Groups	4	HRHN employment
Stars View Children and Family Services	4	HRHN home-based services, gender specific
Tarzana Treatment Centers, Inc.	3	HRHN home-based services

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

APPENDIX E

Corrections Standards Authority–Mandated and Supplemental Outcomes for Individual JJCPA Programs, FY 2010–2011

This appendix provides detailed statistics for the FY 2010–2011 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 2010–2011

	Program			Comparison		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	252	29.03	868	609	26.41	2,306
Incarceration	230	26.50	868	354	15.35[a]	2,306
Completion of probation	40	4.74	844	128	5.82	2,201
Completion of restitution	60	11.72[a]	512	85	6.59	1,289
Completion of community service	13	3.38	385	45	4.43	1,015
Probation violation	164	19.43	844	455	20.67	2,201
	Baseline			**Follow-Up**		
CSA Supplemental Outcome	**Mean**	**Sample Size**		**Mean**	**Sample Size**	
BSI score	52.87	99		48.57 [a]	99	

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

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 2009–2010). 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.

Table E.2
Outcomes for Special Needs Court, FY 2010–2011

	Program			Comparison		
CSA-Mandated Outcome	**Number[a]**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
Arrest	11	21.15	52	8	19.05	42
Incarceration	6	11.54	52	4	9.52	42
Completion of probation	1	2.94	34	1	3.13	32
Completion of restitution	2	9.09	22	2	8.33	24
Completion of community service	0	0.00	19	0	0.00	20
Probation violation	3	8.82	34	4	12.50	32
		Baseline			**Follow-Up**	
CSA Supplemental Outcome		**Mean**	**Sample Size**		**Mean**	**Sample Size**
GAF score		45.79	52		51.79[b]	52

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

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

NOTE: The comparison group consists of "near misses" from SNC in FY 2009–2010 and FY 2010–2011, 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.

Table E.3
Outcomes for Multisystemic Therapy, FY 2010–2011

	Program			Comparison		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
Arrest	46	27.88	165	24	22.86	105
Incarceration	14	8.48	165	14	13.33	105
Completion of probation	13	8.55	152	6	6.06	99
Completion of restitution	26	28.26	92	16	23.88	67
Completion of community service	5	6.85	73	2	3.64	55
Probation violation	17	11.18	152	9	9.09	99
		Baseline			**Follow-Up**	
CSA Supplemental Outcome	**Number[a]**	**Mean**	**Sample Size**	**Number[a]**	**Mean**	**Sample Size**
School attendance		54.43	48		96.28	48
School suspensions	10	30.30	33	3	9.09	33
School expulsions	2	6.25	32	1	3.13	32

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

NOTE: The comparison group consists of youth who qualified for MST in FY 2009–2010 or FY 2010–2011 but did not participate in the program and were 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.

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

Table E.4
Outcomes for Youth Substance Abuse Intervention, FY 2010–2011

	Program			Comparison		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	79	22.44	352	80	23.53	340
Incarceration	41	11.65	352	28	8.24	340
Completion of probation	26	8.25	315	36	11.43	315
Completion of restitution	53	24.65 [a]	215	22	11.00	200
Completion of community service	12	6.52	184	12	7.45	161
Probation violation	46	14.60	315	38	12.06	315
	Baseline			**Follow-Up**		
CSA Supplemental Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
% positive tests		55.17	177		34.15 [a]	195
% testing positive	26	14.69 [a]	177	58	29.74	195

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

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2009–2010). 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.

Table E.5
Outcomes for Community-Based Gender-Specific Services, FY 2010–2011

	Program			Comparison		
CSA-Mandated Outcome	**Number[a]**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
Arrest	18	3.83	470	38	4.24	896
Incarceration	3	0.64	470	4	0.44	896
Completion of probation	33	35.48[b]	93	20	15.63	128
Completion of restitution	24	45.28[b]	53	15	20.27	74
Completion of community service	6	17.65	34	11	16.67	66
Probation violation	7	7.53	93	9	7.03	128
		Baseline			**Follow-Up**	
CSA Supplemental Outcome		**Mean**	**Sample Size**		**Mean**	**Sample Size**
Self-efficacy for girls		24.74	389		30.61[b]	389

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

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

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2009–2010). 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.

Table E.6
Outcomes for High-Risk/High-Need Youth, FY 2010–2011

	Program			Comparison		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	542	24.85[a]	2,181	276	29.05	950
Incarceration	298	13.66	2,181	136	14.32	950
Completion of probation	267	13.54	1,972	143	16.23	881
Completion of restitution	259	19.21[a]	1,348	66	11.76	561
Completion of community service	95	9.70	979	51	13.04	391
Probation violation	309	15.67	1,972	121	13.73	881
		Baseline			**Follow-Up**	
CSA Supplemental Outcome	**Number[a]**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
Employment	0	0.00	601	266	44.26	601
Family relations		3.47	1,188		6.29[a]	1,188

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

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

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2009–2010). 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.

Initiative III: Enhanced School- and Community-Based Services

Table E.7
Outcomes for School-Based High-School Probationers, FY 2010–2011

	Program			Comparison		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	617	16.97	3,636	604	18.37	3,288
Incarceration	279	7.67	3,636	173	5.27[a]	3,288
Completion of probation	506	14.49[a]	3,492	44	1.33	3,280
Completion of restitution	838	38.20[a]	2,194	561	31.69	1,770
Completion of community service	164	10.26[a]	1,599	13	0.97	1,320
Probation violation	307	8.79[a]	3,492	331	13.91	2,380
		Baseline			**Follow-Up**	
CSA Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
School attendance		62.76	3,032		92.51[a]	3,032
School suspensions	531	24.26	2,189	223	10.19[a]	2,189
School expulsions	115	5.47	2,101	14	0.67[a]	2,101
Strength score		8.78	2,083		15.33[a]	2,083
Risk score		6.76	2,082		3.46[a]	2,082

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

NOTE: The comparison group consists of regular supervision probationers matched to JJCPA youth based on age, race and 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.

Table E.8
Outcomes for School-Based Middle-School Probationers, FY 2010–2011

	Program			Comparison		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
Arrest	28	23.93	117	46	17.03	270
Incarceration	11	9.40	117	11	4.01[b]	270
Completion of probation	24	22.64[b]	106	6	2.10	269
Completion of restitution	21	36.21	58	39	26.60	146
Completion of community service	6	11.32	53	1	0.90	110
Probation violation	7	6.60[b]	106	38	13.96	269
		Baseline			**Follow-Up**	
CSA Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number[a]**	**Mean**	**Sample Size**
School attendance		67.88	91		95.61[b]	91
School suspensions	23	32.86	70	10	14.29[b]	70
School expulsions	0	0.00	67	1	1.49	67
Strength score		8.96	75		13.81[b]	75
Risk score		6.12	75		2.32[b]	75

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

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

NOTE: The comparison group consists of regular supervision probationers matched to JJCPA youth based on age, race and 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.

Table E.9
Outcomes for School-Based High-School At-Risk Youth, FY 2010–2011

	Program			Comparison		
CSA-Mandated Outcome	**Number[a]**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
Arrest	41	5.18	792	45	5.86	768
Incarceration	9	1.14	792	2	0.26	768
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		68.71	708		94.39[b]	708
School suspensions	93	18.53	502	42	8.37[b]	502
School expulsions	2	0.41	484	1	0.21	484
Strength score		8.75	521		17.53[b]	521
Barrier score		7.77	521		4.13[b]	521

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

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

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2009–2010). 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.

Table E.10
Outcomes for School-Based Middle-School At-Risk Youth, FY 2010–2011

	Program			Comparison		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
Arrest	17	2.31[b]	735	37	4.42	838
Incarceration	2	0.27	735	10	1.19	838
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		70.03	672		96.56[b]	672
School suspensions	153	31.88	480	113	23.54[b]	480
School expulsions	2	0.46	436	2	0.46	436
Strength score		10.03	451		17.55[b]	451
Barrier score		7.69	451		3.91[b]	451

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

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

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2009–2010). 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.

Table E.11
Outcomes for Abolish Chronic Truancy, FY 2010–2011

	Baseline			Follow-Up		
CSA-Mandated Outcome	**Number[a]**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
Arrest	14	0.24	5,941	18	0.30	5,941
Incarceration	2	0.03	5,941	1	0.02	5,941
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		16.85	2,724		10.32[b]	2,724

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

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

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 and the 180 days after program entry.

Table E.12
Outcomes for After-School Enrichment and Supervision, FY 2010–2011

	Baseline			Follow-Up		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	47	8.39	560	16	2.86[b]	560
Incarceration	14	2.50	560	8	1.43	560
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]**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
After-school arrests (3:00 p.m.–6:00 p.m.)	4	0.71	560	5	0.89	560

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

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

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.

Table E.13
Outcomes for Housing-Based Day Supervision, FY 2010–2011

	Baseline			Follow-Up		
CSA-Mandated Outcome	**Number[a]**	**Percentage**	**Sample Size**	**Number[a]**	**Percentage**	**Sample Size**
Arrest	9	9.47	95	4	4.21	95
Incarceration	1	1.05	95	1	1.05	95
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		41.15	79		94.67[b]	79
		FY 2009–2010	**Sample Size**		**FY 2010–2011**	**Sample Size**
Housing-project crime rate		1,136	11,273		1,037	12,002

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

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

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.

Table E.14
Outcomes for Inside-Out Writers, FY 2010–2011

	Program			Comparison		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	262	18.71	1,400	183	16.36[a]	1,125
Incarceration	182	13.00	1,400	125	11.11[a]	1,125
Completion of probation	143	11.00[a]	1,300	78	7.39	1,055
Completion of restitution	119	15.01[a]	793	27	4.50	600
Completion of community service	41	6.47	634	22	4.64	474
Probation violation	221	17.00[a]	1,300	302	28.63	1,055
		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

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

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2009–2010). 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.

APPENDIX F

Corrections Standards Authority–Mandated Outcomes, by Gender

This appendix provides statistics for the FY 2010–2011 big six outcomes by gender, for those programs for which gender data were available. Note that, in FY 2010–2011, 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 2010–2011

	Females			Males		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	10	31.25	32	36	27.48	131
Incarceration	4	12.50	32	10	7.63	131
Completion of probation	4	14.81	27	9	7.32	123
Completion of restitution	5	33.33	15	21	27.63	76
Completion of community service	1	11.11	9	4	6.35	63
Probation violation	1	3.70	27	16	13.01	123

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

Table F.2
Outcomes for School-Based High-School Probationers, FY 2010–2011

	Females			Males		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	74	9.62	769	543	18.94	2,398
Incarceration	39	5.07	769	240	8.37	2,398
Completion of probation	142	19.51	728	364	13.17	2,764
Completion of restitution	164	38.41	427	674	38.14	1,767
Completion of community service	51	15.13	337	113	8.95	1,262
Probation violation	64	8.79	728	243	8.79	2,764

Table F.3
Outcomes for School-Based Middle-School Probationers, FY 2010–2011

	Females			Males		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	6	25.00	24	22	23.66	93
Incarceration	3	12.50	24	8	8.60	93
Completion of probation	4	17.39	23	20	24.10	83
Completion of restitution	1	11.11	9	20	40.82	49
Completion of community service	1	11.11	9	5	11.90	42
Probation violation	2	8.70	23	5	6.02	83

Table F.4
Outcomes for School-Based High-School At-Risk Youth, FY 2010–2011

	Females			Males		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	16	4.64	345	25	6.10	410
Incarceration	5	1.45	345	4	0.98	410
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 37 youth in this program.

Table F.5
Outcomes for School-Based Middle-School At-Risk Youth, FY 2010–2011

	Females			Males		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	2	0.58	344	15	3.92	383
Incarceration	0	0.00	344	2	0.52	383
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 eight youth in this program.

Table F.6
Outcomes for Housing-Based Day Supervision, FY 2010–2011

	Females			Males		
CSA-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	0	0.00	52	4	9.52	42
Incarceration	0	0.00	52	1	2.38	42
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

Corrections Standards Authority–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 2010–2011, 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 2010–2011

Cluster	1		2		3		4		5	
Outcome	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**
Arrest	15.04	645	23.22	788	15.11	569	14.29	805	16.52	805
Incarceration	7.60	645	11.55	788	5.80	569	6.58	805	6.21	805
Complete probation	14.47	615	9.80	745	16.58	561	19.92	763	11.85	785
Restitution	31.01	387	27.05	451	52.80	375	44.96	407	37.25	561
Community service	11.18	313	6.52	399	13.94	208	12.11	223	9.87	446
Violation	8.78	615	12.08	745	4.81	561	8.52	763	8.92	785

NOTE: Cluster was unknown for 24 youth in this program.

Table G.2
Outcomes for School-Based Middle-School Probationers, FY 2010–2011

Cluster	1		2		3		4		5	
Outcome	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**
Arrest	30.77	13	24.14	58	23.53	17	16.67	18	22.22	9
Incarceration	7.69	13	15.52	58	5.88	17	0.00	18	0.00	9
Complete probation	0.00	12	18.00	50	41.18	17	43.75	16	11.11	9
Restitution	12.50	8	24.00	25	69.23	13	60.00	5	28.57	7
Community service	0.00	8	7.41	27	14.29	7	50.00	4	16.67	6
Violation	8.33	12	10.00	50	5.88	17	0.00	16	0.00	9

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

Table G.3
Outcomes for School-Based High-School At-Risk Youth, FY 2010–2011

Cluster	1		2		3		4		5	
Outcome	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**
Arrest	5.00	120	5.71	105	1.92	52	3.90	333	8.43	178
Incarceration	0.83	120	2.86	105	0.00	52	0.90	333	1.12	178
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 four youth in this program.

Table G.4
Outcomes for School-Based Middle-School At-Risk Youth, FY 2010–2011

Cluster	1		2		3		4		5	
Outcome	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**
Arrest	4.24	165	3.51	171	0.00	154	1.50	133	1.83	109
Incarceration	1.21	165	0.00	171	0.00	154	0.00	133	0.00	109
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 youth in this program.

Table G.5
Outcomes for Housing-Based Day Supervision, FY 2010–2011

Cluster	1		2		3		4		5	
Outcome	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**
Arrest	0.00	31	3.13	32	14.29	7	10.53	19	—	0
Incarceration	0.00	31	0.00	32	0.00	7	5.26	19	—	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 six youth in this program.

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