Los Angeles County Juvenile Justice Crime Prevention Act

Fiscal Year 2014–2015 Report

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Preface

In 2000, the California state legislature passed the Schiff-Cardenas Crime Prevention Act (Assembly Bill 1913), which authorized funding for county juvenile justice programs and designated the Board of State and Community Corrections (BSCC)[1] 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). The legislature intended the program to provide a stable funding source to counties for juvenile programs that have proven effective in curbing crime among juvenile probationers and young at-risk offenders.

The legislation requires the BSCC 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: (1) arrests, (2) incarcerations, (3) successful completion of probation, (4) successful completion of restitution, (5) successful completion of community service, and (6) probation violations.

Each county can also request that programs measure supplemental outcomes for locally identified service needs. The county first implemented JJCPA programs in the summer and fall of 2001, and the programs are now in their 15th year of funding.

The RAND Corporation received funding from the Los Angeles County Probation Department to conduct the legislatively mandated evaluation of the county's JJCPA programs, including analyzing data and reporting findings to the BSCC. This report summarizes the fiscal year 2014–2015 findings reported to the BSCC, as well as additional program information gathered by the Los Angeles County Probation Department, based on the department's oversight and monitoring of program implementation and outcomes. The report stems from a collaboration between RAND and the Los Angeles County Probation Department. The report uses available data to address the key JJCPA evaluation questions for the Los Angeles County Probation Department.

This is the latest edition of a series that reports on this legislatively mandated review that RAND has conducted since 2007–2008. By design, the reports can be reviewed side by side, to explore trends and patterns over time.

[1] Formerly named the Board of Corrections and later the Corrections Standards Authority.

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

- Terry Fain, Susan Turner, and Sarah Michal Greathouse, *Los Angeles County Juvenile Justice Crime Prevention Act: Fiscal Year 2013–2014 Report*, Santa Monica, Calif.: RAND Corporation, RR-1023-LACPD, 2015
- Terry Fain, Susan Turner, and Sarah Michal Greathouse, *Los Angeles County Juvenile Justice Crime Prevention Act: Fiscal Year 2012–2013 Report*, Santa Monica, Calif.: RAND Corporation, RR-624-LACPD, 2014
- Terry Fain, Susan Turner, and Sarah Michal Greathouse, *Los Angeles County Juvenile Justice Crime Prevention Act: Fiscal Year 2011–2012 Report*, Santa Monica, Calif.: RAND Corporation, RR-268-LACPD, 2013
- Terry Fain, Susan Turner, and Greg Ridgeway, *Los Angeles County Juvenile Justice Crime Prevention Act: Fiscal Year 2010–2011 Report*, Santa Monica, Calif.: RAND Corporation, TR-1239-LACPD, 2012b
- 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, 2012a
- 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 of the Los Angeles County Probation Department, *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 and Terry Fain, "Validation of the Risk and Resiliency Assessment Tool for Juveniles in the Los Angeles County Probation System," *Federal Probation*, Vol. 70, No. 2, September 2006, pp. 49–55
- 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 2005b
- 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 2005a.

RAND Justice Policy

The research reported here was conducted in the RAND Justice Policy Program, which spans both criminal and civil justice system issues with such topics as public safety, effective policing, police–community relations, drug policy and enforcement, corrections policy, use of technology in law enforcement, tort reform, catastrophe and mass-injury compensation, court resourcing, and insurance regulation. Program research is supported by government agencies, foundations, and the private sector.

This program is part of RAND Justice, Infrastructure, and Environment, a division of the RAND Corporation dedicated to improving policy- and decisionmaking in a wide range of policy domains, including civil and criminal justice, infrastructure protection and homeland security, transportation and energy policy, and environmental and natural resource policy.

Questions or comments about this report should be sent to the project leader, Mauri Matsuda (Mauri_Matsuda@rand.org). For more information about RAND Justice Policy, see www.rand.org/jie/justice-policy or contact the director at justice@rand.org.

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Summary

This report presents outcome measures reported to the Board of State and Community Corrections (BSCC) for 14 Los Angeles County Juvenile Justice Crime Prevention Act (JJCPA) programs for fiscal year (FY) 2014–2015. Outcomes are reported for 16,469 program youths and 15,235 comparison-group youths. The county's 14 programs are grouped into three initiatives: Enhanced Mental Health Services, Enhanced Services to High-Risk/High-Need Youths, and Enhanced School- and Community-Based Services. We also present a comparison of juvenile justice system costs for program youths in the six months before they entered a JJCPA program and in the six months after entering the program.[1] A given participant can receive services from more than one initiative and from multiple programs, within or across initiatives, and concurrently or consecutively. Probation counts a given juvenile as a participant within each program from which he or she receives services and could therefore count that juvenile more than once.

In 2000, the California state legislature passed the Schiff-Cardenas Crime Prevention Act (Assembly Bill 1913), 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 JJCPA. The legislature intended the program to provide a stable funding source for juvenile programs that have proven effective in curbing crime among at-risk youths[2] and young offenders (BSCC, 2016). The legislature asked counties to submit plans to the state for funding to identify programs that filled gaps in local services. The legislature required that providers base the programs on empirical findings of effective program elements. It required each plan 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.

Each county assigns each at-risk or offending juvenile to one or more JJCPA programs according to an assessment of that juvenile's need for services.

[1] For programs initiated in the juvenile halls, we measure outcomes and costs in the six months prior to hall entry and in the six months following release from the hall.

[2] At-risk youths are those 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 participating in criminal activities.

The BSCC[3] has responsibility for administering the JJCPA program. The legislation requires the BSCC 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: (1) arrests, (2) incarcerations, (3) successful completion of probation, (4) successful completion of restitution, (5) successful completion of community service, and (6) probation violations. Each county can also request that programs measure supplemental outcomes for locally identified service needs.

To evaluate program success, we look at differences between program and comparison-group youths in these outcomes. In many instances, the comparison group for the big six consists of the previous year's participants in the same program. This is approved by the BSCC and is standard practice throughout the state. For any program that uses the previous year's cohort as a comparison group, the BSCC considers success to be a finding of no significant difference from the previous year.

We have used statistical tests that are standard for the field of criminal justice. These include chi-square tests for most outcomes in this evaluation. A chi-square test 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 we used Fisher's exact test for those with very small cell sizes. For programs that used a pre–post evaluation, we used McNemar's test to determine significance for arrests and incarcerations. For pre–post comparisons of secondary outcomes, such as risk and strength scores, we used a difference-of-means test to evaluate statistical significance.

JJCPA in the Context of Los Angeles County Probation Department Programs

JJCPA is one of the major vehicles to provide services to juveniles in Los Angeles County. 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, administers JJCPA programs at the county level. In FY 2014–2015, the state initially allocated approximately $30.9 million to Los Angeles County for JJCPA programs and services. The actual final budget was $27.6 million. JJCPA funding represents roughly 15 percent of field expenditures for juvenile justice programs, 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 a youth and his or her social ecology, including the family, peers, school, neighborhood, and other community settings (Dahlberg and Krug, 2002). 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 to shape a plan that builds on each juvenile's strengths and is uniquely responsive to service needs. In collaboration with school officials, parents, and community

[3] Formerly called the Corrections Standards Authority, the successor to BOC.

partners, JJCPA deputy probation officers can coordinate service plans that include various school- and community-based resources.

The Probation Department submitted program evaluation designs to BOC that used quasi-experimental methods. BOC subsequently approved these designs. Whenever possible, comparison groups included youths with characteristics similar to those of program participants—either routine probationers, probationers in non-JJCPA programs, or at-risk youths receiving Probation services. If Probation could not identify an appropriate comparison group, it used a pre–post measurement design. Generally, we measure outcomes for program participants for a six-month period after they start the program (for community programs) or after they are released into the community (for juvenile hall programs). In addition to the big six, the Probation Department, working with BOC (and later with the Corrections Standards Authority and the BSCC), defined supplemental outcomes specific to each program, which it also reports to the BSCC annually.

Some discussion of the big six is in order. The BSCC does not rank the relative importance of these measures, nor is there any universally accepted method of determining 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 participants 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, we measure the big six outcomes only for six months after entry into the program[4] 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 outcomes, the most important metric is whether program participants performed significantly better than comparison-group youths, not the absolute value of any given outcome.

Participants Involved in JJCPA Programs in FY 2014–2015

Overall, in FY 2014–2015, 31,483 participants received JJCPA services in Los Angeles County. Of these, 17,529 (55.7 percent) were at risk and 13,954 (44.3 percent) were on probation. A given youth can participate in more than one JJCPA program, and a single youth can participate in the same program more than once within the reference period (e.g., if a youth in one of the school-based programs changes schools). Therefore, because of double-counting, the total number of youths served will be somewhat less than the total number of participants. Participants in JJCPA programs receive services, often provided under contract by community-based organizations, as well as supervision by a probation officer.

Los Angeles County organizes its JJCPA programs into three initiatives: Enhanced Mental Health Services, Enhanced Services to High-Risk/High-Need Youths, and Enhanced School- and Community-Based Services. It bases assignment to a particular initiative and to a particular program on each person's measured or perceived need for services offered within

[4] For programs based in juvenile halls, we measure the big six outcomes for the six months after the youth returns to the community, rather than from program start.

that initiative or program. A given participant can receive services from more than one initiative and from multiple programs, within or across initiatives, and concurrently or consecutively. Probation counts a given juvenile as a participant within each program from which he or she receives services and could therefore count that juvenile more than once.

Table S.1 lists the JJCPA programs in each initiative in FY 2014–2015 and the number of participants who received services in each program.

Table S.1
Programs in the Three JJCPA FY 2014–2015 Initiatives and Numbers of Participants

Initiative or Program	Abbreviation	Participants
I. Enhanced Mental Health Services		7,627
Mental Health Screening, Assessment, and Treatment	MH	7,467
Multisystemic Therapy	MST	95
Special Needs Court	SNC	65
II. Enhanced Services to High-Risk/High-Need Youths		2,276
Gender-Specific Community	GSCOMM	871
High Risk/High Need	HRHN	1,173
Youth Substance Abuse Intervention	YSA	232
III. Enhanced School- and Community-Based Services		21,580
Abolish Chronic Truancy	ACT	10,892
Housing-Based Day Supervision	HB	175
Inside-Out Writers	IOW	2,072
After-School Enrichment and Supervision	PARKS	1,194
School-Based Probation Supervision for Middle School and High School Probationers and At-Risk Youths	SBHS-AR	3,136
	SBHS-PROB	2,650
	SBMS-AR	1,381
	SBMS-PROB	80
Total		31,483

NOTE: We determine the number of participants in a given program by who received services during the fiscal year, which went from July 1, 2014, to June 30, 2015. To allow a six-month eligibility period for recidivism, however, the number for whom a program reported outcomes uses a reference period of January 1, 2014, through December 31, 2014. The participants for whom a program can report outcomes during the fiscal year must 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 a program reported outcomes.

Research Designs and Limitations

Table S.2 shows the number of participants in each program for whom the program reported big six outcomes, the comparison group used for the program, and the number of youths in the comparison group.[5]

Table S.2
Programs in the Three JJCPA FY 2014–2015 Initiatives, Comparison Groups, and Numbers of Participants for Whom Probation Reported Outcomes

Initiative or Program	Participants	Comparison Group	Comparison-Group Members
I. Enhanced Mental Health Services			
MH	1,081	FY 2013–2014 MH participants	1,007
MST	68	MST-identified near misses	36
SNC	40	SNC-identified near misses	38
II. Enhanced Services to High-Risk/High-Need Youths			
GSCOMM	929	FY 2013–2014 GSCOMM participants	649
HRHN	1,275	FY 2013–2014 HRHN participants	1,404
YSA	156	FY 2013–2014 YSA participants	168
III. Enhanced School- and Community-Based Services			
ACT	5,365	Pre–post comparison	5,365
HB	82	Pre–post comparison	82
IOW	1,761	FY 2013–2014 IOW participants	1,673
PARKS	782	Pre–post comparison	782
SBHS-AR	2,078	FY 2013–2014 SBHS-AR participants	1,703
SBHS-PROB	1,899	Routine probationers	1,411
SBMS-AR	877	FY 2013–2014 SBMS-AR participants	780
SBMS-PROB	76	Routine probationers	137

NOTE: We limited near misses for MST and SNC to those with characteristics comparable to those of program participants. We statistically matched routine probationers used as members of comparison groups for SBHS-PROB and SBMS-PROB to program participants. MH reported outcomes only for participants who received treatment services.

We note that pre–post comparisons, as well as comparisons between program participants and those not accepted into the program but deemed comparable to program participants, are weak designs, and the reader should interpret results from such comparisons with this weakness in mind. In particular, pre–post comparisons for probation-related outcomes,

[5] The near misses used in comparison groups for MST were youths who had similar characteristics to those of program participants but who were not accepted into the program, usually because of lack of Medi-Cal coverage needed to cover the cost of program participation or because they were receiving counseling services elsewhere. SNC near misses failed to qualify for inclusion in SNC either because they were close to 18 years old or because Probation did not consider their level of mental illness, which would have qualified them for the program in previous years, severe enough after the program changed its qualification criteria.

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, except probation violations, after program entry than prior to program entry. Our evaluation of JJCPA programs in Los Angeles County uses pre–post comparisons only for programs that target primarily at-risk youths, thus avoiding the problems of pre–post designs in evaluating probation-related outcomes.

Year-to-Year Variations

Having produced a report similar to this one for several years now, we note that outcomes within a given JJCPA program do not vary greatly from year to year. A consistent finding over the years is that, although the differences are small, in general, program participants show more-positive outcomes than comparison-group youths. There are two exceptions to this generalization:

- The smaller JJCPA programs, which also have small comparison groups, typically do not have enough statistical power to show significant differences between the two groups.
- None of the seven programs that utilizes the previous year's cohort as a comparison group for the most part shows significant statistical difference between the cohorts, which, by definition, is considered a positive outcome. Using the previous year's cohort as a comparison group for this year's program youths was suggested by the BSCC. We do not determine whether a given outcome is "good" or "bad." We simply report whether a pre–post comparison shows a statistically significant difference between the two measures.

Although we do have data to look at historical trends, this report is focused on a single year, not on trends over time. This approach is consistent with the scope of what the BSCC requires and the Los Angeles County Board of Supervisors expects. From year to year, a particular big six outcome might not always be more positive for program participants, but, overall, there is a consistent pattern of program participants meeting program goals.

Supplemental outcomes also show very similar results from year to year, with almost all follow-up measures significantly more positive than baseline measures. However, programs vary greatly in the portion of participants measured for supplemental outcomes. In FY 2014–2015, for example, 3,562 out of 3,977 SBHS-AR and SBHS-PROB participants (89.6 percent) reported school attendance, and the programs tested 2,565 (64.5 percent) for strengths and risks. In the MH program, by contrast, only 105 of 1,081 (9.7 percent) who received mental health treatment reported Brief Symptom Inventory scores. These program-to-program discrepancies in percentages who report supplemental outcomes also tend to be fairly consistent from year to year.

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—in this case, comparing outcomes in the six months before and those in the six months after JJCPA program entry.[6] Although the BSCC does not mandate difference-in-differences analyses, we have included them here to evaluate

[6] IOW and MH, programs administered in juvenile halls, measure outcomes in the six months prior to hall entry and six months following hall exit for the hall stay during which program services were received.

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.

Brief Summary of Findings

- Overall, for big six and supplementary outcomes, program participants showed more-positive outcomes than comparison-group youths. For any program that uses the previous year's cohort as a comparison group, the BSCC considers success to be a finding of no significant difference between the two groups.
- In programs that used historical comparison groups, only one big six outcome (out of a possible 34) differed significantly between the two cohorts, thus meeting the majority of program goals of doing at least as well as the previous year's cohort.
  - For the most part, difference-in-differences analyses supported simple comparisons between groups.
- With the exception of SBHS-PROB and SBMS-PROB, programs that used contemporaneous comparison groups were small and showed no significant differences between program and comparison-group youths.
  - SBHS-PROB participants showed more-positive outcomes for four of the big six outcomes, while comparison-group youths had significantly fewer probation violations.
  - SBMS-PROB participants had significantly higher rates of completion of probation and completion of community service, but comparison-group youths had significantly fewer violations of probation.
- Programs that used a pre–post evaluation design targeted mostly at-risk youths, who showed no significant differences between pre and post measurement periods.
- Results within any given program showed very small year-to-year differences in outcomes over the years that we have been evaluating JJCPA programs in Los Angeles County.
- Program participants in two of the three initiatives performed better than comparison-group youths in one or more outcomes.
  - Incarceration rates were significantly lower for program participants in the Enhanced Mental Health Services initiative than for comparison-group youths.
  - Participants in the Enhanced School- and Community-Based Services initiative had significantly better outcomes than the baseline period or comparison group for completion of probation, completion of restitution, and completion of community service. Comparison-group youths in this initiative showed significantly fewer violations of probation.
- For most programs, particularly those targeting only at-risk youths, the largest contributor to total juvenile justice cost was the cost of administering the JJCPA program itself.
  - Comparing costs in the six months following program entry and those from the six months before program entry, we see that several programs did produce average savings in several important outcomes, including the cost of arrests, court appearances, juvenile hall stays, and, to a lesser degree, time spent in camp.
- Most programs had smaller samples for supplemental outcomes than for big six outcomes. This can potentially affect the statistical power for these outcomes.

- We base this report on officially recorded outcome data only and make no attempt to evaluate the quality of program implementation.

In the next section, we expand on each of these points in more detail.

Outcomes

Enhanced Mental Health Services

Because participants in the MH program represent about 91 percent of all participants in the Enhanced Mental Health Services initiative for whom Probation reported big six outcomes, the results for that program significantly influence the results for the initiative as a whole. Echoing the results for MH participants, the two groups did not differ significantly on any of the big six outcomes. The difference-in-differences analyses for MH also found no significant differences between the two groups on any of the big six outcomes. Supplemental outcomes in the Enhanced Mental Health Services initiative showed no significant differences except for pre–post improvement in school attendance for MST participants. Primarily because of the smallness of samples, changes in all other supplemental outcomes were not statistically significant.

Enhanced Services to High-Risk/High-Need Youths

None of the three programs in the Enhanced Services to High-Risk/High-Need Youths initiative showed a significant difference between program participants and comparison-group youths, so we would expect the same of the initiative as a whole, and that is exactly what we found. It is important to keep in mind that, for all three programs in this initiative, the comparison group was the previous year's cohort, and the goal was for this year's participants to perform at least as well as the previous year's cohort. This means that a finding of no statistically significant difference between the two cohorts constitutes a successful outcome.

Difference-in-differences analyses were consistent with simple comparisons for all outcomes except in the HRHN and YSA programs. Using a simple comparison between the two cohorts, we find that the FY 2014–2015 HRHN cohort successfully completed probation at a higher rate than the FY 2013–2014 cohort. A difference-in-differences analysis showed that the two groups were significantly different at baseline, so the change in rates from baseline to follow-up was not significantly different for the two cohorts. However, the two groups did differ significantly at baseline in arrest rates, so a difference-in-differences analysis indicated that the change from baseline to follow-up for the FY 2014–2015 cohort was significantly greater than for the FY 2013–2014 cohort. For the YSA program, FY 2014–2015 participants showed a significantly larger improvement between baseline and follow-up rates for completion of restitution than the FY 2013–2014 cohort did.

Enhanced School- and Community-Based Services

Taken as a whole, participants in the Enhanced School- and Community-Based Services initiative had significantly better outcomes than the baseline period or comparison group for completion of probation, completion of restitution, and completion of community service. However, the comparison or baseline rate of probation violations was significantly lower than that of the program group or follow-up period. Arrest and incarceration rates were not signifi-

cantly different for the two groups. For the programs that used educational measures as supplemental outcomes, school attendance improved significantly in the term following program entry over that of the previous term. School suspensions and expulsions also dropped, although the differences were not always statistically significant. Among participants in the school-based programs, test scores were significantly higher for strengths and significantly lower for risks and barriers in the six months following program entry than at program entry. ACT and IOW showed significant improvements in supplemental outcomes as well.

Historical and Contemporaneous Comparison Groups and Pre–Post Comparisons

Three of the four programs that used contemporaneous comparison groups (MST, SBMS-PROB, and SNC) were quite small. MST and SNC participants did not differ significantly from comparison-group youths in any of the big six outcomes. SNC did not administer Global Assessment of Functioning testing in FY 2014–2015. Both MST and SBMS-PROB participants showed significantly higher rates of school attendance in the term following program entry than in the prior term. SBMS-PROB participants had significantly higher rates of completion of probation and of completion of community service than comparison-group youths, but comparison-group youths had significantly fewer violations of probation. SBMS-PROB participants also showed significant improvement in overall strength and risk scores after program entry.

Results for SBHS-PROB, the largest program that used a contemporaneous comparison group, were significantly more positive for all supplementary outcomes (school attendance, suspensions, expulsions, and overall strength and risk scores) following program entry. For big six outcomes, SBHS-PROB participants had significantly lower arrest rates and higher rates of completion of probation, restitution, and community service than comparison-group youths, but comparison-group youths had significantly fewer probation violations. Rates of incarceration for the two groups did not differ significantly.

The programs that used historical comparison groups showed no significant difference between the two cohorts in almost all of the big six outcomes, thus meeting the majority of program goals of performing at least as well as the previous year's cohort. The only exception was in the HRHN program, in which the FY 2014–2015 cohort actually was significantly more likely to complete probation than its FY 2013–2014 counterpart. Participants in the GSCOMM, HRHN, and IOW programs had positive outcomes for supplemental outcomes.

The three programs that utilized pre–post comparison designs—ACT, HB, and PARKS—primarily targeted at-risk youths, so the only reportable big six outcomes were arrest and incarceration. Arrest and incarceration rates did not differ significantly between the two periods. ACT and HB participants significantly improved their school attendance after program entry.

Outcomes of Simple Comparisons Between Cohorts and Difference-in-Differences Analyses

For seven Los Angeles County JJCPA programs (GSCOMM, HRHN, IOW, MH, SBHS-AR, SBMS-AR, and YSA), the county evaluates outcomes by comparing the current cohort's results and 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 S.3 indicates, the FY 2014–2015 cohort equaled or surpassed the FY 2013–2014 cohort's performance in all 34 outcomes. In one outcome (completion of probation in the HRHN program), the current year's cohort performed significantly better than its counterpart from the year before.

Table S.3
Results from Simple Comparisons in Programs That Used the Previous Year's Cohorts as Comparison Groups

Program	Arrest	Incarceration	Completion of Probation	Completion of Restitution	Completion of Community Service	Probation Violation
GSCOMM	—	—	—	—	—	—
HRHN	—	—	FY 2014–2015	—	—	—
IOW	—	—	—	—	—	—
MH	—	—	—	—	—	—
SBHS-AR	—	—	n.a.	n.a.	n.a.	n.a.
SBMS-AR	—	—	n.a.	n.a.	n.a.	n.a.
YSA	—	—	—	—	—	—

NOTE: *FY 2014–2015* in this table indicates that the FY 2014–2015 cohort had a significantly more positive result. A dash indicates no significant difference between the two cohorts. n.a. = not applicable.

Table S.4 presents the results of difference-in-differences analyses for the seven JJCPA programs that used the previous year's cohorts as comparison groups.

Table S.4
Results of Difference-in-Differences Analyses for Programs That Used the Previous Year's Cohorts as Comparison Groups

Program	Arrest	Incarceration	Completion of Probation	Completion of Restitution	Completion of Community Service	Probation Violation
GSCOMM	—	—	—	—	—	—
HRHN	FY 2014–2015	—	—	—	—	—
IOW	—	—	—	—	—	—
MH	—	—	—	—	—	—
SBHS-AR	—	—	n.a.	n.a.	n.a.	n.a.
SBMS-AR	—	—	n.a.	n.a.	n.a.	n.a.
YSA	—	—	—	FY 2014–2015	—	—

NOTE: *FY 2014–2015* in this table indicates that the FY 2014–2015 cohort had a significantly more positive result. A dash indicates no significant difference between the two cohorts. n.a. = not applicable.

Estimated JJCPA Per Capita Costs

Los Angeles County JJCPA programs in FY 2014–2015 served a total of 31,483 participants,[7] at a total cost of $27,616,833, or $877 per participant.[8] As one might expect, given their intensity and length, some programs had higher per capita costs than others. In general, the larger programs, such as ACT and IOW, had lower per capita costs, whereas programs that offered more-intensive services to smaller populations with higher risks and needs, such as HB, MST, and SNC, had higher per capita costs. Table S.5 shows the total budget for each program, the number of participants served in FY 2014–2015, and the cost per program participant. Overall, the cost per participant in the Enhanced Mental Health Services initiative in FY 2014–2015 was $734, whereas the Enhanced Services to High-Risk/High-Need Youths initiative cost $2,800 per participant served, and the Enhanced School- and Community-Based Services initiative spent $725 per participant. Differences between initiatives in estimated mean cost reflect the length and intensity of the programs in each initiative, as well as the type of participants served (probationers, at-risk youths, or both).

[7] A given youth can participate in more than one JJCPA program, and a single youth can participate in the same program more than once within the reference period (e.g., if a youth in one of the school-based programs changes schools). Therefore, because of double-counting, the total number of youths served will be slightly less than the total number of participants.

[8] The number of youths served in FY 2014–2015 is greater than the number of youths for whom programs reported outcome measures to the BSCC because the time frames differ. Because the cost estimates in this chapter include arrests during the six-month eligibility period mandated for big six outcomes, the number of program participants will match the number used to report outcomes to the BSCC, not the total number served during the fiscal year, except for the MH program. For MH, we report big six outcomes only for those who received treatment, but we compute costs for all who were screened.

Table S.5
Participants, Budgets, and Estimated Per Capita Costs, by JJCPA Program, FY 2014–2015

Initiative or Program	Participants Served	Budget ($)	Per Capita Expenditure ($)
Enhanced Mental Health Services	7,627	5,595,654	734
MH	7,467	4,076,285	546
MST	95	256,008	2,695
SNC	65	1,263,361	19,436
Enhanced Services to High-Risk/High-Need Youths	2,276	6,373,589	2,800
GSCOMM	871	919,729	1,056
HRHN	1,173	4,410,247	3,760
YSA	232	1,043,883	4,499
Enhanced School- and Community-Based Services	21,580	15,647,320	725
ACT	10,892	411,187	38
HB	175	818,428	4,677
IOW	2,072	188,857	91
PARKS	1,194	1,693,665	1,418
SBHS-AR	3,136	5,425,792	1,730
SBHS-PROB	2,650	4,888,377	1,845
SBMS-AR	1,381	2,094,769	1,517
SBMS-PROB	80	126,245	1,578
All programs	31,483	27,616,833	877

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

Estimated Total Cost of Programs and Initiatives

Table S.6 shows the estimated mean baseline and follow-up costs per participant in each JJCPA program in FY 2014–2015. The table also shows weighted averages for each initiative. Note that the costs of an initiative's programs that served the most participants drive that initiative's costs. Thus, MST and SNC costs had very little influence on the overall costs of the Enhanced Mental Health Services initiative because the vast majority of participants within that initiative were in the MH program.

As one might expect, mean overall juvenile justice costs for JJCPA participants were generally higher in the six months after program entry ($11,436) than in the six months prior to program entry ($8,598), primarily because of the cost associated with administering the programs. This was especially true in FY 2014–2015, compared to previous years, because in FY 2014–2015, a majority (55.7 percent) of JJCPA funds were spent on at-risk youths. In pre-

Table S.6
Mean Estimated Cost per Participant, Participants Served, and Cost Differences, by JJCPA Program, FY 2014–2015

Initiative or Program	Baseline, in Dollars			Follow-Up, in Dollars			Number of Participants	Cost Difference, in Dollars
	Mean	95% CI		Mean	95% CI			
Enhanced Mental Health Services	15,679	15,158	16,199	23,462	22,773	24,150	6,826	–7,783
MH	15,557	15,033	16,081	23,429	22,733	24,124	6,718	–7,872
MST	9,359	6,150	12,568	12,224	9,231	15,217	68	–2,865
SNC	46,841	34,396	59,285	48,053	36,424	59,682	40	–1,212
Enhanced Services to High-Risk/High-Need Youths	11,851	10,917	12,785	10,872	10,205	11,539	2,360	979
GSCOMM	1,044	730	1,359	2,199	2,198	1,834	2,562	–1,154
HRHN	19,971	18,279	21,663	16,414	16,402	15,271	17,534	3,569
YSA	9,839	7,480	12,198	17,341	17,333	13,887	20,779	–7,494
Enhanced School- and Community-Based Services	4,263	4,061	4,464	5,186	4,959	5,412	12,920	–923
ACT	17	4	30	93	56	130	5,365	–76
HB	90	–32	213	3,949	2,839	5,058	82	–3,859
IOW	21,425	20,090	22,759	25,375	23,895	26,855	1,761	–3,950
PARKS	4	–2	11	697	666	729	782	–693
SBHS-AR	157	113	201	1,641	1,461	1,822	2,078	–1,484
SBHS-PROB	8,604	8,018	9,191	8,509	7,856	9,161	1,899	95
SBMS-AR	24	6	41	1,160	1,015	1,305	877	–1,136
SBMS-PROB	7,330	5,232	9,429	4,719	2,688	6,749	76	2,611
All programs	8,598	8,375	8,821	11,436	11,176	11,696	22,106	–2,838

NOTE: CI = confidence interval. A positive number in the "Cost Difference" column indicates that the mean cost was lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that the mean cost was higher after entering the program than before entering.

vious years, more JJCPA funds had been spent on probationers than on at-risk youths. At-risk youths, of course, are less likely to have baseline supervision costs.

We note also that savings in juvenile justice costs for arrests, camps, and juvenile hall stays 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 cannot include these factors in our estimates of cost differences between the baseline and follow-up periods.

Estimated Juvenile Justice Cost Savings, by Initiative

For each of the three FY 2014–2015 initiatives, Table S.7 shows the estimated mean net cost for each juvenile justice cost—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, mean costs differ noticeably among the three initiatives. The Enhanced Mental Health Services initiative, which serves only probationers, showed lower arrest costs but much higher camp, court, and juvenile hall costs for participants than before they had entered. The Enhanced Services to High-Risk/High-Need Youths initiative, which targets a large number of at-risk youths, saw the bulk of its expenses in program costs, whereas its costs for arrests and camp were lower in the six months after participants entered the programs, with camp costs averaging $3,584 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 youths, showed lower arrest costs during the follow-up period but higher camp, court, and juvenile hall costs than in the baseline period.

Table S.7
Estimated Mean Net Cost Savings for Initiatives, FY 2014–2015, in Dollars

Juvenile Justice Cost	Enhanced Mental Health Services	Enhanced Services to High-Risk/High-Need Youths	Enhanced School- and Community-Based Services
Arrest	350	94	205
Camp	–2,105	3,584	–108
Court	–1,086	–30	–31
Juvenile hall	–4,034	–3	–386
Program	–634	–2,630	–620
Supervision	–279	–40	–112
Total	–7,781	979	–923

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 costs, total cost might not equal the sum of the individual costs.

Conclusions

As with any evaluation, our assessment of the JJCPA program in Los Angeles County has some inherent limitations. 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 differences between the groups, not the program, caused observed differences.

We also did not have access to how certain scales used for supplemental outcomes (e.g., strength, risk, and barrier scores for the school-based programs, and family functioning for HRHN) were constructed or to the justification for their construction or use.

Another limitation of this report is that, although we can determine statistical significance for a given outcome, we have no way to judge the raw numbers as "good" or "bad."

Probation extracted data used to compute outcome measures from its databases. Probation has worked with RAND to try 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 community-based organization service providers, schools, and other county government departments (e.g., Los Angeles County Department of Mental Health). Several JJCPA programs have supplemental outcomes that are based on pre–post comparisons of some kind of evaluation (e.g., Brief Symptom Inventory scores) but actually administer the evaluation only once for most participants, at the time of program entry. We report supplemental outcomes only for youths who receive both baseline and follow-up evaluations.

Data for some programs were relatively complete. In other programs, only a small fraction of program participants had data available for supplementary measures, calling into question the appropriateness of any findings based on such a small subsample. For example, of the 1,081 MH participants whose outcomes the program reported, only 105 (9.7 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.

The severe recession that began in late 2007, as well as budget issues specific to California, continued to affect JJCPA funding in Los Angeles County in FY 2014–2015. Compared with the FY 2007–2008 budget of $34,209,043, the FY 2014–2015 budget of $27,616,833 represents a reduction of 19.3 percent, even without adjusting for inflation. In recent years, Probation has altered the criteria for participation in some JJCPA programs and made other changes that have allowed approximately as many youths to receive JJCPA services as during the years of higher funding. The level of JJCPA funding for future years remains uncertain.

FY 2014–2015 was the first year since JJCPA began in FY 2001–2002 that more funding was dedicated to at-risk youths than to probationers, with 55.7 percent of all JJCPA funds being spent on at-risk youths. This appears to be the result of two trends: (1) a steady decline in juvenile arrest rates since 2007 and (2) the Los Angeles County Probation Department's deliberate strategy of devoting an increasing number of resources to at-risk youths.

FY 2014–2015 was the 14th consecutive year for which programs reported outcomes to the state 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. Differences in outcomes between program participants and comparison-group youths are relatively small, but they are consistent enough that they appear to be real differences rather than statistical anomalies. County-developed supplemental outcomes tend to be more favorable than state-mandated big six outcomes, although samples tend to be considerably smaller than for big six outcomes. Los Angeles County expects to continue to receive JJCPA funding on an annual basis and to report outcomes to the BSCC annually.

CHAPTER ONE

Background and Methodology

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 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). The legislature intended the program to provide a stable funding source for juvenile programs that have proven effective in curbing crime among at-risk youths and young offenders (Board of State and Community Corrections [BSCC], 2016). The legislature asked counties to submit plans to the state for funding to identify programs that filled gaps in local services. The legislature required that providers base the programs on empirical findings of effective program elements. It required each plan 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, the county required that, to be funded, a program be based on approaches demonstrated to be effective in reducing delinquency. It also required programs to integrate law enforcement, probation, education, mental health, physical health, social services, drug and alcohol abuse treatment, and youth service resources in a collaborative manner, sharing information to coordinate strategy and provide data for measuring program success (AB 1913, 2000).

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

- juvenile probationers identified with needs for more special services than routine probationers receive
- at-risk youths 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 participating in criminal activities
- youths in juvenile halls.[1]

Each county assigns each at-risk or offending juvenile to one or more JJCPA programs according to an assessment of that juvenile's need for services.

[1] In earlier years, a few JJCPA programs also targeted youths in juvenile camps but now have only two programs administered within juvenile halls and none in camps.

The BSCC[2] has responsibility for administering the JJCPA program. The legislation requires the BSCC 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: (1) arrests, (2) incarcerations, (3) successful completion of probation, (4) successful completion of restitution, (5) successful completion of community service, and (6) probation violations. Each county can also request that programs measure supplemental outcomes for locally identified service needs (BSCC, 2016).

To evaluate program success, we look at differences between program and comparison-group youths in these outcomes. In many instances, the comparison group for the big six consists of the previous year's participants in the same program. This is approved by the BSCC and is standard practice throughout the state. For any program that uses the previous year's cohort as a comparison group, the BSCC considers a finding of no significant difference from the previous year successful.

We have used statistical tests that are standard for the field of criminal justice. These include chi-square tests for most outcomes in this evaluation. A chi-square test 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 we used Fisher's exact test for those with very small cell sizes. For programs that used a pre–post evaluation, we used McNemar's test to determine significance for arrests and incarcerations. For pre–post comparisons of secondary outcomes, such as risk and strength scores, we used a difference-of-means test to evaluate statistical significance.

The county first implemented JJCPA programs in the summer and fall of 2001, and the programs are now in their 15th year of funding. In fiscal year (FY) 2014–2015, the 56 counties that had JJCPA programs spent approximately $110.5 million in JJCPA funding. Counties also used interest on JJCPA funds and other, non-JJCPA funding to bring the total expenditure for JJCPA programs to approximately $124.5 million. This allowed California counties to administer a total of 150 JJCPA programs to 84,450 at-risk youths and young offenders, with a per capita cost of $1,309 (JJCPA funds only). Statewide, JJCPA participants had significantly ($p < 0.05$) lower rates of arrest and incarceration than youths in reference groups. Program and comparison-group youths did not differ significantly in their rates of completion of probation, completion of restitution, completion of community service, or probation violations (BSCC, 2016).

JJCPA in the Context of Los Angeles County Probation Department Programs

JJCPA is one of the major vehicles to provide services to juveniles in Los Angeles County. 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, administers JJCPA programs at the county level. In FY 2014–2015, the state initially allocated approximately $30.9 million to Los Angeles County for JJCPA programs and services. The actual final budget was $27.6 million. JJCPA funding represents roughly 15 percent of field expenditures

[2] Formerly called the Corrections Standards Authority (CSA), the successor to BOC.

for juvenile justice programs, 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 a youth and his or her social ecology, including the family, peers, school, neighborhood, and other community settings (Dahlberg and Krug, 2002). 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 each juvenile's strengths and is uniquely responsive to service needs. In collaboration with school officials, parents, and community partners, JJCPA DPOs can coordinate service plans that include various school- and community-based resources.

This coordinated strategy allows JJCPA school-based and other JJCPA DPOs to closely supervise and support youths in the context of the school environment and the community, providing a continuum of care that extends beyond the normal school day and addresses the youth's educational, social, and recreational needs and strengths. These extended services and programs aim to create a safe environment for youths normally unsupervised during afterschool hours while allowing the youths the opportunity to interact with prosocial peers and adults.

State Requirements and Local Evaluation

As noted, AB 1913 requires all counties that receive JJCPA funding to report annually on their program outcomes to the BSCC. Each county uses a research design to gather information on program participants, as well as on a comparison group for each group of program participants, which it uses as a reference for measuring program success.

The most preferable research design is experimental, in which researchers randomly assign participants 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 being selected before the beginning of the evaluation. If an experimental design cannot be used, researchers often evaluate programs using quasi-experimental designs, in which they choose a comparison group to match the treatment group's characteristics as closely as possible.

Clearly, for a fair evaluation of the program, the more comparison groups resemble their program groups, the better. In theory, one would want the comparison group to match the treatment group in all ways except for the receipt of treatment (i.e., the comparison group would not receive any). In practice, the evaluation might not identify or measure all factors. However, in criminal justice research, researchers often match comparison groups 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 treatment effects (not differences in other characteristics) caused the differences between the two groups. We can construct comparison groups in several ways. Sometimes, when no contemporaneous group is available, the researchers must use a historical comparison group. The reason that several of the JJCPA programs use the prior year's cohort as a comparison group is that a contemporaneous comparison group does not exist, typically because all youths who qualify for a given program receive services under that program. If the team can identify neither a contemporaneous nor a historical comparison group, program participants themselves can constitute the comparison group, and the researchers can compare the participants' behavior before and after 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. BOC subsequently approved these designs. Whenever possible, comparison groups included youths with characteristics similar to those of program participants—either routine probationers, probationers in non-JJCPA programs, or at-risk youths receiving Probation services. If Probation could not identify an appropriate comparison group, it used a pre–post measurement design. Generally, a program measures outcomes for its participants for a six-month period after they start the program (for community programs) or after they are released 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 and the BSCC), defined supplemental outcomes specific to each program, which it also reports to the BSCC annually.

We note that pre–post comparisons, as well as comparisons between program participants and those not accepted into the program but deemed comparable to program participants, are weak designs, and the reader should interpret results from such comparisons 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, except probation violations, after program entry than prior to program entry. Our evaluation of JJCPA programs in Los Angeles County uses pre–post comparisons only for programs that target primarily at-risk youths, thus avoiding the problems of pre–post designs in evaluating probation-related outcomes.

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 Multisystemic Therapy (MST), School-Based Probation Supervision for High School Probationers (SBHS-PROB), School-Based Probation Supervision for Middle School

Probationers (SBMS-PROB), and Special Needs Court (SNC) programs. RAND researchers also assisted Probation in identifying an appropriate initial comparison group for the High Risk/High Need (HRHN) program, for which programs reported outcomes for the first time in FY 2005–2006. Probation selected these comparison groups, matching comparison-group youths to program participants on demographic characteristics—age, gender, and race and ethnicity. RAND researchers could not verify the comparability of program and comparison groups on key background factors, with the exception of SBHS-PROB and SBMS-PROB. Probation collected data for all outcome measures, extracted them from the on-site database, and sent them to RAND for analysis. Appendix A provides additional details on construction of the comparison groups.

RAND researchers verified the comparability of comparison groups for SBHS-PROB and SBMS-PROB by matching program participants to comparison-group youths 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. To create a comparison group, the RAND team also worked with MST and SNC personnel to identify program "near misses" appropriately similar to program participants.[3] Prior to FY 2007–2008, historical comparison groups from 2000 had been used for HRHN; Mental Health Screening, Assessment, and Treatment (MH); School-Based Probation Supervision for High School At-Risk Youths (SBHS-AR); and School-Based Probation Supervision for Middle School At-Risk Youths (SBMS-AR). Following a suggestion from CSA, in FY 2007–2008, we replaced these older historical comparison groups with participants in each program 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, Gender-Specific Community (GSCOMM), Inside-Out Writers (IOW), and Youth Substance Abuse Intervention (YSA) also began using the previous year's cohorts as comparison groups. The remaining JJCPA programs (Abolish Chronic Truancy [ACT], Housing-Based Day Supervision [HB], and After-School Enrichment and Supervision [PARKS]) continued to use pre–post designs. All programs used the same evaluation designs in FY 2014–2015 as they have since FY 2008–2009.

We have applied standard statistical techniques (chi-square test, Fisher's exact test, McNemar's test, and difference-of-means test) to assess whether the differences in outcomes between JJCPA youths and comparison-group youths are statistically significant, i.e., whether we can assert with a reasonable degree of certainty that the difference in outcomes between the two groups did not occur by chance but resulted from real differences between group outcomes. Following customary social science research practice, we report statistical significance when the computed probability is less than 5 percent that the observed differences could have occurred by chance ($p < 0.05$). We note, however, that sample size substantially affects statistical significance. With small samples (e.g., 50 youths in each group), statistical significance will require a fairly large difference between the two groups. 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 and smaller samples have less statistical power.

[3] The near misses used in comparison groups for MST were youths who had similar characteristics to program participants but who were not accepted into the program, usually because of lack of Medi-Cal coverage needed to cover the cost of program participation or because they were receiving counseling services elsewhere. SNC near misses failed to qualify for inclusion in SNC either because they were close to 18 years old or because Probation did not consider their level of mental illness, which would have qualified them for the program in previous years, severe enough after SNC changed its qualification criteria.

Some discussion of the big six is in order. The BSCC does not rank the relative importance of these measures, nor is there any universally accepted method of determining 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 B for an explanation of this rank ordering.

An ideal outcome would be for no program participants to be arrested, incarcerated, or in violation of probation and for all to complete probation and (if applicable) community service and restitution. However, because most JJCPA programs measure the big six outcomes only for six months after entry into the program[4] 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 outcomes, the most important metric is whether program participants performed significantly better than comparison-group youths, not the absolute value of any given outcome.

We would also note that, because program participants are more closely supervised than youths on routine probation, it would not be surprising to find that they have more probation violations than comparison-group youths. Even if program participants and comparison-group youths committed the same number of violations, the additional supervision of program participants would likely lead to more of these violations being discovered and recorded. Thus, a higher rate of violations for program participants could be due more to their supervision level than to actual misbehavior. However, we cannot test this hypothesis.

Outcomes required by the BSCC focus on *programs*. Many of the JJCPA programs contract with community-based organizations (CBOs). CBOs provide specified services for the JJCPA programs (see Appendix C). CBOs are thus integral components of the programs, as are other county agency staff from the Los Angeles County 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 that the programs as a whole have on youth outcomes. A strong study of different CBOs' effects on youth outcomes would require adequate numbers of participants in the different programs and a better understanding of their background characteristics and the nature of the services that each CBO provides to the participants; we do not have access to these data 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 the BSCC.

Difference-in-Differences Analyses

When using the previous year's program participants as a comparison group for the current year's program participants, we implicitly assume that the two groups have comparable char-

[4] For programs based in juvenile halls, we measure the big six outcomes for the six months after a youth returns to the community, rather than from program start.

acteristics at the time they enter the program. However, because of changes in program acceptance criteria, policing practices, changing juvenile crime rates, and other factors, this assumption might not be correct from year to year. We therefore added, beginning in FY 2008–2009, difference-in-differences analyses for each JJCPA program that uses the previous year's cohort as a comparison group.[5] These analyses adjust for differences in the groups at baseline over the two years.[6]

Programs measure each of the big six outcomes during both baseline and follow-up periods for both the current and previous years.[7] If the lower bound of a 95-percent confidence interval (CI) is less than 1 and the upper bound is greater than 1, we can conclude that the two cohorts do not differ significantly from each other. For arrests, incarcerations, and probation violations, if the lower bound of a 95-percent CI for the odds ratio of the interaction term *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.[8] 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).

In our discussion of outcomes for all of the programs that use the previous year's cohorts as comparison groups for the current year's program youths, we include a difference-in-differences analysis for each big six outcome measure. The odds ratio and 95-percent CIs in the tables presenting the results of our difference-in-differences analyses always refer 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 2014–2015. Chapter Two details JJCPA programs and presents brief summaries of each program, its evidence-based program underpinnings, and outcome measures reported to the BSCC for FY 2014–2015. Chapter Three compares, for each JJCPA program and initiative, estimated mean juvenile justice costs in the six months before beginning the program and

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[5] The BSCC does not require a difference-in-differences analysis, only a simple comparison between the two cohorts.

[6] If p is the probability of a binary outcome, we define the odds ratio for that outcome 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 $outcome = b0 + (b1 \times year) + (b2 \times post) + (b3 \times (year \times post))$, 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*.

[7] 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).

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

similar costs in the six months after beginning the program. Chapter Four presents a summary and conclusions of the evaluation of JJCPA for FY 2014–2015. The nine appendixes provide additional details:

- Appendix A: comparison groups and reference periods
- Appendix B: Probation's ranking of the big six outcomes
- Appendix C: CBOs that contracted with Probation to provide JJCPA services in FY 2014–2015
- Appendix D: details of outcomes for each program
- Appendix E: details of outcomes for each program, by participant gender
- Appendix F: details of outcomes for each program, by cluster. Los Angeles County administers probation in five areas called clusters, which correspond closely to the five districts that elect members to the Los Angeles County Board of Supervisors (BOS)
- Appendix G: reproduction of Probation's form for assessing family relations
- Appendix H: reproduction of Probation's form for assessing probationer strengths and risks
- Appendix I: reproduction of Probation's form for assessing goal-setting and life planning for at-risk youths.

CHAPTER TWO

Current JJCPA Programs and FY 2014–2015 Outcome Measures

In this chapter, we report outcome measures for each JJCPA program in Los Angeles County in FY 2014–2015, including the big six outcome measures that the BSCC mandates, as well as supplemental outcome measures specific to individual JJCPA programs.

Participants Involved in JJCPA Programs in FY 2014–2015

As we noted in Chapter One, legislation specified that JJCPA programs target at-risk juveniles, juvenile offenders, and their families (AB 1913, 2000). Although the BSCC does not require details about the characteristics of JJCPA participants, many participants are fairly high risk because the program specifically targets youths 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 parental monitoring of child behavior 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 2014–2015, 31,483 participants[1] received JJCPA services in Los Angeles County. Of these, 17,529 (55.7 percent) were at risk and 13,954 (44.3 percent) were on probation. Participants in one or more JJCPA programs receive services, often provided under contract with CBOs, as well as supervision by a probation officer.

Los Angeles County organizes its JJCPA programs into three initiatives: Enhanced Mental Health Services, Enhanced Services to High-Risk/High-Need Youths, and Enhanced School- and Community-Based Services. It bases assignment to a particular initiative and program on each person's measured or perceived need for services offered within that initiative or program. A given participant can receive services from more than one initiative and from multiple programs, within or across initiatives, and concurrently or consecutively. Probation counts a given juvenile as a participant within each program from which he or she receives services and could therefore count that juvenile more than once.

Table 2.1 lists the JJCPA programs in each initiative in FY 2014–2015 and the number of participants who received services in each program. Table 2.2 shows the number of par-

[1] A given youth can participate in more than one JJCPA program, and a single youth can participate in the same program more than once within the reference period (e.g., if a youth in one of the school-based programs changes schools). Therefore, because of double-counting, the total number of youths served will be somewhat less than the total number of participants.

ticipants in each program for whom that program reported big six outcomes, the comparison group used for the program, and the number of youths in the comparison group.[2]

Table 2.1
Programs in the Three JJCPA FY 2014–2015 Initiatives and Numbers of Participants

Initiative or Program	Abbreviation	Participants
I. Enhanced Mental Health Services		7,627
Mental Health Screening, Assessment, and Treatment	MH	7,467
Multisystemic Therapy	MST	95
Special Needs Court	SNC	65
II. Enhanced Services to High-Risk/High-Need Youths		2,276
Gender-Specific Community	GSCOMM	871
High Risk/High Need	HRHN	1,173
Youth Substance Abuse Intervention	YSA	232
III. Enhanced School- and Community-Based Services		21,580
Abolish Chronic Truancy	ACT	10,892
Housing-Based Day Supervision	HB	175
Inside-Out Writers	IOW	2,072
After-School Enrichment and Supervision	PARKS	1,194
School-Based Probation Supervision for Middle School and High School Probationers and At-Risk Youths	SBHS-AR	3,136
	SBHS-PROB	2,650
	SBMS-AR	1,381
	SBMS-PROB	80
Total		31,483

NOTE: We determine the number of participants in a given program by who received services during the fiscal year, which went from July 1, 2014, to June 30, 2015. To allow a six-month eligibility period for recidivism, however, the number for whom a program reported outcomes uses a reference period of January 1, 2014, through December 31, 2014. The participants for whom a program can report outcomes during the fiscal year must 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 a program reported outcomes.

As Table 2.2 shows, the sizes of JJCPA programs in Los Angeles County and of their respective comparison groups vary greatly. This means that statistical power will be low for

[2] The near misses used in comparison groups for MST were youths who had similar characteristics to program participants but who were not accepted into the program, usually because of lack of Medi-Cal coverage needed to cover the cost of program participation or because they were receiving counseling services elsewhere. SNC near misses failed to qualify for inclusion in SNC either because they were close to 18 years old or because Probation did not consider their level of mental illness, which would have qualified them for the program in previous years, severe enough after SNC changed its qualification criteria.

some programs, i.e., those with relatively few participants and small comparison groups—primarily, HB, MST, SBMS-PROB, and SNC.

Table 2.2
Programs in the Three JJCPA FY 2014–2015 Initiatives, Comparison Groups, and Numbers of Participants for Whom Probation Reported Outcomes

Initiative or Program	Participants	Comparison Group	Comparison-Group Members
I. Enhanced Mental Health Services			
MH	1,081	FY 2013–2014 MH participants	1,007
MST	68	MST-identified near misses	36
SNC	40	SNC-identified near misses	38
II. Enhanced Services to High-Risk/High-Need Youths			
GSCOMM	929	FY 2013–2014 GSCOMM participants	649
HRHN	1,275	FY 2013–2014 HRHN participants	1,404
YSA	156	FY 2013–2014 YSA participants	168
III. Enhanced School- and Community-Based Services			
ACT	5,365	Pre–post comparison	5,365
HB	82	Pre–post comparison	82
IOW	1,761	FY 2013–2014 IOW participants	1,673
PARKS	782	Pre–post comparison	782
SBHS-AR	2,078	FY 2013–2014 SBHS-AR participants	1,703
SBHS-PROB	1,899	Routine probationers	1,411
SBMS-AR	877	FY 2013–2014 SBMS-AR participants	780
SBMS-PROB	76	Routine probationers	137

NOTE: We limited near misses for MST and SNC to those with characteristics comparable to those of program participants. We statistically matched routine probationers used as members of comparison groups for SBHS-PROB and SBMS-PROB to program participants. MH reported outcomes only for participants who received treatment services.

Programs and Outcomes in Initiative I: Enhanced Mental Health Services

Before JJCPA, the Probation Department processed juvenile referrals in a manner similar to what most probation departments in California did at the time, offering only crisis-intervention services. There was no dedicated court to address youths with severe mental health issues; few, if any, placement options for crossover populations (e.g., youths in both juvenile justice and foster care systems); and no cost-effective family-based community treatment service. These problems were among those that JJCPA initially targeted. In FY 2014–2015 in Los Angeles County, three programs in the Enhanced Mental Health Services initiative addressed juvenile mental health issues: MH, MST, and SNC.

We evaluated participants in the Enhanced Mental Health Services initiative based on comparison with an appropriate group for each program. Appendix D provides detailed statistics for FY 2014–2015 outcomes, along with a description of the comparison group for each of the three programs. A total of 7,627 participants (7,467 in MH, 95 in MST, and 65 in SNC) received services in the programs of the Enhanced Mental Health Services initiative in FY 2014–2015. 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.

Table 2.3
JJCPA Programs and Comparison Groups in the Enhanced Mental Health Services Initiative

Program	Comparison Group
MH	Participants in the program during the previous year who received mental health treatment
MST	Youth near misses for MST in FY 2012–2013, FY 2013–2014, or FY 2014–2015 whom we identified as similar to MST participants
SNC	Youths eligible for SNC in FY 2013–2013 or FY 2014–2015 who could not participate because the program was at capacity or who were near misses for eligibility

We next briefly describe each program in the Enhanced Mental Health Services initiative, along with the reported outcomes for FY 2014–2015. Except where specifically noted, all of the outcome differences listed were statistically significant ($p < 0.05$), meaning that JJCPA youth outcomes differed significantly from those of comparison-group youths.[3] Sample sizes indicated are for the entire program and comparison groups. Because probation outcomes do not apply to at-risk youths, and because only a subset of probationers is assigned restitution or community service, we base probation outcomes on a subset of the entire group. In addition, court records for dispositions are sometimes incomplete, so, for some probationers, we cannot determine whether they completed probation or had probation violations. Sample sizes for supplemental outcomes might be considerably smaller because, for instance, school data were not available or Probation did not evaluate strength or risk for all program participants. Because the MH program uses the program cohort from the previous year as a comparison group, we also include difference-in-differences analyses for MH. For details on the sample size of each outcome measure, see Appendix D.

Mental Health Screening, Assessment, and Treatment

The MH program is designed to provide screening, assessment, and treatment services for newly detained youths entering juvenile hall. DMH provides staff to perform the screening, assessment, and intervention functions. Staff refer youths who, according to the initial screening, require a more thorough review for a more comprehensive assessment.

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

[3] The chi-square test that we used to measure statistical significance for most outcomes in 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 we used Fisher's exact test for those with very small cell sizes.

On entry into juvenile hall, DMH professional staff screen detained minors. The staff employ the Massachusetts Youth Screening Instrument and a structured interview. The instrument 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, staff refer for assessment any youths who show elevated risk for any of these factors. If the assessment indicates that the situation merits further attention, DMH professional staff develop a treatment plan (Grisso and Barnum, 2006).

Evidence Base for the Program

This program shares many components with the successful Linkages Project in Ohio (Cocozza and Skowyra, 2000).[4] In that project, the Ohio county of Lorain created the Project for Adolescent Intervention and Rehabilitation, which targeted youths placed on probation for the first time for any offense. The project screens and assesses youths for mental health and substance abuse disorders, then develops individual treatment plans. In conjunction with treatment providers, probation officers and case managers supervise the youths. An evaluation of the program found that it provides an important service and coordinating function for youths, the courts, and the service systems involved (Cocozza and Stainbrook, 1998; Skowyra and Cocozza, 2007). However, *success* in this context means the coordination of the agencies and does not imply an outcome evaluation.

Mental Health America[5] has called for effective treatment programs for juvenile offenders. The organization recommends an integrated, multimodal treatment approach as an essential requirement because of the high incidence of co-occurring disorders among the youths. 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).

Hammond (2007) notes that screening and assessment are key in addressing the need for mental health treatment among youths in the juvenile justice system. For juveniles who do not pose a danger to public safety, community-based treatment is likely to be a better option than detention.

Comparison Group and Reference Period

Although everyone who enters a juvenile hall is tested, only a subset—typically 15 to 20 percent—requires mental health treatment. In FY 2008–2009, we could, for the first time,

[4] Because most of the Los Angeles County JJCPA programs were established in 2001, the evidence base for the program was necessarily based on research available at that time. Whenever possible, we have attempted to supplement these older research reports with more-recent research findings. We have not removed the older citations, however, because they form the original evidence base for the Los Angeles County JJCPA programs.

[5] Formerly the National Mental Health Association.

identify youths who received treatment. Because there is actually no JJCPA intervention for those who do not receive treatment, we report outcomes only for FY 2014–2015 MH participants who received treatment. The comparison group consists of all MH participants from the previous year (FY 2013–2014) who received mental health treatment.[6]

For both MH participants and the comparison group, we measure big six outcomes during the six months following release from juvenile hall. Note that the length of stay in the hall can differ widely among juveniles, so, for those with short stays, the program measures outcomes fairly soon after the participant enters juvenile hall. For others, outcomes can reflect behaviors considerably later than their date of admission.

We base the supplemental outcome for the MH program on mean scores on the Brief Symptom Inventory (BSI). Leonard R. Derogatis developed the BSI (Derogatis and Melisaratos, 1983) to reflect the psychological distress and symptom patterns of psychiatric and medical patients, as well as community samples. The BSI is a self-administered test of 53 items, each rated on a Likert scale from 0 (none) to 4 (most severe). Nine subscales measure different types of psychological systems (e.g., obsessive-compulsive disorder, anxiety, paranoid ideation). The overall BSI score is the total of all 53 Likert scores. Thus, a given score indicates only the overall psychological state of an individual at a given time, and a lower score in the post period simply indicates fewer (or less severe) overall symptoms. DMH gives Probation only the overall BSI score, which Probation then forwards to RAND. DMH measured participants' BSI scores at program entry and at three weeks following program entry or on release from juvenile hall, whichever came first.[7]

Outcomes

For outcome analyses, we examined 1,081 participants in the MH program who received mental health treatment in FY 2014–2015 and 1,007 comparison-group youths who received mental health treatment in FY 2013–2014. There were no statistically significant differences between the two cohorts on any of the big six outcomes. This means that MH participants met expectations in all of the big six outcomes.

By any reasonable standard, the arrest and incarceration rates for this program are certainly high. However, as the numbers demonstrate, this is the typical range for participants in this program. The numbers are not statistically different from those of the previous cohort, and a difference-in-differences analysis shows that there is not a huge change between baseline and follow-up rates for either cohort. The stated goal of the program is that the current year's cohort perform at least as well as last year's. Although the BSCC does not ask for significance testing, our interpretation of performing "at least as well" is that there be no statistically significant differences between the two cohorts. The BSCC FY 2014–2015 report notes that, as

> JJCPA funding for established programs has continued over the years, most counties have opted to switch from using an outside group of juveniles as the Reference Group to using the program juveniles from a previous time period (usually the previous fiscal year) as the reference group. This permits across-year comparisons of program outcomes. In many instances, counties have no expectation that program outcomes will improve from year to

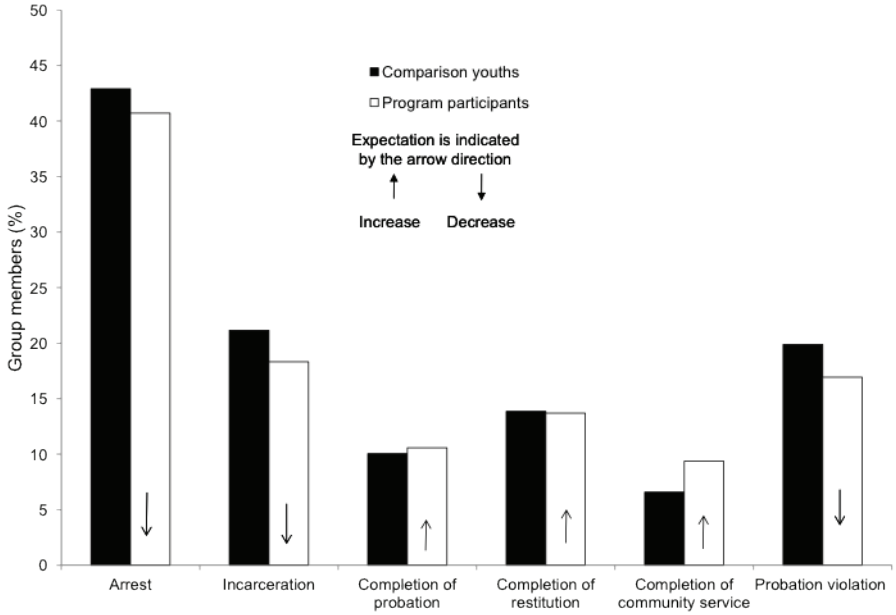
[6] Using the previous year's JJCPA program cohort as a comparison group is becoming more common in many California counties (BSCC, 2016, p. 7).

[7] In practice, the program actually evaluated only a small subset (1,172 of the 7,467 screened in FY 2014–2015) using the BSI. It tested only 105 more than once.

> year, given that no significant changes are expected in the program and/or the youth served by the program. Thus, a large percentage of counties now expect "No Change" in program outcomes across years. (BSCC, 2016, p. 7)

At least one pre and at least one post BSI score were available for only 105 of the MH participants. The mean BSI score was lower (44.7) three weeks following program entry or at release from juvenile hall, whichever came first, than the mean at program entry (45.8), but the difference was not statistically significant. Figure 2.1 shows big six outcomes, with complete details on all outcomes in Table D.1 in Appendix D.

Figure 2.1
Outcomes for Mental Health Screening, Assessment, and Treatment, FY 2014–2015



Data on cluster and gender were not available for MH participants for FY 2014–2015.

Difference-in-Differences Analyses

As noted in Chapter One, we include difference-in-differences analyses for all JJCPA programs that use the previous year's cohorts as comparison groups for the current year. For each of the big six outcomes in the MH program, 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. Difference-in-differences analyses found no significant difference between the two cohorts for any of the big six outcomes. However, we note that, because the program's goal is to perform at least as well as the previous cohort, this finding in the difference-in-differences analyses indicates positive outcomes for all the big six measures.

Table 2.4
Means, Differences in Differences, Odds Ratios, and Confidence Intervals for Outcomes for Mental Health

	Mean: Current Year (%)		Mean: Previous Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	45.79	40.70	47.37	42.90	0.62	0.973	0.762–1.243
Incarceration	13.69	18.32	14.60	21.15	1.92	0.900	0.649–1.249
Completion of probation	1.65	10.57	1.58	10.04	0.46	1.013	0.436–2.350
Completion of restitution	8.03	13.70	8.25	13.86	0.06	1.017	0.600–1.726
Completion of community service	0.94	9.38	1.43	6.58	3.29	2.252	0.661–7.669
Probation violation	8.27	16.93	10.16	19.88	1.06	1.030	0.681–1.558

NOTE: "Diff – Diff" gives the percentage change from the previous year to the current year. A positive value in that column shows an increase in the difference in differences.

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 people 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 whom the program accepts.

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

MST addresses multiple factors known to be related to delinquency across the key settings, or systems, within which youths 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, 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. The program integrates intervention strategies, including strategic family therapy, structural family therapy, behavioral parent training, and cognitive behavior therapies, into a social-ecological context.

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 family need determines session frequency and duration.

Evidence Base for the Program

Consistently with social-ecological models of behavior and findings from causal modeling studies of delinquency and drug use, MST posits that multiple factors determine youth antiso-

cial behavior, which is linked with characteristics of the individual youth and his or her family and 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 practitioners are available 24 hours per day, seven days per week, and provide services in the home at times convenient to the family. This approach attempts to circumvent barriers to service access that families of serious juvenile offenders often encounter. 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 that Henggeler and his colleagues developed and evaluated (Littell, Popa, and Forsythe, 2005).

Using eight years of data from Los Angeles County, Fain, Greathouse, et al. (2014) found that Hispanic participants in the MST program had significantly lower rates of arrest (23.7 percent versus 37.2 percent for comparison-group youths) and incarceration (10.7 percent versus 25.5 percent), as well as significantly higher rates of completion of probation (7.0 percent versus 3.3 percent), than Hispanic comparison-group youths. MST participants of other ethnicities, which made up about 25 percent of the sample, showed no comparable improvements in these outcomes versus comparison-group youths of the same ethnicities. A possible reason for MST's success with Hispanics is that approximately 83 percent of MST therapists in Los Angeles County are fully bilingual (Streich, 2016) and might therefore have better rapport with Hispanic families than non–Spanish speakers might have.

Comparison Group and Reference Period

The comparison group for MST consists of near misses for MST from FY 2012–2013, FY 2013–2014, and FY 2014–2015 whom we identified as similar to MST participants. MST had not accepted these youths usually because of a lack of Medi-Cal coverage. The program also denied a few comparison-group youths admission because of a lack of space. MST staff, Probation Department staff, and RAND staff agreed on the youths to include in the comparison group. A large majority (70.6 percent) of MST program participants were Hispanic; 25.0 percent of participants were black. For the comparison group, we have no data on race and ethnicity, but there is no reason to assume significant differences between the program and comparison-group youths, especially with such small samples. The two groups had similar gender distributions, with male participants making up 77.9 percent of the MST participants and 77.8 percent of the comparison group. Mean age was 15.3 years for MST participants and 15.7 years for comparison-group youths, a difference that is not statistically significant.

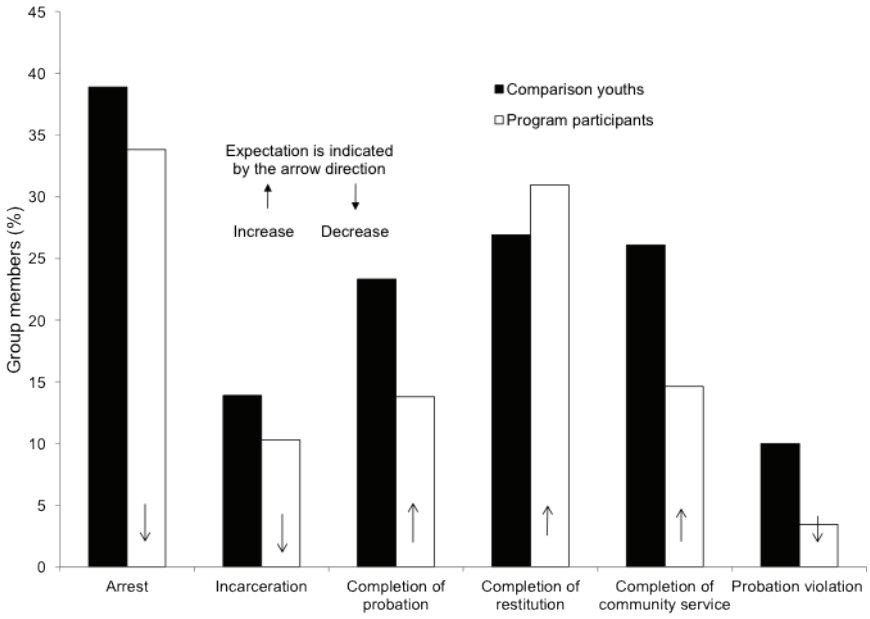
We measured big six outcomes during the six months following program entry for MST participants. For comparison-group youths, we measured big six outcomes during the six months following the date of nonacceptance into the MST program. We measured supplemental outcomes for MST participants—school attendance,[8] suspensions, and expulsions—during the school term before program entry and the term following program entry.

[8] School attendance is measured by the percentage of days attended, out of the total number of days in the term.

Outcomes

Outcome analyses examined 68 MST participants and 36 comparison-group youths. Primarily because of the smallness of samples in both program and comparison groups, differences between the two groups were not statistically significant for any of the big six outcome measures. Figure 2.2 shows big six outcomes, with complete details for all outcomes in Table D.2 in Appendix D. MST participants showed significantly higher school attendance (92.3 percent) in the term after beginning the program, compared with 71.8 percent in the term before program entry. There was no significant difference in rates of school suspension between the two terms, and no MST participants were expelled in either term. Table E.1 in Appendix E provides big six outcomes by gender. Data on cluster were not available for MST participants in FY 2014–2015.

Figure 2.2
Outcomes for Multisystemic Therapy, FY 2014–2015



Special Needs Court

The JJCPA SNC program includes all youths accepted into jurisdiction of the Juvenile Mental Health Court, a full-time court that has been specifically designated and staffed to supervise juvenile offenders who suffer from diagnosed axis I (serious) mental illness, organic brain impairment, or developmental disabilities. The court ensures that each participant minor receives the proper mental health treatment both in custody and in the community. The program's goal is to reduce the rearrest rate for juvenile offenders who are diagnosed with mental health problems and increase the number of juveniles who receive appropriate mental health treatment.

This program initiates a comprehensive, judicially monitored program of individualized mental health treatment and rehabilitation services. The program provides each participant the following:

- 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 the 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 people becoming part of 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.

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 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 to 65 percent of drug court graduates stopped using drugs (National Institute of Justice, 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, p. 4; Cocozza and Shufelt, 2006).

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. Overall offending dropped by 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 Assistance, 2003). These juvenile courts actually had a significant advantage over adult courts because therapeutic intervention is more consistent with the general approach to juvenile justice. The juvenile drug court model was soon generalized to address concerns other than drug use. The goals of juvenile courts are to do the following:

- Provide immediate intervention, treatment, and structure in the lives of juveniles through ongoing, active oversight and monitoring.
- Improve juveniles' level of functioning in their environment, address problems, and develop and strengthen their ability to lead crime-free lives.

- Provide juveniles with skills that will aid them in leading productive, crime-free lives, including skills that relate to their educational development, sense of self-worth, and capacity to develop positive relationships in the community.
- Strengthen families of youths 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 (Bureau of Justice Assistance, 2003).

By 2009, there were 2,459 drug courts and 1,189 other problem-solving courts based on the drug court model in the United States (Huddleston and Marlowe, 2011). To provide the therapeutic direction and overall accountability for the treatment process, 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.

In a recent meta-analysis of drug and driving-under-the-influence courts, Mitchell et al. (2012) found that adult drug and driving-under-the-influence courts typically have a greater effect on recidivism than juvenile drug courts, presumably because juvenile drug courts in the past have simply mimicked the adult drug court approach. Important factors unique to the success of juvenile drug court participants are family engagement, coordination with the school system, and partnerships with community organizations that can help expand the opportunities available to young people and their families (Substance Abuse and Mental Health Services Administration, 2013).

Comparison Group and Reference Period

Comparison-group youths for SNC were near misses for SNC eligibility during FY 2013–2014 or FY 2014–2015, primarily because the program did not deem their cases sufficiently serious. As indicated in Table 2.5, the comparison group had significantly more male juveniles than SNC participants. The two groups did not differ significantly in age or race and ethnicity.

Table 2.5
Demographic Factors for Special Needs Court and Comparison Group

Factor	SNC (*N* = 40)	Comparison Group (*N* = 38)
Mean age (years)	15.6	15.8
Gender (%)		
Male	57.5[a]	79.0[a]
Female	42.5[a]	21.0[a]
Race and ethnicity (%)		
Black	20.0	29.0
White	15.0	7.9
Hispanic	65.0	63.2
Other	0.0	0.0

SOURCE: Analysis of data from Probation's database.

NOTE: Percentages might not sum to 100 because of rounding.

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

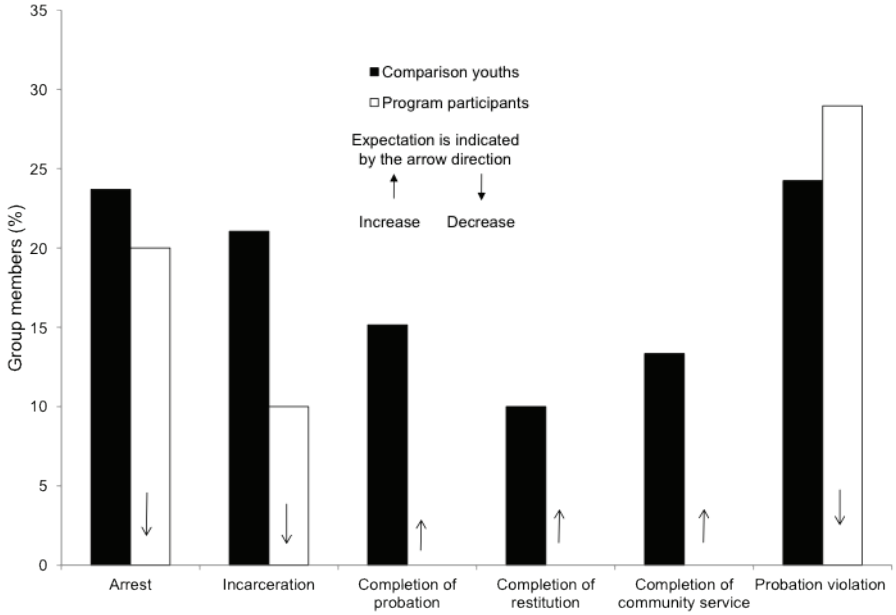
SNC measured participants' big six outcomes during the six months following program entry. For the comparison group, we measured big six outcomes in the six months following the date of nonacceptance into the SNC program. In previous years, SNC reported mean scores on the Global Assessment of Functioning (GAF) scale at program entry and at six months following program entry. GAF scores are based on *Diagnostic and Statistical Manual of Mental Disorders*, fourth edition, "V codes" (those that begin with *V* and denote relational problems), which address subclinical problems in functioning (American Psychiatric Association, 1994). However, SNC has now stopped administering GAF evaluations, so this program had no supplemental outcomes to report for FY 2014–2015.

Outcomes

Outcome analyses compared 40 SNC participants with 38 comparison-group youths. SNC participants did not differ significantly from comparison-group youths in any of the big six outcomes. No SNC participants completed probation, restitution, or community service.

For big six outcomes, see Figure 2.3, with complete details given in Table D.3 in Appendix D. Cluster data were not available for SNC participants in FY 2014–2015. Big six outcomes by gender are shown in Table E.2 in Appendix E.

Figure 2.3
Outcomes for Special Needs Court, FY 2014–2015



Summary of Outcomes for the Enhanced Mental Health Services Initiative

Because participants in the MH program represent about 91 percent of all participants in the Enhanced Mental Health Services initiative for whom Probation reported big six outcomes, the results for that program significantly influence the results for the initiative as a whole. Echoing the results for MH participants, the two groups did not differ significantly on any of the big six outcomes. The difference-in-differences analyses for MH also found no significant differences between the two groups on any of the big six outcomes. Supplemental outcomes in the Enhanced Mental Health Services initiative showed no significant differences except for pre–post improvement in school attendance for MST participants. Primarily because of the smallness of samples, changes in all other supplemental outcomes were not statistically significant.

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

The Enhanced Services to High-Risk/High-Need Youths initiative targets program participants at the highest risk of reoffending and those with the highest need for services. Programs and services in this initiative are the GSCOMM, HRHN, and YSA programs. Table 2.6 lists the programs in this initiative and briefly describes the comparison group for each program.

Table 2.6
Programs and Comparison Groups in the Enhanced Services to High-Risk/High-Need Youths Initiative

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

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, consistently with juvenile justice research, the initiative

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

We evaluated the three programs in this initiative—GSCOMM, HRHN, and YSA—by comparing their outcome measures with those reported for participants in the same program in FY 2013–2014. For this reason, we include difference-in-differences analyses for each of the programs in this initiative.

A total of 2,276 participants (871 in GSCOMM, 1,173 in HRHN, and 232 in YSA) received services in FY 2014–2015 within the Enhanced Services to High-Risk/High-Need Youths initiative.

Gender-Specific Community

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

The 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.

School-, park-, and housing-based DPOs refer female participants to gender services. The DPOs rely on the Los Angeles Risk and Resiliency Checkup (LARRC) to assess criminogenic risk and need factors (Turner, Fain, and Sehgal, 2005b; Turner and Fain, 2006). The services

that the DPO and participant CBOs provide aim to increase protective factors and decrease risk factors. Gender-specific CBO services include the following:

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

Evidence Base for the 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. They might use residential and secure incarceration to help girls develop perspective, to interrupt high-risk behavior patterns, and to help girls 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 (e.g., 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) (Greene, Peters, and Associates and Northwest Regional Educational Laboratory, 1998).

In 2004, OJJDP convened an interdisciplinary group of scholars and practitioners called the Girls Study Group, with the specific purpose of understanding and responding to delinquency among female juveniles. This group subsequently published findings that both supported and expanded on the earlier OJJDP work on female delinquency. Using a meta-analysis of more than 2,300 articles and book chapters, Zahn, Hawkins, et al. (2008) reports that some factors, such as family dynamics, level of involvement in school, neighborhood of residence, and lack of availability of community-based programs, increased the risk of delinquency for both sexes. Some additional factors had more effect on girls. These include early puberty, sexual abuse or maltreatment, depression and anxiety, and having a criminally involved romantic partner.

Using data from the National Longitudinal Study of Adolescent Health, Stephanie Hawkins et al. (2009) identifies four main protective factors for girls: the presence of a caring adult, school connectedness, school success, and religiosity. However, risk and protective factors interact in complex ways, and some combinations of risk factors can overwhelm otherwise-protective factors. This suggests the primacy of addressing risk factors rather than relying on protective factors.

A meta-analysis of more than 1,600 articles and book chapters, Zahn, Agnew, et al. (2010) reports that economic disadvantage, exposure to violence, experience with physical and sexual abuse, and lack of positive parental supervision affected both sexes. Additional risk factors that affect girls include early puberty, conflict with parental figures, and involvement with delinquent—often older—male peers.

These later studies provide additional specific factors on which GSCOMM can focus.

Comparison Group and Reference Period

The comparison group for the current year's GSCOMM participants consists of GSCOMM participants whose outcomes we reported for the previous year (FY 2013–2014), with the goal of performing at least as well in the current year as in the previous year. The program selected participants who had arrests that led to probation supervision or who were considered at high risk for such arrests.

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

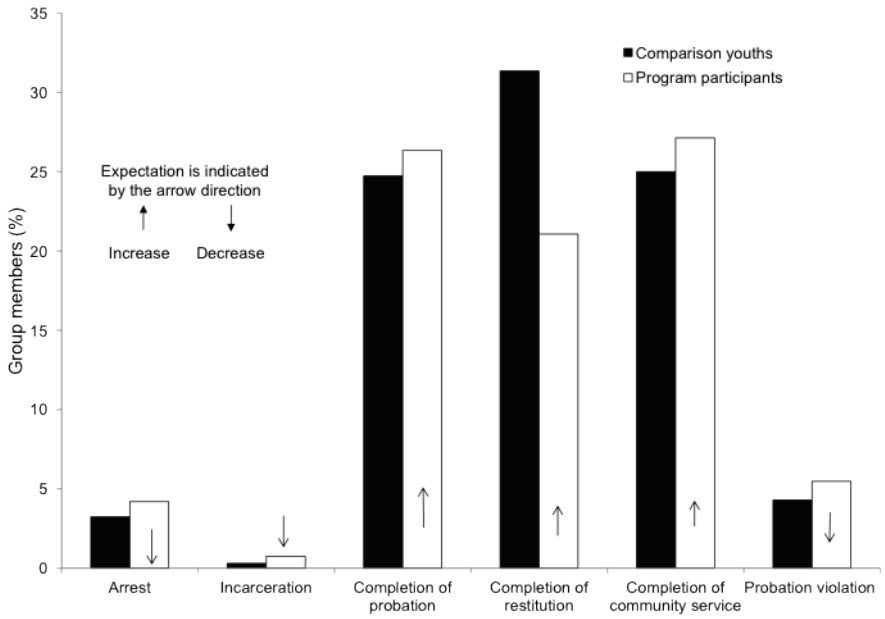
Outcomes

For outcome measures, we compared outcomes for 929 program participants from GSCOMM with those of 649 youths whose outcomes we reported in FY 2013–2014. Consistent with program goals is the finding of no significant differences between the two cohorts in any of the big six outcomes.

Mean self-efficacy scores for girls improved significantly between program entry (27.3) and six months after program entry or at program exit, whichever came first (30.3). Figure 2.4

presents big six outcomes, with details for all outcomes shown in Table D.4 in Appendix D. Cluster and gender data were not available for GSCOMM participants for FY 2014–2015.

Figure 2.4
Outcomes for Gender-Specific Community, FY 2014–2015



Difference-in-Differences Analyses

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, Table 2.7 shows the baseline and follow-up means, the odds ratio of the interaction term *year* × *post* in the logistic regression, and 95-percent CI for the odds ratio. For all big six outcomes, the difference-in-differences analyses indicated no significant difference between the two cohorts. This finding is consistent with a simple comparison for all outcomes.

Table 2.7
Means, Differences in Differences, Odds Ratios, and Confidence Intervals for Outcomes for Gender-Specific Community

	Mean: Current Year (%)		Mean: Previous Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	9.36	4.20	8.63	3.24	–0.23	1.198	0.628–2.282
Incarceration	0.97	0.75	1.39	0.31	–0.86	3.531	0.567–21.977
Completion of probation	2.74	26.03	1.10	24.73	–0.34	0.422	0.034–5.254
Completion of restitution	8.62	21.05	10.45	31.34	–8.46	0.722	0.168–3.104
Completion of community service	3.45	27.12	1.41	25.00	0.08	0.447	0.035–5.715
Probation violation	5.48	5.48	10.99	4.30	–6.69	2.747	0.427–17.682

NOTE: "Diff – Diff" gives the percentage change from the previous year to the current year. A negative value in that column indicates a reduction, while a positive value shows an increase, in the difference in differences.

High Risk/High Need

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 youths are gang involved, drug and alcohol users, and low academic performers and have multiple risk factors across multiple domains. Offenders with these types of risk 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 male participants, home-based services for female participants, and employment services for both male and female participants. The program goals are to

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

Appendix H shows the measurement tool used to assess the first three of these goals.

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 can receive services from either component or from both. As the program 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 meet needs. As we discuss in Chapter Three, this makes HRHN one of the costlier JJCPA programs per capita.

The HRHN program employs a social learning curriculum (SLC) in its home-based service components. It targets services not at the participant alone but at the entire family and other parts of the participant's environment. It focuses 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 participants. The SLC provides a standardized approach to service delivery and is designed to positively affect participants' thinking patterns, cognition, and social skills; 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. The program refers eligible probation youths to JJCPA community-based employment service providers for assessment, job readiness, and vocational job placement.

Evidence Base for the Program

The HRHN home-based component 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 youths are embedded. MST strives to promote behavior change in the participant's natural environment, using the strengths of each system (e.g., family, peers, school, neighborhood, 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 participant's involvement with delinquent and drug-using peers and to increase association with prosocial peers (Henggeler et al., 1998).
- *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 youths and their families. It was developed to serve adolescents and families who lacked resources and were difficult to treat and whom helping professionals often perceived as not motivated to change (Sexton and Alexander, 2003).
- *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 participant youths' exposure to delinquent peers. Although MTFC does not prevent out-of-home placement, both biological and foster parents receive parental training. The program trains parents to monitor daily peer associations and the whereabouts—at all times—of their children. In addition, the program trains parents to know their children's peers and the parents of those peers. MTFC parents are part of the treatment team, along with program staff. MTFC parents implement a structured, individualized program for each participant, designed to simultaneously build on the participant's strengths and set clear rules, expectations, and limits (Westermark, Hansson, and Olsson, 2011).

- *Intensive Aftercare Program (IAP).* The 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. The IAP focuses on the processes required for successful transition and aftercare and has five subcomponents:
  - assessment, classification, and selection criteria. The 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 participant'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 participant's family, peers, school, and other social networks.
  - a mix of intensive surveillance and services. The 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 participant'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 (Altschuler and Armstrong, 1994; Wiebush, McNulty, and Le, 2000).

The employment component of the HRHN program draws from *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 GED® credential or high school diploma and less likely to be arrested in the first year after exiting the program, and female participants were less dependent on public assistance (OJJDP, 1995, pp. 108–109).

A recent review of youth employment programs, Collura (2010) identifies the following practices of successful programs:

- Have a clear mission and goals.
- Focus on employability skills.
- Provide comprehensive services, which could include some combination of vocational training, academic instruction, counseling, career exploration and guidance, mentoring, health and dental care, child care, community service experience, job readiness workshops, work experience, and internships.
- Use positive youth development principles, which include encouraging strong youth/adult relationships, building participants' responsibility and leadership skills, creating opportunities that are age and stage appropriate, and building a sense of self and group.

The HRHN employment components are based on many of the design elements in JOBSTART and the recommended practices listed above.

Not all HRHN participants receive all of the above-listed 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 youths who had participated in the HRHN program earlier and whose outcomes we measured during the previous year (FY 2013–2014). Because we had no demographic data other than age for either cohort of HRHN youths, we could not compare the two groups' characteristics to ensure compatibility.

For both HRHN and comparison-group youths, we measured big six outcomes in the six months following their entry into the community phase of the program. For youths in the employment component of the HRHN program, as a supplemental outcome, we measured employment 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, we measured scores on a scale of family relations at program entry and six months later or upon program exit, whichever came first. See Appendix G for the instrument used to measure family relations.

Outcomes

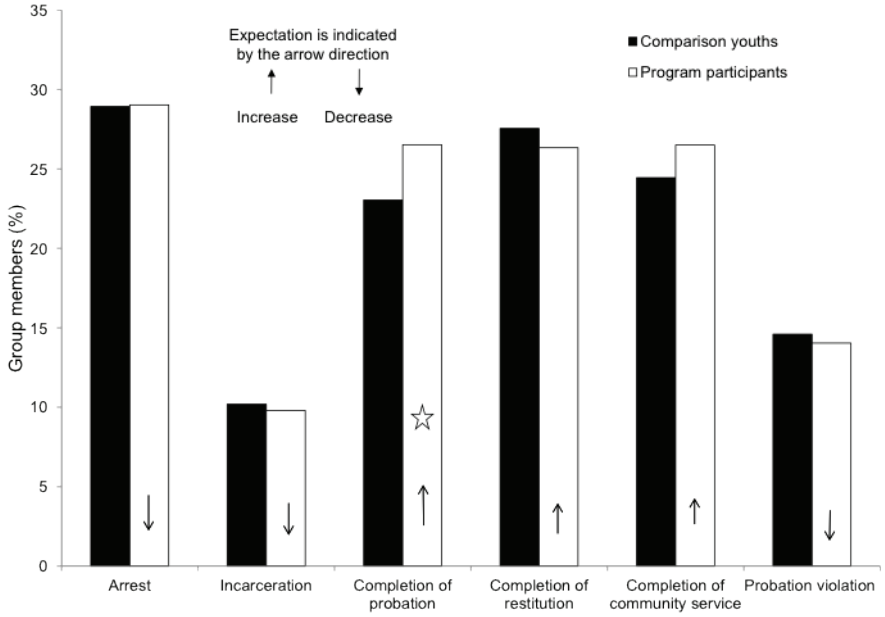
For outcome analyses, we examined 1,275 HRHN participants from FY 2014–2015 and 1,404 program participants whose outcomes we reported in FY 2013–2014. The FY 2014–2015 cohort showed significantly higher rates of successful completion of probation (26.5 percent versus 23.0 percent) compared with the FY 2013–2014 cohort. Differences between the two groups in the rates of arrest, incarceration, probation violations, completion of restitution, and completion of community service were not statistically significant. Thus the HRHN outcomes met program goals in five of the big six measures and exceeded goals in the sixth.

Of the 409 participants in the HRHN employment component for whom we had data, none was employed in the six months before entering the program, whereas 41 (10.0 percent) were employed in the six months following their entry into the community phase of the pro-

gram. For 865 home-based HRHN participants with nonmissing data, mean family-relation scale scores were significantly higher six months after they entered the program (4.48) than at program entry (3.24).

Figure 2.5 shows big six outcomes for the HRHN program. Table D.5 in Appendix D presents details for all outcomes. Cluster and gender data were not available for HRHN participants for FY 2014–2015.

Figure 2.5
Outcomes for High Risk/High Need, FY 2014–2015



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

Difference-in-Differences Analyses

As with all JJCPA programs that used the previous year's cohorts as comparison groups, we have included difference-in-differences analyses for the HRHN program. For each of the big six outcomes in the HRHN program, 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.

Table 2.8
Means, Differences in Differences, Odds Ratios, and Confidence Intervals for Outcomes for High Risk/High Need

	Mean: Current Year (%)		Mean: Previous Year (%)		Diff – Diff		
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	(%)	Odds Ratio	95% CI
Arrest	37.33	29.02	31.55	28.92	5.68	0.778	0.617–0.980
Incarceration	18.43	9.80	18.38	10.19	0.44	0.955	0.694–1.315
Completion of probation	0.61	26.52	0.53	23.04	3.40	1.054	0.363–3.063
Completion of restitution	9.42	26.33	9.05	27.54	–1.58	0.899	0.626–1.292
Completion of community service	0.46	26.50	0.42	24.45	2.01	1.020	0.250–4.157
Probation violation	15.62	14.04	14.97	14.60	1.21	0.909	0.663–1.246

NOTE: "Diff – Diff" gives the percentage change from the previous year to the current year. A negative value in that column indicates a reduction, while a positive value shows an increase, in the difference in differences.

Difference-in-differences analyses produced results slightly different from those of a simple comparison between the two cohorts. We found that the change in arrest rates from baseline to follow-up differed significantly for the two cohorts, while the rates of completion of probation did not. The cohorts differed significantly in baseline but not follow-up arrest rates. The opposite was true for completion of probation: The groups differed significantly at follow-up but not at baseline. Difference-in-differences analyses found no statistically significant difference between the two cohorts in any of the big six outcomes except arrests, with the FY 2014–2015 program participants showing a greater difference between baseline and follow-up rates than the FY 2013–2014 cohort.

Youth Substance Abuse Intervention

The Camp Community Transition Program, Intensive Gang Supervision, and school-based DPOs refer youths with substance abuse issues to community-based providers for comprehensive assessment. A central focus of this programming is to ensure that each high-risk probationer transitioning to the community from a camp setting is scheduled for an assessment prior to release from camp and that a community-based substance abuse treatment provider sees the probationer within the first 36 hours following his or her 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. The program provides treatment through individual, family, and group counseling. The treatment is holistic and focuses on the roots of the problem and not just on the substance abuse manifestation. The program conducts drug testing to verify abstinence and program progress. 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

each participant and provide the participant 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 the 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 will likely encounter and helping them develop effective coping strategies. Research indicates that the skills that people learn through relapse-prevention therapy remain after the completion of treatment (Whitten, 2005).

Behavioral therapy for adolescents incorporates the principle that someone can change unwanted behavior if given a clear demonstration of the desired behavior and consistently rewarded for 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. Program staff regularly collect urine samples to monitor drug use. The therapy aims to equip the patient with a set of problem-solving skills and strategies that help bring life back under his or her control (Whitten, 2005).

Although noting that no single treatment approach to substance abuse among juvenile justice youths has been proved most effective, Chassin (2008) recommends engaging adolescents and their families in treatment and better addressing environmental risk factors, including family substance use and deviant peer networks. Programs must also employ empirically validated therapies and address co-occurring conditions, such as learning disabilities and other mental health disorders.

YSA's approach incorporates many of the strategies cited above.

Comparison Group and Reference Period

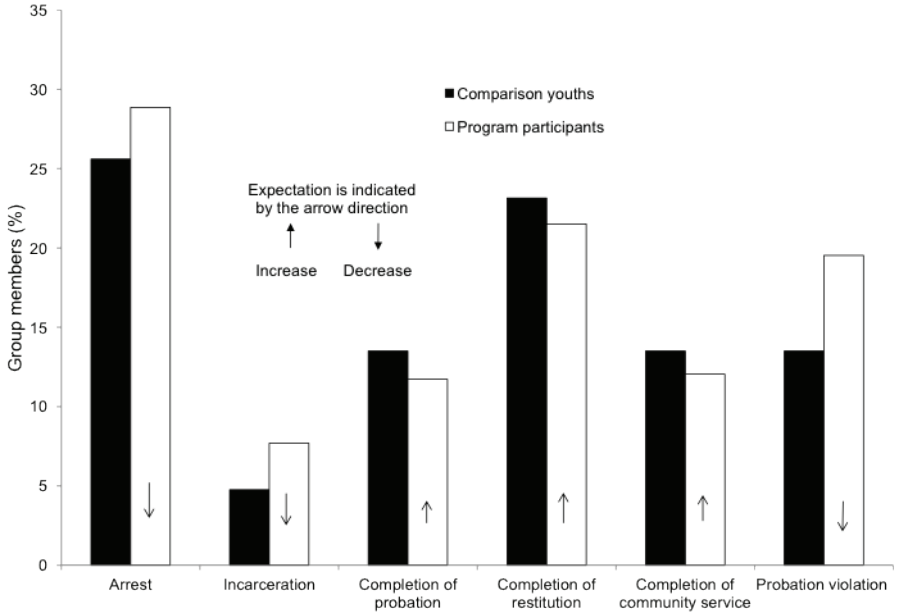
The comparison group for YSA consisted of program participants from the previous year (FY 2013–2014), with the goal of performing at least as well in the current year as in the previous year. We measured big six outcomes for both program and comparison groups for the six months following program entry.

We measured supplemental outcomes for this program 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 drug tests. We measured these supplemental outcomes 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

We based outcome measures on the performance of 156 YSA participants in FY 2014–2015 and 168 in FY 2013–2014. Differences between the two cohorts were not statistically significant for any of the big six outcomes, thus meeting program goals of no difference between the performance of the two cohorts. For big six outcomes, see Figure 2.6.

Figure 2.6
Outcomes for Youth Substance Abuse Intervention, FY 2014–2015



Supplemental outcomes for this program include the percentage of positive tests among all tests administered and the percentage of youths who have at least one positive test. We compared outcomes in the six months after entering the program and those in the six months before entering the program. Of the 85 YSA probationers with testing orders, 51.4 percent of 70 tests were positive in the six months before program entry, compared with 45.6 percent of 103 tests in the six months following program entry, a difference that is not statistically significant. Of the 85 participants tested, 31.8 percent had positive tests both in the six months following program entry and in the six months before program entry.

Cluster and gender data were not available for YSA participants from FY 2014–2015. For details on big six and supplemental outcomes, see Table D.6 in Appendix D.

Difference-in-Differences Analyses

Because YSA uses the previous year's cohort as a comparison group, we have also included difference-in-differences analyses for this program. For each of the big six outcomes in the YSA program, Table 2.9 shows the baseline and follow-up means, the odds ratio of the interaction term *year* × *post* in the logistic regression, and 95-percent CI for the odds ratio. For three of the big six outcomes, 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 did not differ significantly. We could not compute odds ratios for successful completion of probation or successful completion of community service because the baseline for both outcomes was 0 in FY 2013–2014. The cohorts did differ significantly in rates of completion of restitution, with the FY 2014–2015 program participants showing a significantly lower baseline rate than the FY 2013–2014 cohort, and a correspondingly larger improvement between baseline and follow-up rates.

Table 2.9
Means, Differences in Differences, Odds Ratios, and Confidence Intervals for Outcomes for Youth Substance Abuse Intervention

	Mean: Current Year (%)		Mean: Previous Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	41.03	28.85	36.31	25.60	1.47	0.966	0.497–1.876
Incarceration	5.13	7.69	8.93	4.76	–6.73	3.023	0.840–10.872
Completion of probation	0.79	11.72	0.00	13.51	–2.58	—	—
Completion of restitution	5.49	21.51	18.49	23.14	11.37	3.550	1.065–11.837
Completion of community service	0.94	12.04	0.00	13.51	–2.41	—	—
Probation violation	2.38	19.53	5.59	13.51	–9.23	3.774	0.847–16.819

NOTE: Because the baseline for each year was 0, we could not compute the odds ratio for completion of probation or completion of community service. "Diff – Diff" gives the percentage change from the previous year to the current year. A negative value in that column indicates a reduction, while a positive value shows an increase, in the difference in differences.

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

Because none of the three programs in this initiative showed a significant difference between program participants and comparison-group youths, we would expect the same of the initiative as a whole, and that is exactly what we found. It is important to keep in mind that, for all three programs in this initiative, the comparison group was the previous year's cohort, and the goal was for this year's participants to perform at least as well as the previous year's cohort. This means that a finding of no statistically significant difference between the two cohorts constitutes a successful outcome.

Difference-in-differences analyses were consistent with simple comparisons for all outcomes except in the HRHN and YSA programs. According to a simple comparison between the two cohorts, the FY 2014–2015 HRHN cohort successfully completed probation at a higher rate than the FY 2013–2014 cohort. The two groups did not differ significantly at baseline, and a difference-in-differences analysis showed that the change in rates from baseline to follow-up was not significantly different for the two cohorts. However, the two groups did differ significantly at baseline in arrest rates, so a difference-in-differences analysis indicated that the change from baseline to follow-up for the FY 2014–2015 cohort was significantly greater than for the FY 2013–2014 cohort. For the YSA program, FY 2014–2015 participants showed a significantly larger improvement between baseline and follow-up rates for completion of restitution than the FY 2013–2014 cohort did. Because no FY 2013–2014 YSA participants completed probation or community service at baseline, difference-in-differences testing was not possible for these outcomes.

In supplemental outcomes, self-efficacy scores improved significantly for GSCOMM youths between program entry and six months later, or upon exit from the program, whichever came first. Among HRHN participants, measures of family relations also improved significantly in the six months between program entry and exit. In the YSA program, the two

supplemental outcomes—percentage of youths with positive drug tests and overall percentage of drug tests that were positive—showed no significant differences between baseline and follow-up measurements.

Programs and Outcomes in Initiative III: Enhanced School- and Community-Based Services

The school-based programs are at the core of this initiative and have as their main objective the reduction of crime and delinquency in 85 high-risk neighborhoods, by targeting school-based probation supervision and services for the population of probationers and at-risk youths in the schools. A secondary goal is to enhance protective factors through improved school performance. The program identified the 85 targeted neighborhoods 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 ACT, HB, IOW, PARKS, SBHS-AR, SBHS-PROB, SBMS-AR, and SBMS-PROB. A total of 21,580 youths received services from programs in this initiative during the JJCPA program's FY 2014–2015. Of the three initiatives, only this one delivered service to more at-risk youths than probationers, but the difference was substantial, with 16,766 at-risk youths receiving services, compared to 4,814 probationers.

Whenever possible, we evaluated participants in the Enhanced School- and Community-Based Services initiative based on an appropriate comparison group. If Probation could not identify an appropriate comparison group, we evaluated participants by comparing their outcomes in a reference period before enrollment in the program and 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.

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

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

We next briefly describe each program in the Enhanced School- and Community-Based Services initiative, along with reported outcomes for FY 2014–2015. Except where specifically noted, all of the outcome differences listed were statistically significant ($p < 0.05$), meaning that the performance of JJCPA participants differed significantly from that of comparison-group youths or from their baseline measures.[9] Sample sizes indicated are for the entire program and comparison groups. Because probation outcomes do not apply to at-risk youths and because only a subset of probationers is assigned restitution or community service, we base them 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 the program did not evaluate strength or risk for all program participants. Because IOW, SBHS-AR, and SBMS-AR use program participants from the previous year as their comparison groups, we also include difference-in-differences analyses for each of these three programs. For details on the sample size of each outcome measure, see Appendix D.

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

[9] The chi-square test used to measure statistical significance for most outcomes in 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 we used Fisher's exact test for those with very small cell sizes. For programs that used a pre–post evaluation, we used McNemar's test to determine significance for arrests and incarcerations. For pre–post comparisons of secondary outcomes, such as risk and strength scores, we used a difference-of-means test to evaluate statistical significance.

ensure that youths who are at risk of truancy or excessive absences attend school. The program goals are to

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

The ACT program receives referrals from the participant schools. On referral of a truant student, staff members of the district attorney (DA) notify the student's parent. After contact, the office schedules a meeting with the parent. If the child's truancy escalates, the office sends a formal letter to the parent, placing the parent on notice that the office will take legal action against the parent if the student's truancy continues. 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 the Program

An OJJDP paper, *Truancy: First Step to a Lifetime of Problems* (Garry, 1996), cites truancy as an indicator of and "stepping stone to delinquent and criminal activity" (p. 1). The paper notes that several studies have documented the correlation between drugs and truancy. These studies have also found that parental neglect is a common cause of truancy and that school attendance improves when truancy programs hold parents accountable for their children'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 parents of the children's absence, attendance increased for 72 percent of the youths, and the office referred 28 percent for prosecution. The program requires that the Office of the City Attorney 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 attends school. If the student's truancy continues, 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. It refers youths with chronic truancy 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. A more recent evaluation of truancy interventions, Dembo and Gulledge (2009) notes that important components of a successful approach should include programs based in schools, the community, the courts, and law enforcement. McKeon and Canally-Brown (2008) advocates a similar approach addressed to practitioners.

Comparison Group and Reference Period

We used a pre–post design to evaluate ACT participants. The pre–post design is subject to regression to the mean because the student's truancy triggered his or her participation in the

program.[10] Because those selected might have already had extreme truancy rates, a decrease in truancy is likely (Campbell and Stanley, 1963).

We measured big six outcomes six months before and six months after program entry. We measured the supplemental outcome, school absences, in the six months before and after entry into the program.

Outcomes

For outcome measures, we examined 5,365 ACT participants. Consistently with program goals, ACT participants had significantly fewer school absences—a mean of 9.9 days—in the 180 days after program entry than in the 180 days immediately preceding program entry, when the mean absence rate was 16.72 days. Of the participants in this program, all of whom were at-risk youths, only 0.3 percent were arrested in the six months before program entry and 0.5 percent in the six months after entering the program, a difference that was not statistically significant. ACT participants had no incarcerations in the six months before entering the program and one during the six months after entering the program.[11] Probation outcomes did not apply because the program serves only at-risk youths. For more details, see Table D.7 in Appendix D. Cluster and gender data were not available for ACT.

Housing-Based Day Supervision

The HB program provides day, evening, and weekend supervision and services for probationers, at-risk youths, and their families who live 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.

The program goals are to

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

The HB program places DPOs at selected public housing developments to provide day services and supervision for probationers and at-risk youths 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 perfor-

[10] 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 might not be attributable to treatment effects.

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

mance, decreasing the youth's involvement with delinquent drug-using peers, and increasing association with prosocial peers.

The program is goal oriented and strives to reduce delinquency and enhance family functioning and success by implementing case-management interventions and services that

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

Evidence Base for the Program

The HB program is based on what-works and resiliency research (Latessa, Cullen, and Gendreau, 2002; J. Hawkins and Catalano, 1992; Latessa and Lowenkamp, 2006) 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 it delivers services 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

We evaluated HB using a pre–post design, measuring big six outcomes 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. We measured attendance in the last academic period before program entry and in the first complete academic period after program entry. We measured housing-project crime rates in FY 2013–2014 and FY 2014–2015.[12]

[12] Because of leveraging resources and personnel, the Housing Authority of the City of Los Angeles did not provide JJCPA services to two housing sites (Ramona Garden and Jordan Downs) during FY 2013–2014 and FY 2014–2015. Those housing sites had received JJCPA services in previous years.

Outcomes

For outcome measures, we compared the baseline and follow-up performance of 82 HB participants. Consistently with program goals, HB participants showed significant increases in school attendance in the term after entering the program compared with the term immediately before entering, from 86.9 percent of school days in the term prior to program entry to 96.3 percent in the term following program entry. No HB participants were arrested or incarcerated in the six months prior to program entry, and only two were arrested and incarcerated in the six months after program entry.[13]

Because only four of the 82 participants in the program were probationers, probation outcomes did not apply. The housing-project crime rate in FY 2014–2015, 1,300 per 10,000 residents, was considerably higher than the rate of 564 per 10,000 residents in FY 2013–2014. Table D.8 in Appendix D provides details for all outcome measures. Table E.3 in Appendix E lists outcomes by gender. Table F.1 in Appendix F shows analyses by cluster.

Inside-Out Writers

The IOW program aims to reduce crime by teaching interpersonal skills in juvenile hall through a biweekly writing class for youths subject to long-term detention in juvenile hall. The program teaches creative writing to incarcerated participants 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 program distributes participants' writings to parents, school libraries, government officials, and the general public.

The IOW program uses a writing program to develop interpersonal and communication skills for youths who volunteer to participate in the program. The participants meet weekly, in sessions that professional writers lead, to write and critique their written work with others in the group. The program guides participants 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 participating youths and provide activities consistent with resiliency research. The program activities involve

- clear and consistent standards for prosocial behavior: opportunities to accept responsibility and accountability for their actions
- healthy beliefs: open dialogues in which participants learn healthy values and express those learned values in writing and public speaking
- prosocial bonding with adults outside the participant'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 written and oral communication
- recognition: distribution of participants' writing to parents, schools, libraries, government officials, and the general public.

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

Evidence Base for the Program

Many juvenile detainees have reading and writing levels significantly lower than their grade levels and can be considered functionally illiterate. A study that OJJDP funded and that several sites replicated demonstrated that improving literacy also improved attitudes in detained juveniles. The authors also note that experiencing academic failure can reinforce a youth's feelings of inadequacy (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 (Morley et al., 2000).

Drakeford (2002) reports that an intensive literacy program among juveniles confined in correctional facilities was associated with gains in oral fluency, grade placement, and overall attitude. Although Drakeford studied only a tiny sample (six youths), his conclusions are consistent with those of earlier studies that point to positive changes associated with increased literacy.

O'Cummings, Bardack, and Gonsoulin (2010), combining data from five studies of literacy programs implemented in juvenile correctional facilities, suggests that "systemic and intensive reading interventions can have a positive impact on youth during incarceration, may improve their attitudes towards reading, and influences academic and vocational outcomes following incarceration" (p. 4).

Comparison Group and Reference Period

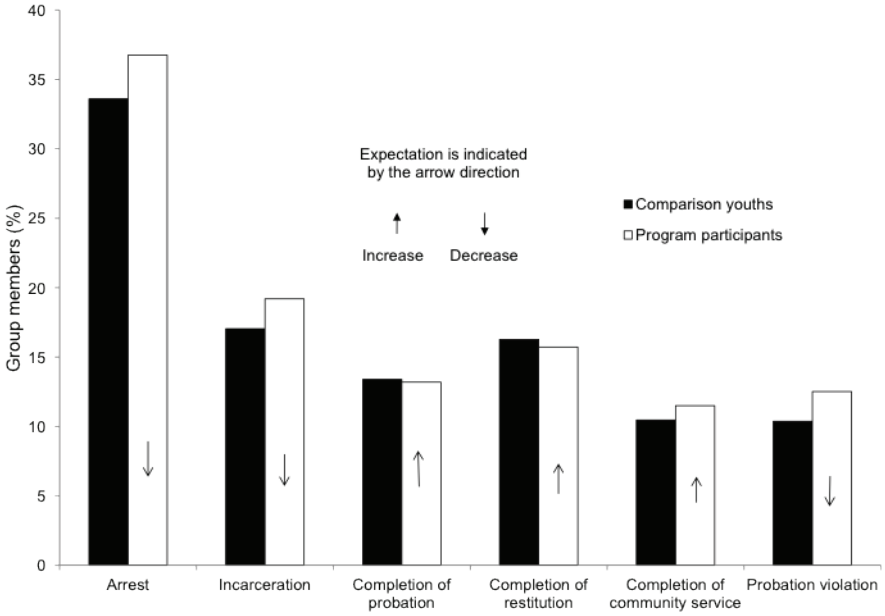
The comparison group for the current year's IOW participants consists of IOW participants whose outcomes the program reported for the previous year, FY 2013–2014, with the goal of performing at least as well in the current year as in the previous year. We measured a supplemental outcome, juvenile hall behavior violations, as 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 1,761 FY 2014–2015 IOW participants and those of 1,673 FY 2013–2014 IOW participants. There were no statistically different rates between the two cohorts on any of the big six outcomes. Thus, the IOW program met program goals for all of the big six outcomes (no significant difference from the previous year's performance).

The mean number of SIRs six months after program entry (or in the last 30 days of the program, whichever came first) were significantly lower in the follow-up period (0.12) than in the first 30 days of the program (0.27). Figure 2.7 shows BSCC-mandated big six outcome results. Table D.9 in Appendix D lists all additional details for all outcomes. Cluster and gender data were not available for IOW participants in FY 2014–2015.

Figure 2.7
Outcomes for Inside-Out Writers, FY 2014–2015



Difference-in-Differences Analyses

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 2.11 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. Consistently with a simple comparison, difference-in-differences analyses found no significant differences between the two cohorts on any of the big six outcomes.

Table 2.11
Means, Differences in Differences, Odds Ratios, and Confidence Intervals for Outcomes for Inside-Out Writers

	Mean: Current Year (%)		Mean: Previous Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	50.71	36.74	49.07	33.59	–1.51	1.075	0.886–1.305
Incarceration	17.21	19.19	18.41	17.04	–3.35	1.256	0.981–1.608
Completion of probation	1.37	13.19	2.49	13.39	0.92	1.809	0.975–3.354
Completion of restitution	6.04	15.72	7.59	16.27	1.00	1.226	0.788–1.910
Completion of community service	1.35	11.50	2.23	10.46	1.92	1.855	0.819–4.203
Probation violation	14.57	12.52	14.45	10.37	–2.03	1.225	0.899–1.669

NOTE: "Diff – Diff" gives the percentage change from the previous year to the current year. A negative value in that column indicates a reduction, while a positive value shows an increase, in the difference in differences.

After-School Enrichment and Supervision

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 (SDs), community-based service providers, and the Probation Department collaborate to provide after-school enrichment programs and supervision for youths on formal probation, as well as at-risk youths, in selected locations in the 85 school service areas. These after-school enrichment programs take place at county and city parks, schools, and CBOs. School-based DPOs refer probationers to the after-school program. The program offers these services at a time of the day when youths, especially probationers, are most likely to be without adult supervision, and the services aim to reduce probationers' risk of reoffending.

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

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

Evidence Base for the Program

The PARKS program is largely a manifestation of the Communities That Care model (Developmental Research and Programs, 1993; Brooke-Weiss et al., 2008), which combines research

findings that J. Hawkins and Catalano (1992) articulates 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; J. Hawkins, Catalano, and Miller, 1992; Dryfoos, 1990). The approach that J. Hawkins and Catalano (1992) popularized 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, reducing risk factors and enhancing protective factors, such as positive social orientation, prosocial bonding, and clear and positive standards of behavior, can delay or prevent delinquency (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 (J. 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

We used a pre–post design to evaluate the PARKS program. Because all PARKS participants were at-risk youths and no specific condition (like with truancy in ACT) triggered participation, the pre–post design is less problematic here than with other programs that include probationers.

We measured big six outcomes and the supplemental outcome of after-school arrests in the six months before and the six months following program entry.

Outcomes

To measure outcomes, we compared the performance of 782 PARKS participants in the six months before entering the program and in the six months after entering. Targeting at-risk youths, the program goals are to keep at-risk youths out of the juvenile justice system. In the JJCPA programs in FY 2014–2015, only one participant was arrested in the six months before program entry and only one in the six months following program entry. No PARKS participants were incarcerated in either period. For the supplemental outcome for this program, arrest rates between 3:00 p.m. and 6:00 p.m., only one participant was arrested in the six months prior to program entry and none in the six months after program entry.[14] Table D.10 in Appendix D provides additional details. Cluster and gender data were not available for this program.

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

School-Based Probation Supervision for High School and Middle School At-Risk Youths and Probationers

SBHS-AR, SBHS-PROB, SBMS-AR, and SBMS-PROB are designed to provide more-effective supervision of probationers and at-risk youths, increase the chances of school success for these youths, and promote campus and community safety. Participants include probationers and at-risk youths in 85 school service areas whom school-based DPOs accept into the program. These DPOs are assigned and placed on school campuses with a focus on monitoring school attendance, behavior, and academic performance. Programs target high schools and selected feeder middle schools with a focused, early-intervention approach.

Program goals include

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

In addition to supervising youths on school campuses, DPOs provide a variety of services, including early probation intervention, for youths 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 youths
- increasing parental involvement in the education process
- providing homework and class assistance for caseload youths
- providing skill-building activities for caseload youths.

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 probationers' education.

Evidence Base for the Programs

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). A meta-analysis based on 548 independent study samples, Lipsey (2009) reports that the major correlates of program effectiveness are a therapeutic intervention philosophy, targeting high-risk offenders, and quality of the implementation of the intervention, a finding that was consistent with the what-works research findings. As indicated earlier, the school-based DPOs assess probationers with a validated assessment instrument, the LARRC (Turner, Fain, and Sehgal,

2005b; Turner and Fain, 2006). The LARRC is based on the what-works research. Further, school-based DPOs enhance strength-based training, including training in FFT and MST case-management interventions.

Also consistent with the what-works research is the school-based probation supervision program's call 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.

School-Based Probation Supervision for High School At-Risk Youths

Comparison Group and Reference Period for School-Based Probation Supervision for High School At-Risk Youths

The comparison group for SBHS-AR consists of 1,703 participants in the program whose outcomes we calculated during the previous year (FY 2013–2014), with the goal of doing at least as well in the current year as in the previous year.

As Table 2.12 shows, SBHS-AR participants for the two fiscal years differ in gender composition, race and ethnicity, and in the location of those who received services. In FY 2013–2014, there were significantly more male participants than in FY 2014–2015. Significantly more Hispanics participated in the program in FY 2013–2014. All clusters except cluster 1 show statistically different percentages between the two years. Although the differences are relatively small, they call into question the suitability of using the previous year's cohort as a comparison group for the current year's program participants.[15]

[15] Despite questionable comparability between program participants and comparison-group youths, the BSCC nonetheless requires us to report findings for each group. Similarly, we assume that the audience for this report expects outcomes to be reported for all programs.

Table 2.12
Comparison of School-Based Probation Supervision for High School At-Risk Youths in FY 2014–2015 with Those in FY 2013–2014

Factor	FY 2014–2015	FY 2013–2014
Mean age (years)	15.3	15.2
Male (%)	57.5	61.9[a]
Race or ethnicity (%)		
Black	13.1	13.4
White	5.2[a]	3.3
Hispanic	68.4	71.6[a]
Other	13.3	11.7
Residence (%)		
Cluster 1	21.7	24.0
Cluster 2	15.0	19.7[a]
Cluster 3	7.6	10.2[a]
Cluster 4	38.5[a]	25.6
Cluster 5	17.2	20.5[a]

NOTE: Because this program targets only at-risk youths, we did not include in the comparison the type of previous offense. None of the SBHS-AR participants in either year had a gang order.

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

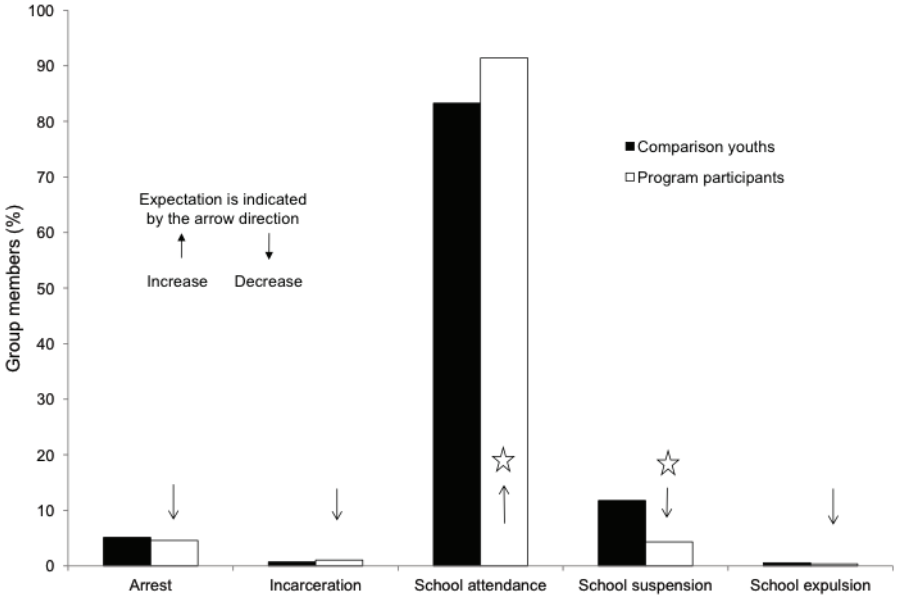
For both SBHS-AR participants and comparison-group youths, we measured big six outcomes during the six months following entry into the program. For supplemental school outcomes—attendance, suspensions, and expulsions—we compared program participants in the term before program entry and the term following program entry. We compared strength and barrier scores for program entry and at six months afterward.

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

For outcome analyses, we compared 2,078 SBHS-AR and 1,703 comparison-group youths. Consistently with program goals, SBHS-AR participants improved school attendance in the term after entering the program compared with the term immediately before (91.4 percent versus 83.3 percent). Program participants also had significantly fewer school suspensions (4.3 percent versus 11.8 percent) in the term after entering the program than in the term immediately before entering. There were also fewer expulsions (0.4 percent) in the term following program entry than in the previous term (0.6 percent), but the difference was not statistically significant. Mean strength scores were significantly higher (16.3 versus 9.2) and barrier scores significantly lower (4.0 versus 7.7) six months after program entry than at program entry. FY 2014–2015 and FY 2013–2014 SBHS-AR participants showed very similar arrest and incarceration rates, with the differences between the two cohorts not statistically

significant. Probation outcomes did not apply because the program serves only at-risk youths. Figure 2.8 shows outcomes, with details for all outcomes in Table D.11 in Appendix D.

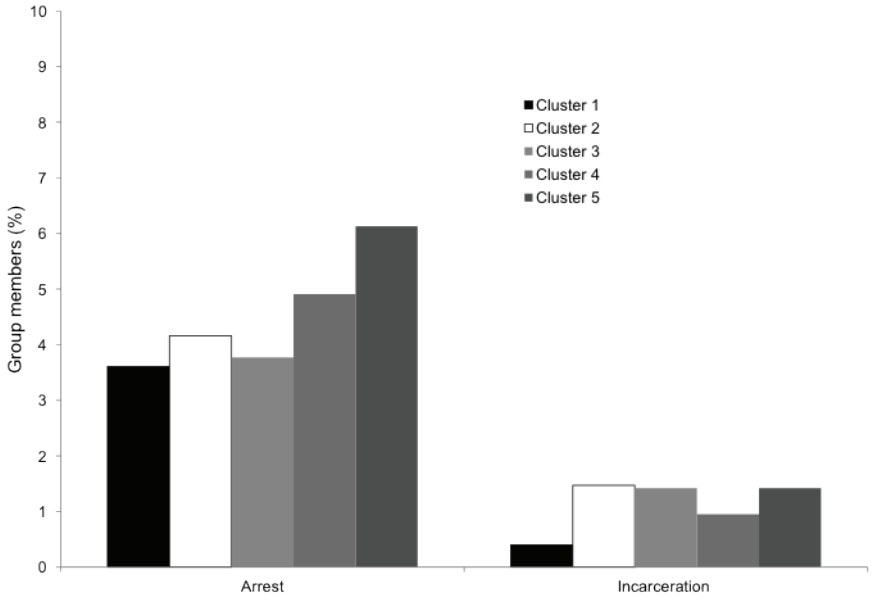
Figure 2.8
Outcomes for School-Based Probation Supervision for High School At-Risk Youths, FY 2014–2015



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

Cluster data were available for all but six at-risk participants in the SBHS-AR program. Because participants in this program were not on probation, the only applicable big six outcome measures are arrests and incarcerations, which we show in Figure 2.9. Table F.2 in Appendix F gives more details, including sample sizes. Incarceration rates were quite low overall for this program. Cluster 5 had more arrests than any other cluster, with cluster 1 showing the lowest arrest rate. Gender was unknown for 44 program participants. Table E.4 in Appendix E lists outcomes by gender.

Figure 2.9
Outcomes for School-Based Probation Supervision for High School At-Risk Youths, by Cluster, FY 2014–2015



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

Difference-in-Differences Analyses for School-Based Probation Supervision for High School At-Risk Youths

SBHS-AR uses program participants from the previous year as a comparison group, so we have included difference-in-differences analyses for this program. For arrest and incarceration outcomes in the SBHS-AR program, Table 2.13 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 or incarceration. Findings from the difference-in-differences analyses for this program were consistent with those using a simple comparison of the two cohorts.

Table 2.13
Means, Differences in Differences, Odds Ratios, and Confidence Intervals for Outcomes for School-Based Probation Supervision for High School At-Risk Youths

	Mean: Current Year (%)		Mean: Previous Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	3.46	4.57	2.76	5.11	1.24	0.704	0.436–1.135
Incarceration	0.24	1.06	0.18	0.70	–0.30	1.103	0.223–5.450

NOTE: "Diff – Diff" gives the percentage change from the previous year to the current year. A negative value in that column indicates a reduction, while a positive value shows an increase, in the difference in differences.

School-Based Probation Supervision for High School Probationers

Comparison Group and Reference Period for School-Based Probation Supervision for High School Probationers

The comparison group for SBHS-PROB consisted of routine probationers whom we weighted to match program youths by age, gender, race and ethnicity, offense severity, time on probation, and gang order.[16] Beginning with a sample of 1,665 routine probationers from FY 2012–2013, FY 2013–2014, and FY 2014–2015, the computed weights yield an effective sample of 1,411 comparison-group youths.[17] As Table 2.14 shows, the two groups were well matched when we used the appropriate weights for the comparison group, with no statistically significant differences between the two groups. An unmeasured or unobserved feature might differ between the two groups and cause the observed outcome effect. In particular, comparison-group youths are more likely to be high school dropouts than SBHS-PROB youths because the latter, by definition, are not.

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

[17] We calculated effective sample size as

$$\frac{\left(\sum w_i\right)^2}{\sum w_i^2},$$

where w_i is the weight for each individual and the sum is across all individuals in the group.

Table 2.14
Factors Used to Match School-Based Probation Supervision for High School Probationers and Comparison-Group Youths

Factor	SBHS-PROB Participants	Comparison-Group Youths (weighted)
Mean age (years)	15.8	15.9
Male (%)	83.8	83.2
Race or ethnicity (%)		
Black	30.2	30.6
White	5.2	5.3
Hispanic	60.4	59.7
Other	4.2	4.4
Instant offense (%)		
Violent	28.1	29.3
Property	23.0	23.5
Drug	9.7	9.4
Gang order (%)	31.0	31.0
Probation began 2013 (%)	21.2	21.6
Probation began 2014 (%)	68.1	66.8

NOTE: Some youths from both groups began probation in 2012. When we include those (11.5% for SBHS and 10.7% for comparison-group youths), we get 100%.

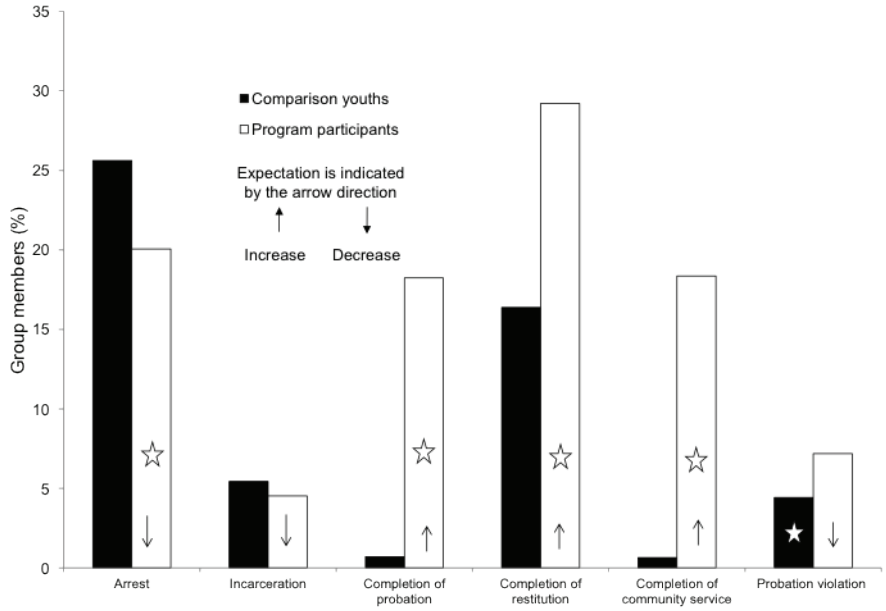
The big six reference period for program participants was the six months following program entry. For the comparison group, the reference period was the six months following the beginning of probation supervision. For supplemental school outcomes—attendance, suspensions, and expulsions—we compared program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

Outcomes for School-Based Probation Supervision for High School Probationers

For outcome analyses, we examined 1,899 SBHS-PROB and 1,411 comparison-group youths. Consistent with program goals is the finding that, for program participants, the percentage of school days attended increased significantly (from 82.9 percent to 90.6 percent). Suspensions decreased significantly (from 29.3 percent to 5.2 percent), as did expulsions (from 4.1 percent to 0.1 percent) in the term after entering the program compared with the term immediately before entering. SBHS-PROB participants also had significantly more-favorable outcomes than comparison-group youths on four of the big six outcomes. They had lower arrest rates (20.1 percent versus 25.6 percent) and higher rates for successful completion of probation (18.2 percent versus 0.7 percent), restitution (29.2 percent versus 16.4 percent), and community service (18.4 percent versus 0.7 percent) than comparison-group youths. The comparison group had a significantly lower rate of probation violations (4.4 percent) than program participants (7.2 percent). The two groups did not differ significantly on incarceration rates. SBHS-PROB risk scores decreased significantly from a mean of 7.1 at program entry to a mean of 3.4

six months after entering the program. Strength scores also increased significantly, from 8.4 at program entry to 14.5 six months later. Figure 2.10 shows big six outcomes, with complete details for both big six and supplemental outcomes in Table D.12 in Appendix D.

Figure 2.10
Outcomes for School-Based Probation Supervision for High School Probationers, FY 2014–2015



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

As we noted in Chapter One, Los Angeles County administers probation in five areas called clusters, which correspond closely to the five districts that elect members to the BOS. We present outcomes by cluster to allow interested readers to compare results within a given cluster.[18]

Cluster data were available for all but seven youths (99.6 percent) in the SBHS-PROB. Figures 2.11 and 2.12 illustrate big six outcomes by cluster. Table E.5 in Appendix E shows outcomes by gender. Table F.3 in Appendix F contains more detail on big six outcomes by cluster. In this program, youths from cluster 2 had higher arrest and incarceration rates than youths in other clusters. Youths in cluster 1 showed the highest rates of completion of probation and completion of community service, while those in cluster 3 were most likely to complete restitution, and cluster 4 had the lowest rate of probation violations.

[18] Cluster-level data were available only for the four school-based programs and the HB program.

Figure 2.11
Outcomes for School-Based Probation Supervision for High School Probationers, by Cluster, FY 2014–2015: Arrest, Incarceration, and Completion of Probation

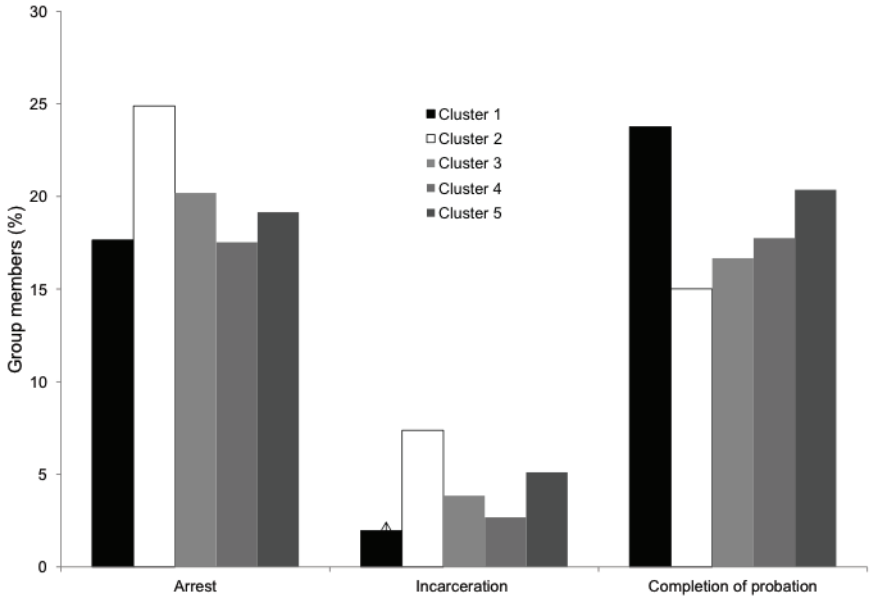
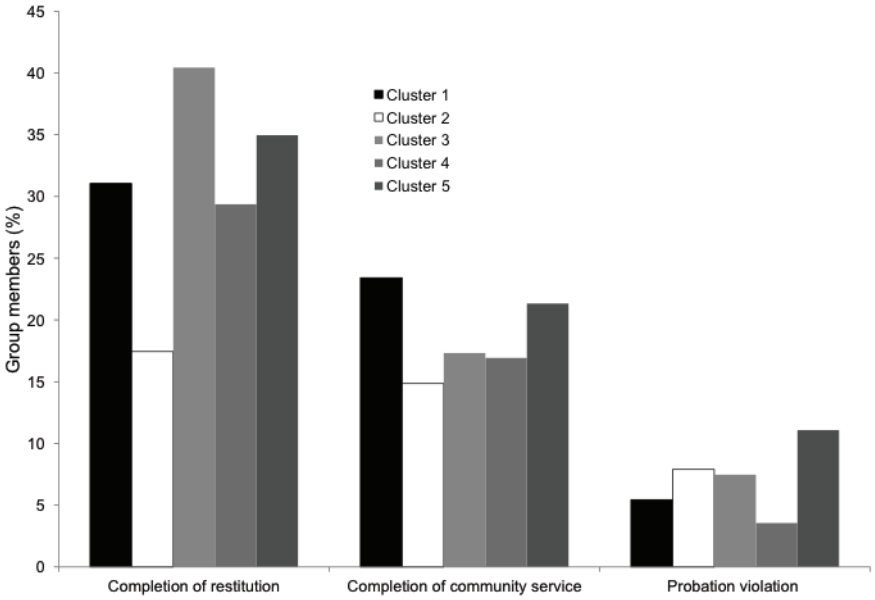


Figure 2.12
Outcomes for School-Based Probation Supervision for High School Probationers, by Cluster, FY 2014–2015: Completion of Restitution, Completion of Community Service, and Probation Violation



School-Based Probation Supervision for Middle School At-Risk Youths

Comparison Group and Reference Period for School-Based Probation Supervision for Middle School At-Risk Youths

As with the SBHS-AR group, the comparison group for the SBMS-AR program consisted of 780 youths whose outcomes we reported in the SBMS-AR program during FY 2013–2014.

For both SBMS-AR participants and comparison-group youths, we measured big six outcomes during the six months following entry into the program. For supplemental school outcomes—attendance, suspensions, and expulsions—we compared program participants in the term before program entry and the term following program entry. We compared strength and barrier scores at program entry and at six months afterward.

Table 2.15 compares the characteristics of SBMS-AR participants in FY 2014–2015 and those from FY 2013–2014. As we saw in the SBHS-AR program, we see a different geographical distribution in the two years, with clusters 2, 4, and 5 differing significantly between the two years.[19]

Table 2.15
Comparison of School-Based Probation Supervision for Middle School At-Risk Youths in FY 2014–2015 and Those in FY 2013–2014

Factor	FY 2014–2015	FY 2013–2014
Mean age (years)	12.5	12.4
Male (%)	58.7	60.3
Race or ethnicity (%)		
Black	14.0	16.9
White	2.1	2.1
Hispanic	76.0	73.9
Other	7.9	7.2
Residence (%)		
Cluster 1	30.3	28.6
Cluster 2	13.7	18.8[a]
Cluster 3	26.3	26.0
Cluster 4	10.1	16.9[a]
Cluster 5	19.6[a]	9.7

NOTE: Because this program targets only at-risk youths, we did not include in the comparison the type of previous offense. None of the SBMS-AR participants in either year had a gang order. Percentages might not sum to 100 because of rounding.

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

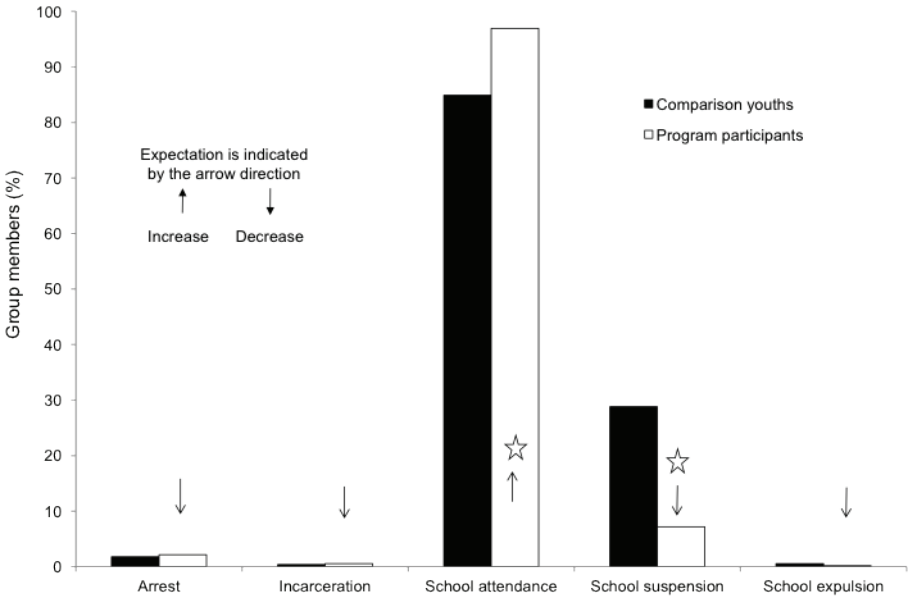
Outcomes for School-Based Probation Supervision for Middle School At-Risk Youths

For outcome analyses, we examined 877 SBMS-AR participants along with 780 comparison-group youths. Consistently with program goals, program participants significantly increased school attendance (from 84.9 percent to 97.0 percent) and significantly decreased suspensions (from 28.8 percent to 7.2 percent) in the term after entering the program compared with the term immediately before entering. Expulsions also decreased from 0.6 percent to 0.2 percent, but the difference was not statistically significant. In addition, program participants had sig-

[19] Despite questionable comparability between program participants and comparison-group youths, the BSCC nonetheless requires us to report findings for each group. Similarly, we assume that the audience for this report expects outcomes to be reported for all programs.

nificantly lower mean barrier scores (4.4) six months after program entry than at program entry (8.2). SBMS-AR participants also had significantly higher mean strength scores (17.8) six months after entering the program than at program entry (9.4). Neither arrest rates nor incarceration rates differed statistically significantly. Probation outcomes did not apply because the program serves only at-risk youths. See Figure 2.13 for the relevant outcomes, with complete details in Table D.13 in Appendix D.

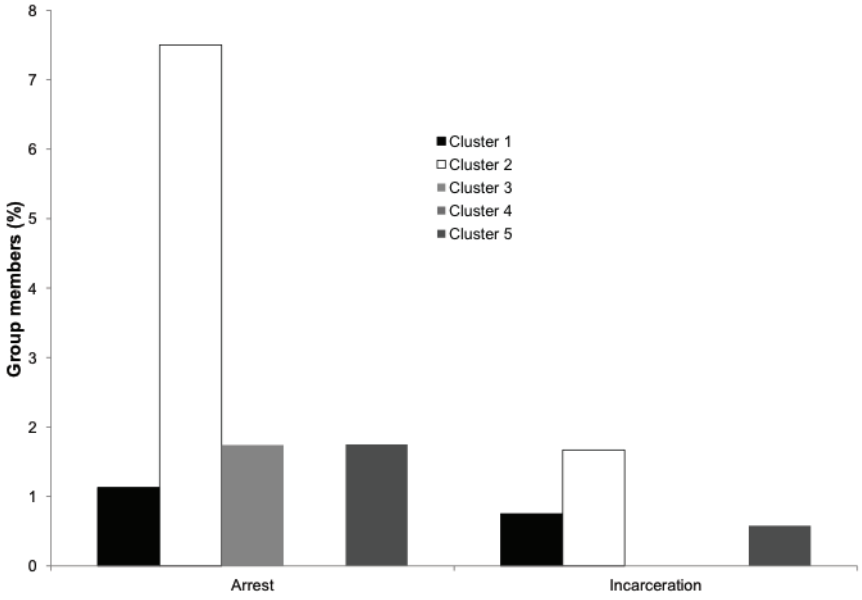
Figure 2.13
Outcomes for School-Based Probation Supervision for Middle School At-Risk Youths, FY 2014–2015



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

Cluster data were available for all but three at-risk participants in the school-based middle school program. As Figure 2.14 indicates, cluster 2 had the highest rates of arrests and incarceration, while cluster 4 had none. Table F.4 in Appendix F provides more-complete details. Table E.6 in Appendix E lists outcomes by gender, which was unknown for six program participants.

Figure 2.14
Outcomes for School-Based Probation Supervision for Middle School At-Risk Youths, by Cluster, FY 2014–2015



Difference-in-Differences Analyses for School-Based Probation Supervision for Middle School At-Risk Youths

We include difference-in-differences analyses 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. As is consistent with a simple comparison of rates, the two cohorts did not differ significantly in arrest rates in the difference-in-differences analysis. We could not compute the odds ratio for incarceration because the baseline for both the FY 2013–2014 and FY 2014–2015 cohorts was 0. Both types of analysis indicate that the SBMS-AR program met its stated goal that the current year's cohort outcomes are not statistically different from those of the previous year's cohort.

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

	Mean: Current Year (%)		Mean: Previous Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	0.68	2.17	1.41	1.79	–1.11	2.515	0.744–8.506
Incarceration	0.00	0.57	0.00	0.38	–0.19	—	—

NOTE: Because the baseline for both years was 0, we could not compute the odds ratio for incarceration. "Diff – Diff" gives the percentage change from the previous year to the current year. A negative value in that column indicates a reduction.

School-Based Probation Supervision of Middle School Probationers

Comparison Group and Reference Period for School-Based Probation Supervision of Middle School Probationers

The comparison group for SBMS-PROB consisted of routine probationers whose outcomes we weighted to match program participants by age, gender, race and ethnicity, offense severity, time on probation, and gang order.[20] Beginning with a sample of 1,665 routine probationers from FY 2012–2013, FY 2013–2014, and FY 2014–2015, the computed weights yield an effective sample size of 137 comparison-group youths. Because all youths in the SBMS-PROB program were either black or Hispanic, we recoded the race and ethnicity measurements into two categories, Hispanic and non-Hispanic. Similarly, because no SBMS-PROB youths started probation supervision in 2012, we combined the year that probation started into two categories: 2012–2013 and 2013–2014.

As Table 2.17 shows, the two groups were well matched when we used the appropriate weights for the comparison group. None of the differences between the two groups was statistically significant. We would note, however, that an unmeasured or unobserved feature might

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

still differ between the two groups and cause the observed outcomes, as can always happen with propensity-score analysis.

Table 2.17
Factors Used to Match School-Based Probation Supervision for Middle School Probationers and Comparison-Group Youths

Factor	SBMS-PROB Participant	Comparison-Group Youths (weighted)
Mean age (years)	13.5	13.4
Male (%)	82.9	81.6
Race or ethnicity (%)		
Hispanic	65.7	65.4
Non-Hispanic	34.3	33.8
Instant offense (%)		
Violent	34.3	34.9
Property	14.3	14.0
Drug	5.7	5.6
Gang order (%)	34.3	36.2
Probation began 2012 or 2013 (%)	14.3	14.1
Probation began 2014 (%)	85.7	85.9

NOTE: Percentages might not sum to 100 because of rounding or weighting or both.

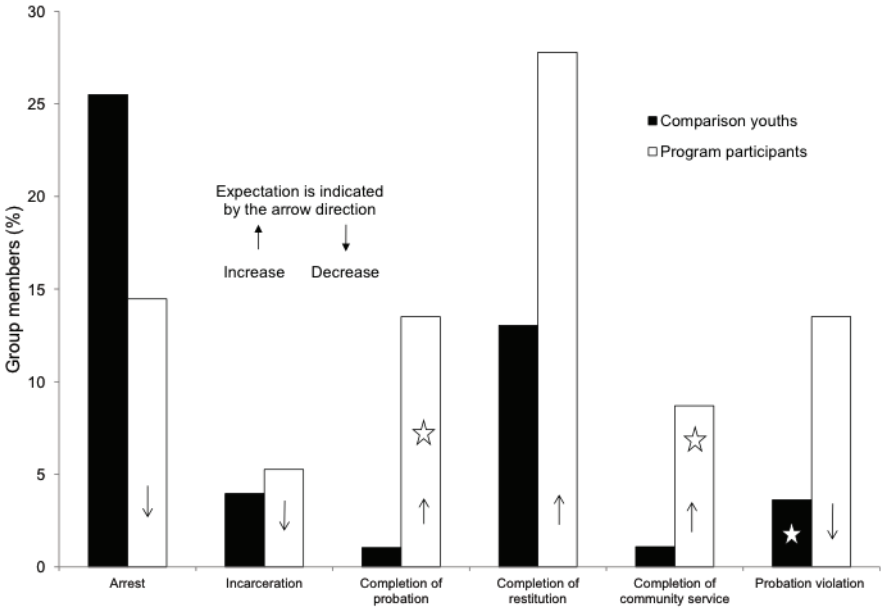
The big six reference period for program participants was the six months following program entry. For the comparison group, the reference period was the six months following the beginning of probation supervision. For supplemental school outcomes—attendance, suspensions, and expulsions—we compared program participants in the term before program entry and in the term following program entry. We compared strength and risk scores at the time of program entry and at six months thereafter.

Outcomes for School-Based Probation Supervision for Middle School Probationers

For outcome analyses, we examined 76 school-based middle school probationers and 137 comparison-group youths. Consistently with program goals, program participants showed a significant increase in school attendance (from 83.0 percent to 92.4 percent). Suspensions, which were 21.8 percent in the term immediately before entering, dropped to 9.1 percent in the term following program entry, but the difference was not statistically significant. SBMS-PROB participants had no expulsions in the either term. Program participants also had significantly lower risk scores (5.0 versus 9.0) and higher strength scores (15.7 versus 8.8) six months after entering the program than at program entry. SBMS-PROB participants were significantly more likely than comparison-group youths to complete probation (13.5 percent versus 1.0 percent) and to complete community service (8.7 percent versus 1.1 percent for the comparison group). The two groups did not differ significantly in rates of arrest, incarceration, or successful completion of restitution. As in the SBHS-PROB program, comparison-group youths had lower rates of probation violations (3.6 percent) than SBMS-PROB participants

(13.5 percent). For big six outcomes, see Figure 2.15. Table D.14 in Appendix D shows details for all outcomes. Table E.7 in Appendix E lists big six outcomes by gender, and Table F.5 in Appendix F gives them by cluster.

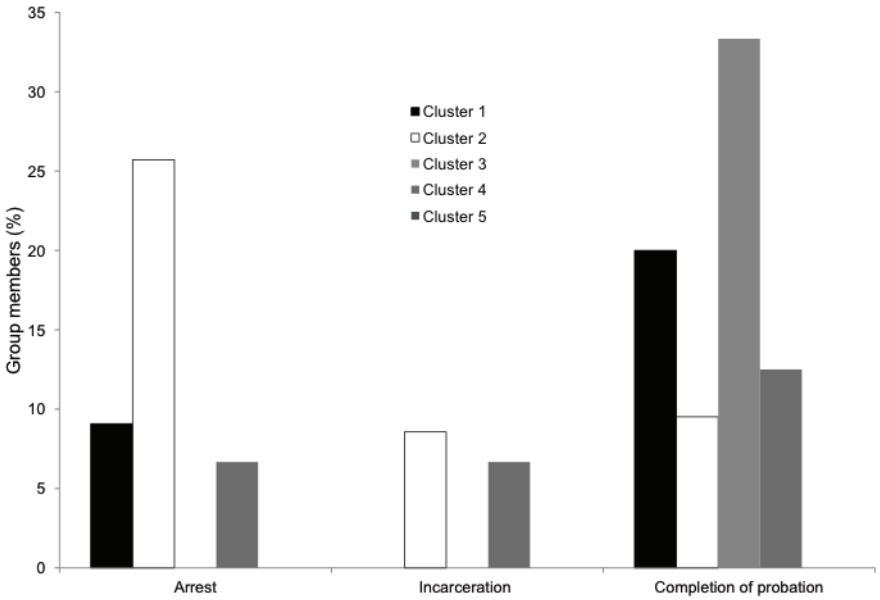
Figure 2.15
Outcomes for School-Based Probation Supervision for Middle School Probationers, FY 2014–2015



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

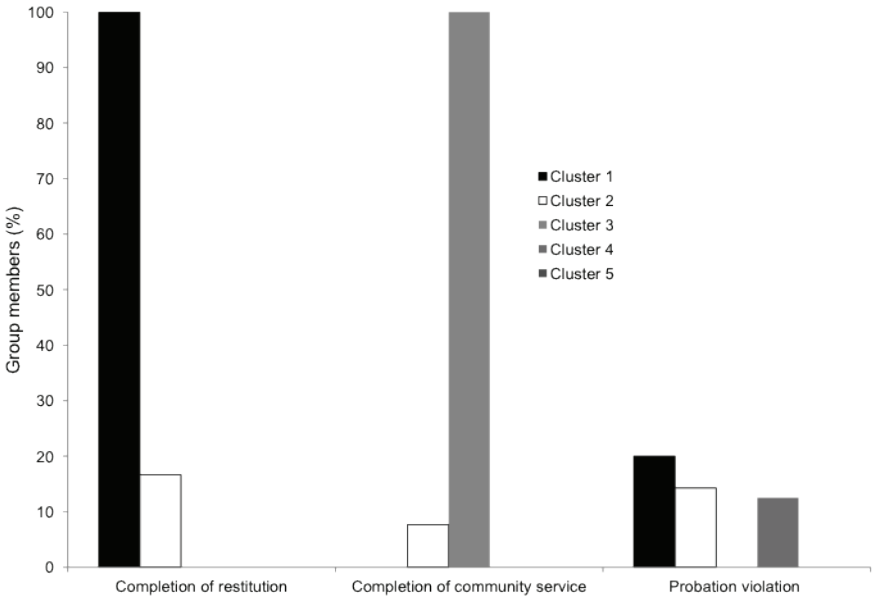
Cluster and gender data were available for all 76 participants in the SBMS-PROB program. Figures 2.16 and 2.17 show big six outcomes by cluster, with details in Table F.5 of Appendix F. Because of the extremely small sample size, especially at the cluster level, outcomes for this program varied widely between clusters, and percentages based on such small numbers can be misleading.

Figure 2.16
Outcomes for School-Based Probation Supervision for Middle School Probationers, by Cluster, FY 2014–2015: Arrest, Incarceration, and Completion of Probation



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

Figure 2.17
Outcomes for School-Based Probation Supervision for Middle School Probationers, by Cluster, FY 2014–2015: Completion of Restitution, Completion of Community Service, and Probation Violation



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

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

Taken as a whole, participants in the Enhanced School- and Community-Based Services initiative had significantly more-positive outcomes than the baseline period or comparison group for completion of probation, completion of restitution, and completion of community service. However, the comparison or baseline rate of probation violations was significantly lower than that of the program group or follow-up period. Arrest and incarceration rates were not significantly different for the two groups. For the programs that used educational measures as supplemental outcomes, school attendance improved significantly in the term following program entry compared with the previous term. School suspensions and expulsions also dropped, although the differences were not always statistically significant. Among participants in the school-based programs, test scores were significantly higher for strengths and significantly lower for risks and barriers in the six months following program entry than at program entry. ACT and IOW showed significant improvements in supplemental outcomes as well.

Three of the programs in this initiative—IOW, SBHS-AR, and SBMS-AR—used the previous year's program participants as comparison groups. In all three programs, difference-in-differences analyses agreed with a simple comparison of rates for all outcomes.

CHAPTER THREE

Estimated Juvenile Justice Costs for JJCPA Participants

In this chapter, we present analyses of the estimated costs associated with JJCPA programs. Ours does not purport to be a comprehensive benefit–cost analysis to determine whether programs "pay for themselves" in the long run (see, e.g., Aos et al., 2004). Such an analysis would require longitudinal data, as well as extensive data on an appropriate comparison group, neither of which is available to us. Instead, we simply measure the juvenile justice and related costs that we can determine based on our limited data, comparing costs that program participants accrued in the six months prior to program entry and in the six months following program entry. In this way, we can determine whether gains in other juvenile justice costs within six months of program entry offset the cost of program administration, but we cannot evaluate what effects program participation might or might not have after that.

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 assignment 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, savings resulting from increased attendance following program entry, compared with attendance prior to program entry, might also offset these costs. Our analyses compare total costs during the six months prior to program entry and in the six months after program entry, 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 youths 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 target primarily 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

[1] For programs administered within juvenile halls, we measure costs during the six months prior to hall entry and six months following hall exit for the hall stay during which program services were received.

savings could result if at-risk youths 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.

Estimated JJCPA Per Capita Costs

Los Angeles County JJCPA programs in FY 2014–2015 served a total of 31,483 participants, at a total cost of $27,616,833, or $877 per participant.[2] A given youth can participate in more than one JJCPA program, and a single youth can participate in the same program more than once within the reference period (e.g., if a youth in one of the school-based programs changes schools). Therefore, because of double-counting, the total number of youths served will be slightly less than the total number of participants. As one might expect, given their intensity and length, some programs had higher per capita costs than others. In general, the larger programs, such as ACT and IOW, had lower per capita costs, whereas programs that offered more-intensive services to smaller populations with higher risks and needs, such as HB, MST, and SNC, had higher per capita costs. Table 3.1 shows the total budget for each program, the number of participants served in FY 2014–2015, and the cost per program participant. Overall, the cost per participant in the Enhanced Mental Health Services initiative in FY 2014–2015 was $734, whereas the Enhanced Services to High-Risk/High-Need Youths initiative cost $2,800 per participant served, and the Enhanced School- and Community-Based Services initiative spent $725 per participant. Differences between initiatives in estimated mean cost reflect the length and intensity of the programs in each initiative, as well as the type of participants served (probationers, at-risk youths, or both).

[2] The number of youths served in FY 2014–2015 is greater than the number of youths for whom programs reported outcome measures to the BSCC because the time frames differ. Because the cost estimates in this chapter include arrests during the six-month eligibility period mandated for big six outcomes, the number of program participants will match the number used to report outcomes to the BSCC, not the total number served during the fiscal year, except for the MH program. For MH, we report big six outcomes only for those who received treatment, but we compute costs for all who were screened.

Table 3.1
Participants, Budgets, and Estimated Per Capita Costs, by JJCPA Program, FY 2014–2015

Program or Initiative	Participants Served	Budget ($)	Per Capita Expenditure ($)
Enhanced Mental Health Services	7,627	5,595,654	734
MH	7,467	4,076,285	546
MST	95	256,008	2,695
SNC	65	1,263,361	19,436
Enhanced Services to High-Risk/High-Need Youths	2,276	6,373,589	2,800
GSCOMM	871	919,729	1,056
HRHN	1,173	4,410,247	3,760
YSA	232	1,043,883	4,499
Enhanced School- and Community-Based Services	21,580	15,647,320	725
ACT	10,892	411,187	38
HB	175	818,428	4,677
IOW	2,072	188,857	91
PARKS	1,194	1,693,665	1,418
SBHS-AR	3,136	5,425,792	1,730
SBHS-PROB	2,650	4,888,377	1,845
SBMS-AR	1,381	2,094,769	1,517
SBMS-PROB	80	126,245	1,578
All programs	31,483	27,616,833	877

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

Estimated Total Juvenile Justice Costs

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 arrests and court appearances. In our analysis of overall JJCPA costs, we have attempted to estimate each on a daily or unit-cost basis to calculate the actual cost for each individual participant over a six-month period.

It should be emphasized that these are *estimated* costs, calculated using the best information available at the time of this writing. Most involve calculations using estimates that Probation provided or from publicly available data. We intend these analyses 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.

The people for whom we calculate costs are the same ones we used in reporting outcomes in the previous chapter, except for the MH program. For MH, we report outcomes only for the fraction of those screened who later actually receive mental health treatment, whereas we report cost estimates for everyone screened.

Arrest Costs

In 2014, the Los Angeles Police Department (LAPD) estimated that an LAPD juvenile arrest cost $2,181.33 (Shah, 2014), which included the cost of officers on the scene and in the station (four hours each for two officers at $98.29 per hour), the cost of writing and transport (eight hours total at $98.29 per hour), the cost of review by detectives (four hours at $118.85 per hour), a citation package delivered to the DA (one hour at $98.29 per hour), and a booking fee of $35.

In response to a request by the Los Angeles County Probation Department, the Los Angeles County Sheriff's Department provided estimates of arrest costs. For FY 2014–2015, it estimated that a sheriff's department juvenile arrest cost $2,082.72, calculated as 4.5 hours of deputy generalists at $128.18 per hour and 4.5 hours of a deputy's time at $135.39 per hour for arrest, report writing, and transport; 4.5 hours of a deputy's time for case filing, investigation, and interview at $135.39 per hour; and a booking fee of $287.40 (Acton, 2014). In 2014, the sheriff's department performed 21.30 percent of juvenile arrests. 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 $2,114.74 per arrest.

Court Costs

Court costs include several components, including the DA, the public defender, and the court itself. Whenever possible, we obtained estimates of these costs directly from the principals. When we could not do that, we estimated the costs using publicly available data sources.

The Attorney General of California reported that there were a total of 288,713 criminal dispositions in Los Angeles County in 2014 (Office of the Attorney General, undated [a]). Using *Annual Report 2014–2015* (County of Los Angeles, 2014, p. 112), we determined that the DA's total budget for FY 2014–2015 was $356,005,000. Dividing the budget by the number of cases yields an estimate of $1,233.08 per case for the DA's office.[3]

The Los Angeles County Public Defender's office estimated that defending a juvenile case in FY 2014–2015 cost $508.00 per case (Emling, 2015).

The Judicial Council of California reported that the FY 2014–2015 budget for the 48 Los Angeles County superior courts, which try both adults and juveniles, was $477,220,696 (Judicial Council of California, 2014, p. 15). Dividing by the 288,713 adult and juvenile cases disposed of in Los Angeles County in 2014 yields an estimated cost of $1,652.92 per disposition.

Summing the estimated cost of the DA ($1,233.08), the estimated cost of the public defender ($508.00), and the estimated court cost ($1,652.92) yields a total estimate of $3,394.00 per court appearance in 2014 dollars.

[3] We must base this estimate on both adult and juvenile cases because available budget data did not include a breakdown by juvenile versus adult cases.

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

Probation's Budget Department provided the estimated costs of routine probation supervision, juvenile hall detention, and juvenile camp. For FY 2014–2015, it estimated the cost of juvenile hall at $770.76 per day, and each day in camp cost approximately $677.37 (Bryant, 2015). It estimated routine probation supervision to cost $7.43 per day (Bryant, 2015). The rates in FY 2014–2015 have increased from those of FY 2013–2014 due to various factors, including increased DOJ mandates for juvenile halls and camps and multiyear BOS-approved employee benefit increases. Additionally, the daily populations of halls and camps have decreased significantly without commensurate decreases in costs, thereby resulting in increased costs per probationer (Bryant, 2015).

Program Cost

We calculated the daily program costs by determining the number of days each participant received services during FY 2014–2015, 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 $0.20 for participants in ACT to $81.51 per day for SNC participants. Overall, JJCPA programs cost an average of $5.92 per participant per day.

Savings Resulting from Improved School Attendance

For the school-based programs only, we also estimated the savings based on improved school attendance during the term after starting the program versus the term before starting. We base these savings on the value of an average daily attendance (ADA) rate, i.e., the value of attending school per student per day.[4] For FY 2014–2015, LAUSD estimated that its total enrollment was 732,833 and its budget approximately $6.63 billion (LAUSD, 2014). Dividing this total by 180 days in a school year gives an estimate of $50.26 per student per day. Total expenditures for FY 2014–2015 for the Long Beach Unified School District (LBUSD) were $1,014,910,562 (LBUSD, 2015a, p. 2), with an ADA of 79,709 students (LBUSD, 2015b, p. 1). Dividing the expenditures by the number of students yields an average of $12,732.70 per student. Assuming a 180-day school calendar yields an ADA cost of $70.74 per student.

For schools in Los Angeles County outside both LAUSD and LBUSD, we have used the LAUSD-estimated ADA cost of $50.26 per student per day of attendance.[5]

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 factors, 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 to a short period of time, our estimates will be significantly more conservative than those of other studies that take into account more external factors or look at costs over a longer reference period (e.g., Aos et al., 2004).

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[4] We calculate ADA cost by dividing the school district budget by the number of students served, then dividing by 180 days per school year.

[5] Although we were able to calculate attendance for other unified school districts in Los Angeles County, budget data were available for only LAUSD and LBUSD. For that reason, we have adopted the LAUSD ADA as a proxy for all other districts in the county.

We also assume that program costs in the six months before someone enters a program are 0. This is a deliberately conservative estimate because participants might have actually received other services during that period, either via JJCPA or through other Probation programs.

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) and 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 and in the six months before entering the hall. For all JJCPA programs, we assume that the program cost in the baseline is 0, a conservative cost estimate in the comparison period. The fact that relatively few people have high costs while many others have low costs (or none at all) can often drive mean costs. For this reason, we also present median costs, as well as means, in the tables in this chapter, to allow readers to identify estimated costs that such a phenomenon might skew. A median that differs substantially from its corresponding mean indicates skewness, while a similar mean and median for a given cost estimate indicate that the cost is more evenly distributed among participants in the program.

Estimated Costs for Mental Health Screening, Assessment, and Treatment

Table 3.2 shows the estimated juvenile justice costs for the MH program. The only part of the MH program administered in the hall is screening. The primary program cost is for treatment, which occurs only after release from the hall and is needed by only a fraction of all those screened. Although we report outcomes for only those MH participants who receive treatment, everyone who is screened is considered a program participant, so we calculate costs for everyone who is screened. Therefore, we define the follow-up period as the six months after release and the baseline as 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 $345 per juvenile. All other costs were greater in the follow-up period than in the baseline period, with large increases in costs for juvenile hall and camp. As a result, participants showed a much higher mean cost per youth in the follow-up ($23,429) than in the baseline ($15,557).

Table 3.2
Estimated Juvenile Justice Costs for Mental Health Screening, Assessment, and Treatment

Juvenile Justice Cost	Unit Cost ($)	Unit	Baseline			Follow-Up			Difference ($)	
			Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Arrest	2,114.74	Arrest	0.68	1,438	0	0.52	1,093	0	345	0
Camp	677.37	Day	1.95	1,321	0	5.11	3,460	0	–2,139	0
Court	3,394.00	Appear.	1.12	3,804	3,394	1.45	4,907	3,394	–1,103	0
Juvenile hall	770.76	Day	10.59	8,163	0	16.01	12,339	1,542	–4,176	–1,542
Program	18.34	Day	0.00	0	0	28.44	522	348	–522	–348
Supervision	7.43	Day	111.69	830	1,337	149.15	1,108	1,337	–278	0
Total				15,557	6,542		23,429	9,899	–7,872	–3,357

NOTE: A positive number in a difference column indicates that the cost was lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that the cost was higher after entering the program than before entering. Appear. = Appearance.

Estimated Costs for Multisystemic Therapy

Table 3.3 shows estimated juvenile justice costs for MST. For this program, court and juvenile hall costs were lower in the follow-up period than in the baseline period, but supervision costs were slightly higher in the follow-up period. No MST participant spent time in camp in either period. Program costs for MST were also high (an average of $3,443 per participant) and accounted for most of the cost increase in the follow-up. If we disregard the program costs, the total juvenile justice costs would have actually been lower in the follow-up than in the baseline period. When we include program costs, mean total cost in the follow-up ($12,224) was higher than in the baseline period ($9,359).

Table 3.3
Estimated Juvenile Justice Costs for Multisystemic Therapy

Juvenile Justice Cost	Unit Cost ($)	Unit	Baseline			Follow-Up			Difference ($)	
			Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Arrest	2,114.74	Arrest	0.53	1,120	0	0.41	871	0	249	0
Camp	677.37	Day	0.00	0	0	0.00	0	0	0	0
Court	3,394.00	Appear.	0.65	2,196	3,394	0.63	2,146	0	50	3,394
Juvenile hall	770.76	Day	6.93	5,339	0	6.16	4,749	0	590	0
Program	23.99	Day	0.00	0	0	143.50	3,443	3,551	–3,443	–3,551
Supervision	7.43	Day	94.84	705	698	136.66	1,015	1,337	–310	–639
Total				9,359	4,237		12,224	6,903	–2,865	–2,666

NOTE: A positive number in a difference column indicates that the cost was lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that the cost was higher after entering the program than before entering. Appear. = Appearance.

Estimated Costs for Special Needs Court

As Table 3.4 indicates, juvenile hall costs for SNC participants decreased markedly in the six months after program entry compared with the six months before (an average of $12,005 per participant). Juvenile hall costs fell from a mean of $40,118 per participant at baseline to $28,113 in the follow-up period. Lower arrest costs in the follow-up also produced savings ($1,427 per individual). These savings were not enough to offset the very high program costs—the highest per capita program cost of any Los Angeles County JJCPA program—as well as increased supervision and court costs in the follow-up. The 40 participants in this program spent no time in camp in either period. Driven primarily by the huge reduction in juvenile hall days, estimated total costs were only $933 higher in the follow-up period than during the baseline. The median total cost in the follow-up was $11,664 *less* than the median cost for the baseline, driven by the much lower median juvenile hall costs in the follow-up.

Table 3.4
Estimated Juvenile Justice Costs for Special Needs Court

Juvenile Justice Cost	Unit Cost ($)	Unit	Baseline			Follow-Up			Difference ($)	
			Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Arrest	2,114.74	Arrest	0.90	1,903	2,115	0.23	476	0	1,427	2,115
Camp	677.37	Day	0.00	0	0	0.00	0	0	0	0
Court	3,394.00	Appear.	1.18	3,988	3,394	1.20	4,073	3,394	–85	0
Juvenile hall	770.76	Day	52.05	40,118	36,996	36.48	28,113	13,103	12,005	23,893
Program	81.51	Day	0.00	0	0	178.97	14,588	14,672	–14,588	–14,672
Supervision	7.43	Day	111.88	831	1,337	157.13	1,167	1,337	–336	0
Total				46,841	44,662		47,774	32,998	–933	11,664

NOTE: A positive number in a difference column indicates that the cost was lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that the cost was higher after entering the program than before entering. Appear. = Appearance.

Cost Comparisons for Programs in the Enhanced Services to High-Risk/High-Need Youths 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 we define the baseline and follow-up periods for all programs in reference to the program start date.

Estimated Costs for Gender-Specific Community

Table 3.5 shows the estimated costs for GSCOMM for FY 2014–2015. Participants in this program showed relatively little difference between baseline and follow-up costs in all juvenile justice measures, but the high cost of administering the program ($1,170 per participant) caused overall costs to be higher by an average of $1,154 in the follow-up period than at the baseline. As with the MST program, mean total follow-up costs would have been less than in the baseline except for program costs.

Table 3.5
Estimated Juvenile Justice Costs for Gender-Specific Community

Juvenile Justice Cost	Unit Cost ($)	Unit	Baseline			Follow-Up			Difference ($)	
			Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Arrest	2,114.74	Arrest	0.10	221	0	0.05	112	0	109	0
Camp	677.37	Day	0.00	0	0	0.00	0	0	0	0
Court	3,394.00	Appear.	0.08	274	0	0.09	289	0	–15	0
Juvenile hall	770.76	Day	0.61	474	0	0.70	537	0	–63	0
Program	26.73	Day	0.00	0	0	43.76	1,170	1,363	–1,170	–1,363
Supervision	7.43	Day	10.18	76	0	12.62	94	0	–18	0
Total				1,044	0		2,198	1,524	–1,154	–1,524

NOTE: A positive number in a difference column indicates that the cost was lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that the cost was higher after entering the program than before entering. Appear. = Appearance.

Estimated Costs for High Risk/High Need

As Table 3.6 indicates, large savings in camp costs ($7,345 in the baseline, $878 in the follow-up) offset the relatively large per capita cost for the HRHN program ($3,472 per participant). HRHN participants also showed savings in the follow-up period, compared with baseline costs, for arrests ($66) and juvenile hall ($650). Supervision and court costs were only slightly higher in the follow-up period than in the baseline period. Despite the high cost of administering the program, mean total costs for the follow-up were $3,569 less than total baseline costs.

Table 3.6
Estimated Juvenile Justice Costs for High Risk/High Need

Juvenile Justice Cost	Unit Cost ($)	Unit	Baseline			Follow-Up			Difference ($)	
			Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Arrest	2,114.74	Arrest	0.44	930	0	0.41	864	0	66	0
Camp	677.37	Day	10.84	7,345	0	1.30	878	0	6,467	0
Court	3,394.00	Appear.	1.08	3,650	3,394	1.11	3,761	3,394	–111	0
Juvenile hall	770.76	Day	9.13	7,039	0	8.29	6,389	0	650	0
Program	72.56	Day	0.00	0	0	47.85	3,472	3,555	–3,472	–3,555
Supervision	7.43	Day	135.48	1,007	1,337	140.45	1,044	1,337	–37	0
Total				19,971	6,733		16,402	8,680	3,569	–1,947

NOTE: A positive number in a difference column indicates that the cost was lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that the cost was higher after entering the program than before entering. Appear. = Appearance.

Estimated Costs for Youth Substance Abuse Intervention

Table 3.7 shows the estimated juvenile justice costs for YSA participants. Participants in this program had lower mean costs for arrests, camp, and court in the follow-up than in the baseline period, but juvenile hall, supervision, and program costs offset these savings. The net result was that overall costs were higher in the follow-up period ($17,333) than at baseline ($9,839), a difference of $7,494 per participant. Almost all of the difference resulted from the high cost of administering the program and the increase in juvenile hall costs in the follow-up period.

Table 3.7
Estimated Juvenile Justice Costs for Youth Substance Abuse Intervention

Juvenile Justice Cost	Unit Cost ($)	Unit	Baseline			Follow-Up			Difference ($)	
			Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Arrest	2,114.74	Arrest	0.54	1,152	0	0.44	922	0	230	0
Camp	677.37	Day	2.18	1,476	0	0.17	117	0	1,359	0
Court	3,394.00	Appear.	0.99	3,350	3,394	0.83	2,807	0	543	3,394
Juvenile hall	770.76	Day	3.98	3,068	0	10.44	8,044	0	–4,976	0
Program	42.97	Day	0.00	0	0	103.56	4,450	4,125	–4,450	–4,125
Supervision	7.43	Day	106.54	792	921	133.72	994	1,337	–202	–416
Total				9,839	4,731		17,333	9,072	–7,494	–4,341

NOTE: A positive number in a difference column indicates that the cost was lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that the cost was higher after entering the program than before entering. Appear. = Appearance.

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

As with the other FY 2014–2015 initiatives, we compared baseline and follow-up costs for each program. We based baseline and follow-up periods on program start dates for all programs in this initiative except IOW, which was administered within the juvenile halls. We therefore define the follow-up period for IOW participants as the six months after release from the hall, and the baseline period as the six months before entering the hall.

We also included school attendance as a contributor of total cost for the four school-based programs only. Attendance "costs" were actually negative numbers (i.e., savings rather than costs) and reflect the ADA value of improved attendance during the follow-up period, as compared with baseline attendance.

Estimated Costs for Abolish Chronic Truancy

In FY 2014–2015, ACT had the lowest per capita program cost of all Los Angeles County JJCPA programs, so program costs were quite small (a mean of $36 per participant). ACT participants had very little juvenile justice system involvement during either the baseline or follow-up period, so more than half of the measurable follow-up costs came from administering the program, as Table 3.8 shows. Total baseline cost for ACT was only $17 per participant. The mean total juvenile justice cost of the ACT program in the follow-up period was also quite small, at $93 per participant.

Table 3.8
Estimated Juvenile Justice Costs for Abolish Chronic Truancy

Juvenile Justice Cost	Unit Cost ($)	Unit	Baseline			Follow-Up			Difference ($)	
			Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Arrest	2,114.74	Arrest	0.00	9	0	0.01	15	0	–6	0
Camp	677.37	Day	0.00	0	0	0.00	0	0	0	0
Court	3,394.00	Appear.	0.00	4	0	0.00	16	0	–12	0
Juvenile hall	770.76	Day	0.00	3	0	0.03	24	0	–21	0
Program	0.20	Day	0.00	0	0	177.67	36	36	–36	–36
Supervision	7.43	Day	0.09	1	0	0.29	2	0	–1	0
Total				17	0		93	36	–76	–36

NOTE: A positive number in a difference column indicates that the cost was lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that the cost was higher after entering the program than before entering. Appear. = Appearance.

Estimated Costs for Housing-Based Day Supervision

Table 3.9 shows the estimated juvenile justice costs for HB participants in FY 2014–2015. HB participants had slightly higher follow-up costs for arrest, juvenile hall, supervision, and court. By far, the largest cost component was the administration of the program itself ($3,110 per participant). No one in this program was in camp during either the baseline or follow-up period. Overall costs were $3,859 higher per participant in the follow-up period than in the baseline period, primarily because of the high cost of administering the program.

Table 3.9
Estimated Juvenile Justice Costs for Housing-Based Day Supervision

Juvenile Justice Cost	Unit Cost ($)	Unit	Baseline			Follow-Up			Difference ($)	
			Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Arrest	2,114.74	Arrest	0.00	0	0	0.02	52	0	–52	0
Camp	677.37	Day	0.00	0	0	0.00	0	0	0	0
Court	3,394.00	Appear.	0.01	41	0	0.06	207	0	–166	0
Juvenile hall	770.76	Day	0.00	0	0	0.68	526	0	–526	0
Program	17.52	Day	0.00	0	0	177.49	3,110	3,154	–3,110	–3,154
Supervision	7.43	Day	6.59	49	0	7.28	54	0	–5	0
Total				90	0		3,949	3,154	–3,859	–3,154

NOTE: A positive number in a difference column indicates that the cost was lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that the cost was higher after entering the program than before entering. Appear. = Appearance.

Estimated Costs for Inside-Out Writers

As noted earlier, we define the follow-up period for IOW participants as the six months after release from juvenile hall, and the baseline consists of the six months before entering the hall. In FY 2014–2015, IOW per capita program costs were low (only $26 per participant), and participants spent fewer days in the program than participants in other JJCPA programs. As a result, program costs were the smallest contributor to total cost for the IOW program, the only JJCPA program for which this was true. As Table 3.10 indicates, the vast majority of IOW costs in the follow-up were attributable to stays in juvenile hall ($14,556) and camp ($3,768), along with court appearances ($4,814). However, hall, camp, and court costs were also high in the baseline period for IOW participants. Only arrest costs were lower in the follow-up than at baseline. Overall juvenile justice costs for IOW participants averaged $21,425 in the baseline and $25,375 in the follow-up, a difference of $3,950 per participant.

Table 3.10
Estimated Juvenile Justice Costs for Inside-Out Writers

Juvenile Justice Cost	Unit Cost ($)	Unit	Baseline			Follow-Up			Difference ($)	
			Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Arrest	2,114.74	Arrest	0.75	1,578	2,115	0.53	1,111	0	467	2,115
Camp	677.37	Day	3.83	2,597	0	5.56	3,768	0	–1,171	0
Court	3,394.00	Appear.	1.19	4,055	3,394	1.42	4,814	3,394	–759	0
Juvenile hall	770.76	Day	16.04	12,362	771	18.89	14,556	3,083	–2,194	–2,312
Program	0.52	Day	0.00	0	0	49.12	26	11	–26	–11
Supervision	7.43	Day	112.09	833	1,337	148.29	1,102	1,337	–269	0
Total				21,425	8,173		25,375	10,141	–3,950	–1,968

NOTE: A positive number in a difference column indicates that the cost was lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that the cost was higher after entering the program than before entering. Appear. = Appearance.

Estimated Costs for After-School Enrichment and Supervision

As noted above, for JJCPA programs that target primarily at-risk youths, most of the overall cost is the cost of administering the program. PARKS participants had very little juvenile justice system involvement in either the baseline or follow-up period, so almost all of the mean total follow-up cost of $697 per participant consisted of $693 in program costs, as Table 3.11 shows. PARKS participants had no camp, court, or juvenile hall costs in either the baseline or follow-up period.

Table 3.11
Estimated Juvenile Justice Costs for After-School Enrichment and Supervision

Juvenile Justice Cost	Unit Cost ($)	Unit	Baseline			Follow-Up			Difference ($)	
			Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Arrest	2,114.74	Arrest	0.00	3	0	0.00	3	0	0	0
Camp	677.37	Day	0.00	0	0	0.00	0	0	0	0
Court	3,394.00	Appear.	0.00	0	0	0.00	0	0	0	0
Juvenile hall	770.76	Day	0.00	0	0	0.00	0	0	0	0
Program	6.40	Day	0.00	0	0	108.29	693	813	–693	–813
Supervision	7.43	Day	0.23	2	0	0.23	2	0	0	0
Total				4	0		697	813	–693	–813

NOTE: A positive number in a difference column indicates that the cost was lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that the cost was higher after entering the program than before entering. Appear. = Appearance.

Estimated Costs for School-Based Probation Supervision for High School At-Risk Youths

Table 3.12 shows the estimated juvenile justice costs 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 ($1,413) of the program's total cost in the follow-up ($1,641). 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 ($388 per youth) was not enough to offset all the other costs, resulting in an overall mean cost of $1,641 per participant in the follow-up period, compared with $157 in the baseline period.

Table 3.12
Estimated Juvenile Justice Costs for School-Based Probation Supervision for High School At-Risk Youths

			Baseline			Follow-Up			Difference ($)	
Juvenile Justice Cost	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Arrest	2,114.74	Arrest	0.04	81	0	0.06	127	0	–46	0
Camp	677.37	Day	0.00	0	0	0.00	0	0	0	0
Court	3,394.00	Appear.	0.01	47	0	0.03	100	0	–53	0
Juvenile hall	770.76	Day	0.02	18	0	0.38	294	0	–276	0
Program	8.38	Day	0.00	0	0	159.12	1,413	1,598	–1,413	–1,598
Supervision	7.43	Day	1.37	10	0	2.14	16	0	–6	0
Attendance	Var.	Day				7.72	–388	–251	388	251
Total				157	0		1,641	1,347	–1,484	–1,347

NOTE: A positive number in a difference column indicates that the cost was lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that the cost was higher after entering the program than before entering. Var. = Variable. Appear. = Appearance.

Estimated Costs for School-Based Probation Supervision for High School Probationers

The SBHS-PROB program had lower estimated total costs in the follow-up than in the baseline period in FY 2014–2015. As Table 3.13 shows, mean total follow-up costs ($8,509) remained lower than baseline costs ($8,604). Decreases in arrest, camp, and court costs ($981, $353, and $562, respectively) more than compensated for the increased costs of supervision and juvenile hall and program administration. Program costs were relatively modest ($1,405 per participant), and school attendance improved. The mean overall cost savings was $95 per participant.

Table 3.13
Estimated Juvenile Justice Costs for School-Based Probation Supervision for High School Probationers

			Baseline			Follow-Up			Difference ($)	
Juvenile Justice Cost	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Arrest	2,114.74	Arrest	0.73	1,553	2,115	0.27	572	0	981	2,115
Camp	677.37	Day	0.70	474	0	0.18	121	0	353	0
Court	3,394.00	Appear.	0.80	2,700	3,394	0.63	2,138	0	562	3,394
Juvenile hall	770.76	Day	4.40	3,395	0	4.69	3,611	0	–216	0
Program	8.88	Day	0.00	0	0	158.20	1,405	1,598	–1,405	–1,598
Supervision	7.43	Day	62.17	462	126	127.45	947	1,337	–485	–1,211
Attendance	Var.	Day				6.50	–327	–302	327	302
Total				8,604	4,731		8,509	3,077	95	1,654

NOTE: A positive number in a difference column indicates that the cost was lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that the cost was higher after entering the program than before entering. Var. = Variable. Appear. = Appearance.

Estimated Costs for School-Based Probation Supervision for Middle School At-Risk Youths

As with all JJCPA programs that target at-risk youths, the largest individual cost of SBMS-AR was program cost ($1,453). However, as Table 3.14 shows, improved school attendance for participants in the SBMS-AR program, which resulted in a savings of $568 per participant, partially offset program costs. Overall mean costs for these participants were very low in the baseline period ($24) because few were involved in the juvenile justice system. No SBMS-AR participants were sent to camp in either the baseline or the follow-up period. Mainly because of program costs, the mean total cost in the follow-up period was $1,160 per participant.

Table 3.14
Estimated Juvenile Justice Costs for School-Based Probation Supervision for Middle School At-Risk Youths

			Baseline			Follow-Up			Difference ($)	
Juvenile Justice Cost	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Arrest	2,114.74	Arrest	0.01	14	0	0.03	68	0	–54	0
Camp	677.37	Day	0.00	0	0	0.00	0	0	0	0
Court	3,394.00	Appear.	0.00	8	0	0.01	35	0	–27	0
Juvenile hall	770.76	Day	0.00	0	0	0.10	80	0	–80	0
Program	7.55	Day	0.00	0	0	163.64	1,453	1,598	–1,453	–1,598
Supervision	7.43	Day	0.21	2	0	0.70	5	0	–3	0
Attendance	Var.	Day					–568	–251	568	251
Total				24	0		1,160	1,347	–1,136	–1,347

NOTE: A positive number in a difference column indicates that the cost was lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that the cost was higher after entering the program than before entering. Var. = Variable. Appear. = Appearance.

Estimated Costs for School-Based Probation Supervision for Middle School Probationers

As Table 3.15 shows, SBMS-PROB also had lower total estimated costs in the follow-up period than in the baseline period, with a mean net saving of $2,611 per participant. SBMS-PROB participants had markedly lower arrest, court, and juvenile hall costs in the follow-up period than in the baseline, and no one from this program spent time in camp during either the baseline or the follow-up period. School attendance also improved in the follow-up period. Taken together, these savings were more than enough to offset the cost of administering the program ($1,307) and modest increases in supervision costs. Total mean costs fell from $7,330 in the baseline period to $4,719 in the follow-up.

Table 3.15
Estimated Juvenile Justice Costs for School-Based Probation Supervision for Middle School Probationers

			Baseline			Follow-Up			Difference ($)	
Juvenile Justice Cost	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Arrest	2,114.74	Arrest	1.12	2,365	2,115	0.25	529	0	1,836	2,115
Camp	677.37	Day	0.00	0	0	0.00	0	0	0	0
Court	3,394.00	Appear.	0.47	1,608	0	0.18	627	0	981	0
Juvenile hall	770.76	Day	4.17	3,215	0	2.66	2,049	0	1,166	0
Program	7.51	Day	0.00	0	0	147.13	1,307	1,598	–1,307	–1,598
Supervision	7.43	Day	19.18	143	0	80.29	597	0	–454	0
Attendance	Var.	Day				8.43	–433	–75	433	75
Total				7,330	3,450		4,719	2,201	2,611	1,249

NOTE: A positive number in a difference column indicates that the cost was lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that the cost was higher after entering the program than before entering. Var. = Variable. Appear. = Appearance.

Estimated Total Cost of Programs and Initiatives

Table 3.16 shows the estimated mean baseline and follow-up costs per participant in each JJCPA program in FY 2014–2015. The table also shows weighted averages for each initiative. Note that the costs of an initiative's programs that served the most participants drive that initiative's costs. Thus, MST and SNC costs had very little influence on the overall costs of the Enhanced Mental Health Services initiative because the vast majority of participants within that initiative were in the MH program.

As one might expect, mean overall juvenile justice costs for JJCPA participants were generally higher in the six months after program entry ($11,436) than in the six months prior to program entry ($8,598), primarily because of the cost associated with administering the programs. This was especially true in FY 2014–2015, compared to previous years; in FY 2014–2015, a majority (55.7 percent) of JJCPA funds were spent on at-risk youths. In previous years,

Table 3.16
Mean Estimated Cost per Participant, Participants Served, and Cost Differences, by JJCPA Program, FY 2014–2015

Program	Baseline, in Dollars			Follow-Up, in Dollars			Participants	Difference of Means, in Dollars
	Mean	95% CI		Mean	95% CI			
Enhanced Mental Health Services	15,679	15,158	16,199	23,462	22,773	24,150	6,826	–7,783
MH	15,557	15,033	16,081	23,429	22,733	24,124	6,718	–7,872
MST	9,359	6,150	12,568	12,224	9,231	15,217	68	–2,865
SNC	46,841	34,396	59,285	48,053	36,424	59,682	40	–1,212
Enhanced Services to High-Risk/High-Need Youths	11,851	10,917	12,785	10,872	10,205	11,539	2,360	979
GSCOMM	1,044	730	1,359	2,199	2,198	1,834	2,562	–1,154
HRHN	19,971	18,279	21,663	16,414	16,402	15,271	17,534	3,569
YSA	9,839	7,480	12,198	17,341	17,333	13,887	20,779	–7,494
Enhanced School- and Community-Based Services	4,263	4,061	4,464	5,186	4,959	5,412	12,920	–923
ACT	17	4	30	93	56	130	5,365	–76
HB	90	–32	213	3,949	2,839	5,058	82	–3,859
IOW	21,425	20,090	22,759	25,375	23,895	26,855	1,761	–3,950
PARKS	4	–2	11	697	666	729	782	–693
SBHS-AR	157	113	201	1,641	1,461	1,821	2,078	–1,484
SBHS-PROB	8,604	8,018	9,191	8,509	7,856	9,161	1,899	95
SBMS-AR	24	6	41	1,160	1,015	1,305	877	–1,136
SBMS-PROB	7,330	5,232	9,429	4,719	2,688	6,749	76	2,611
All programs	8,598	8,375	8,821	11,436	11,176	11,696	22,106	–2,838

NOTE: A positive number in the "Difference of Means, in Dollars" column indicates that the mean cost was lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that the mean cost was higher after entering the program than before entering.

more JJCPA funds had been spent on probationers than on at-risk youths. At-risk youths, of course, are less likely to have baseline supervision costs.

Nine of the JJCPA programs produced average cost savings in arrests, and several programs also reduced camp, court, and juvenile hall costs, some by a substantial amount. If these cost savings accumulated over a longer period of time, they might offset the relatively high initial investment made in program costs. We cannot 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, reductions in subsequent criminal justice involvement could offset initial program costs.

We note also that savings in juvenile justice costs for arrests, camps, and juvenile hall stays 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 cannot include these factors in our estimates of cost differences between the baseline and follow-up periods.

It is somewhat surprising to note that participants in the Enhanced Services to High-Risk/High-Need Youths initiative actually had lower total juvenile justice costs in the follow-up period than in the baseline period—savings of $979 per participant. This overall saving occurred despite the relatively high program and supervision costs in some of the programs in these initiatives. This finding was driven primarily by cost savings for HRHN participants. The SBHS-PROB and SBMS-PROB programs also had lower total costs in the follow-up period than baseline costs. Others—notably ACT, PARKS, and SNC—had only slightly higher overall costs in the follow-up period than at the baseline.

Estimated Juvenile Justice Cost Savings, by Initiative

For each of the three FY 2014–2015 initiatives, Table 3.17 shows the estimated mean net cost for each juvenile justice cost—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, mean costs differ noticeably among the three initiatives. The Enhanced Mental Health Services initiative, which serves only probationers, showed lower arrest costs but much higher camp, court, and juvenile hall costs for participants who had entered the program than before they had entered. The Enhanced Services to High-Risk/High-Need Youths initiative, which targets a large number of at-risk youths, saw the bulk of its expenses in program costs, whereas its costs for arrests and camp were lower in the six months after participants entered the program, with camp costs averaging $3,584 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 youths, showed lower arrest costs during the follow-up period but higher camp, court, and juvenile hall costs than in the baseline period.

Table 3.17
Estimated Mean Net Cost Savings for Initiatives, FY 2014–2015, in Dollars

Juvenile Justice Cost	Enhanced Mental Health Services	Enhanced Services to High-Risk/High-Need Youths	Enhanced School- and Community-Based Services
Arrest	350	94	205
Camp	–2,105	3,584	–108
Court	–1,086	–30	–31
Juvenile hall	–4,034	–3	–386
Program	–634	–2,630	–620
Supervision	–279	–40	–112
Total	–7,781	979	–923

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 costs, total cost might not equal the sum of the individual costs.

When we look at JJCPA programs at the initiative level, we find that all three initiatives had lowered arrest costs in the follow-up period. The Enhanced Mental Health Services initiative had considerably higher juvenile hall and camp costs in the follow-up period, but the Enhanced Services to High-Risk/High-Need Youths initiative showed the opposite pattern, with considerable savings in camp costs during the follow-up period. Participants in the Enhanced Mental Health Services and Enhanced School- and Community-Based Services initiatives had higher mean costs for camp, court, and juvenile hall in the follow-up than in the baseline period.

Program and supervision costs are, by design, an integral part of many JJCPA programs and can reasonably be expected to be somewhat higher in the follow-up period than in the baseline—in fact, we define program costs as 0 in the baseline, guaranteeing that program costs will be greater in the follow-up period. We also note that programs that start within juvenile halls and therefore include no at-risk youths, such as IOW and MH, will always have

relatively high supervision costs, making these programs look worse on these cost comparisons for supervision. Arrest, juvenile hall, camp, and court costs, by contrast, are driven primarily by the behavior of youths rather than by the programs. Taken together, these findings suggest that JJCPA programs and supervision demonstratively affect the behavior of many JJCPA participants, with corresponding savings in the juvenile justice costs driven by the behavior of program participants.

CHAPTER FOUR

Summary and Conclusions

In this chapter, we summarize the evaluation findings for FY 2014–2015. In addition, we comment on limitations of the evaluation and offer suggestions for improving the research design for a subset of JJCPA programs.

This report presents outcome measures reported to the BSCC for 14 programs in the Los Angeles County JJCPA for FY 2014–2015. Outcomes are reported for 16,469 program youths and 15,235 comparison-group youths. The county's 14 programs are grouped into three initiatives: Enhanced Mental Health Services, Enhanced Services to High-Risk/High-Need Youths, and Enhanced School- and Community-Based Services. We also present a comparison of juvenile justice system costs for program youths in the six months before they entered a JJCPA program and in the six months after entering the program.[1] A given participant can receive services from more than one initiative and from multiple programs, within or across initiatives, and concurrently or consecutively. Probation counts a given juvenile as a participant within each program from which he or she receives services and could therefore count that juvenile more than once.

Brief Summary of Findings

- Overall, for big six and supplementary outcomes, program participants showed more-positive outcomes than comparison-group youths. For any program that uses the previous year's cohort as a comparison group, the BSCC considers a finding of no significant difference between the two groups a positive outcome.
- In programs that used historical comparison groups, only one big six outcome (out of a possible 34) differed significantly between the two cohorts, thus meeting the majority of program goals of doing at least as well as the previous year's cohort.
  - For the most part, difference-in-differences analyses supported simple comparisons between groups.
- With the exception of SBHS-PROB and SBMS-PROB, programs that used contemporaneous comparison groups were small and showed no significant differences between program and comparison-group youths.
  - SBHS-PROB participants showed more-positive outcomes for four of the big six outcomes, while comparison-group youths had significantly fewer probation violations.

[1] For programs initiated in the juvenile halls (MH and IOW), we measure outcomes and costs in the six months prior to hall entry and in the six months following release from the hall.

  - SBMS-PROB participants had significantly higher rates of completion of probation and completion of community service, but comparison-group youths had significantly fewer violations of probation.
- Programs that used a pre–post evaluation design targeted mostly at-risk youths, who showed no significant differences between pre and post measurement periods.
- Results within any given program showed very small year-to-year differences in outcomes over the years that we have been evaluating JJCPA programs in Los Angeles County.
- Program participants in two of the three initiatives performed better than comparison-group youths in one or more outcomes.
  - Incarceration rates were significantly lower for program participants in the Enhanced Mental Health Services initiative than for comparison-group youths.
  - Participants in the Enhanced School- and Community-Based Services initiative had significantly better outcomes than the baseline period or comparison group for completion of probation, completion of restitution, and completion of community service. Comparison-group youths in this initiative showed significantly fewer violations of probation.
- For most programs, particularly those targeting only at-risk youths, the largest contributor to total juvenile justice cost was the cost of administering the JJCPA program itself.
  - Comparing costs in the six months following program entry and those from the six months before program entry, we see that several programs did produce average savings in several important outcomes, including the cost of arrests, court appearances, juvenile hall stays, and, to a lesser degree, time spent in camp.
- Most programs had smaller samples for supplemental outcomes than for big six outcomes. This can potentially affect the statistical power for these outcomes.
- We base this report on officially recorded outcome data only and make no attempt to evaluate the quality of program implementation.

In the next section, we expand on each of these points in more detail.

Outcomes

Because participants in the MH program represent about 91 percent of all participants in the Enhanced Mental Health Services initiative for whom Probation reported big six outcomes, the results for that program significantly influence the results for the initiative as a whole. Echoing the results for MH participants, the two groups did not differ significantly on any of the big six outcomes. The difference-in-differences analyses for MH also found no significant differences between the two groups on any of the big six outcomes. Supplemental outcomes in the Enhanced Mental Health Services initiative showed no significant differences except for pre–post improvement in school attendance for MST participants. Primarily because of the smallness of samples, changes in all other supplemental outcomes were not statistically significant.

None of the three programs in the Enhanced Services to High-Risk/High-Need Youths initiative showed a significant difference between program participants and comparison-group youths, so we would expect the same of the initiative as a whole, and that is exactly what we found. It is important to keep in mind that, for all three programs in this initiative, the com-

parison group was the previous year's cohort, and the goal was for this year's participants to perform at least as well as the previous year's cohort. This means that a finding of no statistically significant difference between the two cohorts constitutes a successful outcome.

Difference-in-differences analyses were consistent with simple comparisons for all outcomes except in the HRHN and YSA programs. Using a simple comparison between the two cohorts, the FY 2014–2015 HRHN cohort successfully completed probation at a higher rate than the FY 2013–2014 cohort. The two groups did not differ significantly in rates of completion of probation at baseline, so a difference-in-differences analysis shows that the change in rates from baseline to follow-up was not significantly different for the two cohorts. However, the two groups did differ significantly at baseline in arrest rates, so a difference-in-differences analysis indicated that the change from baseline to follow-up for the FY 2014–2015 cohort was significantly greater than for the FY 2013–2014 cohort. For the YSA program, FY 2014–2015 participants showed a significantly larger improvement between baseline and follow-up rates for completion of restitution than the FY 2013–2014 cohort. Because no FY 2013–2014 YSA participants completed probation or community service at baseline, difference-in-differences testing was not possible for these outcomes.

In supplemental outcomes, self-efficacy scores improved significantly for GSCOMM youths between program entry and six months later, or upon exit from the program, whichever came first. Among HRHN participants, measures of family relations also improved significantly in the six months between program entry and exit. In the YSA program, the two supplemental outcomes showed no significant differences between baseline and follow-up measurements.

Taken as a whole, participants in the Enhanced School- and Community-Based Services initiative had significantly better outcomes than the baseline period or comparison group for completion of probation, completion of restitution, and completion of community service. However, the comparison or baseline rate of probation violations was significantly lower than for the program group or follow-up period. Arrest and incarceration rates were not significantly different for the two groups. For the programs that used educational measures as supplemental outcomes, school attendance improved significantly in the term following program entry compared with the previous term. School suspensions and expulsions also dropped, although the differences were not always statistically significant. Among participants in the school-based programs, test scores were significantly higher for strengths and significantly lower for risks and barriers in the six months following program entry than at program entry. ACT and IOW showed significant improvements in supplemental outcomes as well.

Three of the programs in this initiative—IOW, SBHS-AR, and SBMS-AR—used the previous year's program participants as comparison groups. In all three programs, difference-in-differences analyses agreed with a simple comparison of rates for all outcomes.

Historical and Contemporaneous Comparison Groups and Pre–Post Comparisons

Three of the four programs that used contemporaneous comparison groups (MST, SBMS-PROB, and SNC) were quite small. MST and SNC participants did not differ significantly from comparison-group youths in any of the big six outcomes. Both MST and SBMS-PROB participants showed significantly higher rates of school attendance in the term following program entry than in the prior term. SBMS-PROB participants had significantly higher rates of completion of probation and of completion of community service than comparison-group youths, but comparison-group youths had significantly fewer violations of probation. SBMS-

PROB participants also showed significant improvement in overall strength and risk scores after program entry. SNC did not administer GAF tests in FY 2014–2015.

Results for SBHS-PROB, the largest program that used a contemporaneous comparison group, were significantly more positive for all supplementary outcomes (school attendance, suspensions, expulsions, and overall strength and risk scores) following program entry. For big six outcomes, SBHS-PROB participants had significantly lower arrest rates and higher rates of completion of probation, restitution, and community service than comparison-group youths, but comparison-group youths had significantly fewer probation violations. Rates of incarceration for the two groups did not differ significantly.

The programs that used historical comparison groups showed no significant difference between the two cohorts in almost all of the big six outcomes, thus meeting the majority of program goals of performing at least as well as the previous year's cohort. The only exception was in the HRHN program, in which the FY 2014–2015 cohort actually was significantly more likely to complete probation than their FY 2013–2014 counterparts. Participants in the GSCOMM, HRHN, and IOW programs had positive results for supplemental outcomes.

The three programs that utilized pre–post comparison designs—ACT, HB, and PARKS—primarily targeted at-risk youths, so the only reportable big six outcomes were arrest and incarceration. Arrest and incarceration rates did not differ significantly between the two periods. ACT and HB participants significantly improved their school attendance after program entry.

Outcomes of Simple Comparisons Between Cohorts

For seven Los Angeles County JJCPA programs (GSCOMM, HRHN, IOW, MH, SBHS-AR, SBMS-AR, and YSA), the county evaluates outcomes by comparing the current cohort's results and those of the previous year's cohort, with the goal of the current cohort performing at least as well as the previous year's cohort. As Table 4.1 indicates, the FY 2014–2015 cohort equaled or surpassed the FY 2013–2014 cohort's performance for all 34 outcomes. For one outcome (completion of probation in the HRHN program), the current year's cohort performed significantly better than its counterpart from the year before.

Table 4.1
Results from Simple Comparisons in Programs That Used the Previous Year's Cohorts as Comparison Groups

Program	Arrest	Incarceration	Completion of Probation	Completion of Restitution	Completion of Community Service	Probation Violation
GSCOMM	—	—	—	—	—	—
HRHN	—	—	FY 2014–2015	—	—	—
IOW	—	—	—	—	—	—
MH	—	—	—	—	—	—
SBHS-AR	—	—	n.a.	n.a.	n.a.	n.a.
SBMS-AR	—	—	n.a.	n.a.	n.a.	n.a.
YSA	—	—	—	—	—	—

NOTE: *FY 2014–2015* in this table indicates that the FY 2014–2015 cohort had a significantly more positive result. A dash indicates no significant difference between the two cohorts. n.a. = not applicable.

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—in this case, comparing outcomes in the six months before and those in the six months after JJCPA program entry.[2] Although the BSCC 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 cohorts as comparison groups.

Table 4.2
Results of Difference-in-Differences Analyses for Programs That Used the Previous Year's Cohorts as Comparison Groups

Program	Arrest	Incarceration	Completion of Probation	Completion of Restitution	Completion of Community Service	Probation Violation
GSCOMM	—	—	—	—	—	—
HRHN	FY 2014–2015	—	—	—	—	—
IOW	—	—	—	—	—	—
MH	—	—	—	—	—	—
SBHS-AR	—	—	n.a.	n.a.	n.a.	n.a.
SBMS-AR	—	—	n.a.	n.a.	n.a.	n.a.
YSA	—	—	—	FY 2014–2015	—	—

NOTE: *FY 2014–2015* in this table indicates that the FY 2014–2015 cohort had a significantly more positive result. A dash indicates no significant difference between the two cohorts. n.a. = not applicable.

Among the programs that used the previous year's cohorts as comparison groups, we defined an outcome as successful if the current year's cohort performed at least as well as last year's. As Table 4.2 shows, difference-in-differences analyses indicate that the FY 2014–2015 cohort for HRHN had greater differences between baseline and follow-up in arrest rates than its FY 2013–2014 counterpart. Although the two cohorts did not differ significantly on follow-up rates, the FY 2014–2015 cohort had significantly higher baseline arrests than its FY 2013–2014 counterpart.

For completion of restitution rates of the YSA cohorts, the opposite was true: The FY 2014–2015 cohort had significantly lower rates of completion of restitution at baseline than the FY 2013–2014 cohort. Although the two groups did not differ significantly in the follow-up period, a difference-in-differences analysis found that the FY 2014–2015 cohort showed more improvement between baseline and follow-up than the FY 2013–2014 cohort did.

Difference-in-differences analyses found no significant difference between cohorts on any other big six outcomes for these two programs, nor for any big six outcomes in any of the other programs that used the previous year's cohort as a comparison group. Out of a total of 34 out-

[2] IOW and MH, programs administered in juvenile halls, measure outcomes in the six months prior to hall entry and six months following hall exit for the hall stay during which program services were received.

comes for these seven programs, participants met expectations for all outcomes according to a difference-in-differences analysis, and exceeded expectation for two outcomes.

Year-to-Year Variations

Having produced a report similar to this one for several years now, we note that outcomes within a given JJCPA program do not vary greatly from year to year. A consistent finding over the years is that, although the differences are small, in general, program participants show more-positive outcomes than comparison-group youths. There are two exceptions to this generalization:

- The smaller JJCPA programs, which also typically have small comparison groups, do not have enough statistical power to show significant differences between the two groups.
- For the most part, the seven programs that utilize the previous year's cohorts as comparison groups show no significant statistical difference between the cohorts, which, by definition, is considered a positive outcome.

From year to year, a particular big six outcome might not always be more positive for program participants, but, overall, there is a consistent pattern of program participants meeting program goals.

Supplemental outcomes also show very similar results from year to year, with almost all follow-up measures significantly more positive than baseline measures. However, programs vary greatly in the portion of participants measured for supplemental outcomes. In FY 2014–2015, for example, 3,562 out of 3,977 SBHS-AR and SBHS-PROB participants (89.6 percent) reported school attendance, and the programs tested 2,565 (64.5 percent) for strengths and risks. In the MH program, by contrast, only 105 of the 1,081 (9.7 percent) who received mental health treatment reported BSI scores. These program-to-program discrepancies in percentage who report supplemental outcomes also tend to be fairly consistent from year to year.

Estimated Cost Analysis

We also estimated total juvenile justice costs per JJCPA participant for FY 2014–2015. We based them 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 our cost estimates have several limitations, these estimates do allow us to compare the total juvenile justice cost in the six months after starting the program and in the six months before starting.

Most JJCPA participants 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. For many JJCPA programs, particularly those that target mainly at-risk youths, the largest contributor to total juvenile justice cost is the cost of the JJCPA program itself. However, we 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, might appear to be lower than it actually was.
- Six months might not be long enough to assess the longer-term savings in total juvenile justice costs that could be attributable to participating in the JJCPA program. Several programs would have seen reductions in juvenile justice costs within six months, except for the cost of program administration.

A few JJCPA programs did produce average savings in several important outcomes, including the cost of arrests, court appearances, juvenile hall stays, and, to a lesser degree, time spent in camp. HRHN, SBHS-PROB, and SBMS-PROB participants had lower overall costs in the follow-up period than at baseline. Taken as a whole, the Enhanced Services to High-Risk/High-Need Youths initiative produced lower estimated overall costs in the follow-up period than in the baseline period.

Limitations of This Evaluation

Comparison-Group Youths Versus Program Participants

As with any evaluation, our assessment of the JJCPA program in Los Angeles County has some inherent limitations. 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 differences between the groups, not the program, caused observed differences.

An ideal evaluation design would involve random assignment to either the program group or comparison group. Another strong design would compare program participants 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 youths 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, we used no randomized designs, and we could not verify the comparability of comparison groups for some of the programs, so observed differences between treatment and comparison groups could 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 cohorts as comparison groups. Another limitation is the ability to follow program participants for only six months. Seven JJCPA programs used the previous year's cohorts as comparison groups. These historical comparison groups produce a weaker design than one that includes a contemporaneous comparison group.

Data Quality

Probation extracted data used to compute outcome measures from its databases. Probation has worked with RAND to try 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). Several JJCPA programs have supplemental outcomes that are based on pre–post comparisons of some kind of evaluation (e.g., BSI scores) but actually administer the evaluation only once for most participants, at the time of program entry. We report supplemental outcomes only if the youth receives both a baseline and a follow-up evaluation.

We also did not have access to how certain scales used for supplemental outcomes (e.g., strength, risk, and barrier scores for the school-based programs, and family functioning for HRHN) were constructed or to the justification for their construction or use.

Another limitation of this report is that, although we can determine statistical significance for a given outcome, we have no way to judge the raw numbers as "good" or "bad."

Data for some programs were relatively complete. In other programs, only a small fraction of program participants had data available for supplementary measures, calling into question the appropriateness of any findings based on such a small subsample. For example, of the 1,081 MH participants whose outcomes the program reported, only 105 (9.7 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.

Evaluating Outcomes and Treatment Process

We base BSCC-mandated outcomes, as well as supplemental outcomes, on official records, such as arrests and school attendance. Similarly, this evaluation has focused primarily on analyses of outcomes and costs. Although Probation has made an effort to better align program practices with evidence-based theory, we have made no attempt to evaluate what works in the treatment process. Because we do not have the data, we cannot report on implementation measures or what was delivered.

This is the 14th 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. We have identified more-rigorous comparison groups for some programs, enhanced, in some instances, by statistical techniques to equalize program and comparison groups on several factors, such as demographics, prior juvenile justice involvement, severity of the instant offense, and the presence of a gang order.

Future Direction

The severe recession that began in late 2007, as well as budget issues specific to California, continued to affect JJCPA funding in Los Angeles County in FY 2014–2015. Compared with the FY 2007–2008 budget of $34,209,043, the FY 2014–2015 budget of $27,616,833 represents a reduction of 19.3 percent, even without adjusting for inflation. In recent years, Probation has altered the criteria for participation in some JJCPA programs and made other changes that have allowed approximately as many youths to receive JJCPA services as during the years of higher funding. The level of JJCPA funding for future years remains uncertain.

FY 2014–2015 was the first year since JJCPA began in FY 2001–2002 that more funding was dedicated to at-risk youths than to probationers, with 55.7 percent of all JJCPA funds being spent on at-risk youths. This appears to be the result of two trends: (1) a steady decline in juvenile arrest rates since 2007 (Office of the Attorney General, undated [b]) and (2) the Los

Angeles County Probation Department's deliberate strategy of devoting an increasing number of resources to at-risk youths.

As noted earlier, FY 2014–2015 was the 14th consecutive year for which programs reported outcomes to the state 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. Differences in outcomes between program participants and comparison-group youths are relatively small, but they are consistent enough that they appear to be real differences rather than statistical anomalies. County-developed supplemental outcomes tend to be more favorable than state-mandated big six outcomes, although samples tend to be considerably smaller than for big six outcomes. Los Angeles County expects to continue to receive JJCPA funding on an annual basis and to report outcomes to the BSCC annually.

APPENDIX A

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 we evaluate. Initially, before program implementation and before the choice of RAND as JJCPA evaluator, Probation selected comparison groups for all programs, and BOC approved them. Whenever Probation could identify a comparison group of youths who were similar to program participants, the evaluation involved comparing the performance of program participants with that of the comparison-group youths. If Probation could not identify an appropriate comparison group, it employed a pre–post design in which it compared program participants' performance after they entered the program and the same participants' performance before they entered the program.

In the first two years of JJCPA, Probation selected comparison groups, with BOC's consultation and approval. Data related to the criteria used in selecting these comparison groups were not available to RAND; thus, we could not verify their comparability. During FY 2003–2004, Probation collaborated with us to define new comparison groups for four of the JJCPA programs. For MST and SNC comparison groups, we identified people who qualified for the program but whom the program did not accept because of program limitations or who were "near misses" in terms of eligibility. For the two school-based probationer programs (SBHS-PROB and SBMS-PROB), we used the statistical technique of propensity scoring (McCaffrey, Ridgeway, and Morral, 2004) to match program participants to youths on routine probation, based on five characteristics: age, gender, race and ethnicity, offense severity of first arrest, and whether assigned a gang-avoidance order.

We calculate propensity-score weights 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 we will match the two groups. Weights for the comparison groups are the predicted value of the dependent variable. We define weights for treatment-group youths (program participants) as 1. We then use these weights 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 we apply the weights, 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 program or Camp Community Transition Program who were not also currently participating in the HRHN program. We used propensity scoring to match HRHN participants to comparison-group youths, based on age, gender, race and ethnicity, criminal history, offense severity, cluster, and whether assigned a gang-avoidance order. Beginning in FY 2007–2008, we compared current HRHN

participants and HRHN participants from the previous year, with the goal that the later year's participants would perform at least as well as participants from the preceding year. Also for the first time in FY 2007–2008, we used a similar approach in evaluating MH, SBHS-AR, and SBMS-AR by comparing current participants in each program and those of the previous year. Beginning with FY 2008–2009, we used only those MH participants who actually received treatment (as opposed to all who were screened) in reporting outcomes.

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

We have used research designs established in FY 2008–2009 in all subsequent years, including FY 2014–2015.

APPENDIX B

Probation's Ranking of the Big Six Outcome Measures

The Probation Department's rationale for the ranking of the big six BSCC 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 youths' successful completion of probation.
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: Like 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 important measure gives value and attention to victims. Because restitution is often beyond the youth's financial reach, the court might terminate probation even if 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 C

Community-Based Organizations That Contracted to Provide Services for JJCPA Programs in FY 2014–2015

Table C.1
Community-Based Organizations That Contracted to Provide Services for JJCPA Programs in FY 2014–2015

JJCPA Contract Agency	Primary Service Offered	Cluster
Antelope Valley National Council on Alcohol and Drug Dependency	Substance abuse treatment	5
Asian American Drug Abuse Program	Home-based HRHN, female	2, 3, 4
	Substance abuse treatment	2, 4
Asian Youth Center	Gang intervention	1, 2, 5
	Gender-specific services	5
	Home-based HRHN, female	5
	Home-based HRHN, male	1, 5
Aviva Family and Children's Services	Gang intervention	3
	Home-based HRHN, male	3
Behavioral Health Services	Substance abuse treatment	1, 2, 3
California Hispanic Commission on Alcohol and Drug Abuse	Substance abuse treatment	1, 4
Child and Family Guidance Center	Home-based HRHN, male	3
	Substance abuse treatment	3
Children's Hospital Los Angeles	Substance abuse treatment	1, 2, 3
Communities in Schools	HRHN employment services	3
Community Career Development	HRHN employment services	2
Didi Hirsch, Community Mental Health Center	Substance abuse treatment	3
Helpline Youth Counseling	Gang intervention	4
	Gender-specific services	4
	Substance abuse treatment	1, 4
Inter-Agency Drug Abuse Recovery Program	Gang intervention	3
	Gender-specific services	1

Table C.1—Continued

JJCPA Contract Agency	Primary Service Offered	Cluster
Jewish Vocational Services	Gender-specific services	3
	HRHN employment services	3, 5
Pacific Clinics	Substance abuse treatment	1, 4, 5
Pathways	MST	1, 4
Phoenix House	Substance abuse treatment	3
San Fernando Valley Mental Health Center	MST	3, 5
Shields for Families	MST	2, 4
	Substance abuse treatment	3
Skills for Prevention, Intervention, Recovery, Individual Treatment and Training (SPIRITT) Family Services	Substance abuse treatment	1, 5
Soledad Enrichment Action Charter School	Gang intervention	2, 4
	Gender-specific services	2
	Home-based HRHN, male	2
	HRHN employment services	1, 5
Southbay Workforce Investment Board	HRHN employment services	2
Special Services for Groups	Home-based HRHN, male	4
	HRHN employment services	4
	Substance abuse treatment	2, 3
Star View Children and Family Services	Home-based HRHN, female	1
	Home-based HRHN, male	2, 4
Tarzana Treatment Centers	Substance abuse treatment	3, 5

APPENDIX D

Board of State and Community Corrections–Mandated and Supplemental Outcomes for Individual JJCPA Programs, FY 2014–2015

This appendix provides detailed statistics for the FY 2014–2015 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 D.1
Outcomes for Mental Health Screening, Assessment, and Treatment, FY 2014–2015

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	440	40.70	1,081	432	42.90[a]	1,007
Incarceration	198	18.32	1,081	213	21.15	1,007
Completion of probation	108	10.57	1,022	98	10.04[a]	976
Completion of restitution	104	13.70	759	92	13.86	664
Completion of community service	63	9.38	672	40	13.86	608
Probation violation	173	16.93	1,022	194	19.88	976

	Baseline		Follow-Up	
BSCC Supplemental Outcome	**Mean**	**Sample Size**	**Mean**	**Sample Size**
BSI score	44.77	105	44.75	105

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 2013–2014). We measured mandated outcomes during the six months after a youth's release from juvenile hall. We measured the supplemental outcome when a youth entered the program and at three weeks after the youth entered the program or was released from juvenile hall, whichever came first.

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

Table D.2
Outcomes for Multisystemic Therapy, FY 2014–2015

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	23	33.82	68	14	38.89	36
Incarceration	7	10.29	68	5	13.89	36
Completion of probation	8	13.79	58	7	23.33	30
Completion of restitution	13	30.95	42	7	26.92	26
Completion of community service	6	14.63	41	6	26.09	23
Probation violation	2	3.45	58	3	10.00	30
	Baseline			**Follow-Up**		
BSCC Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
School attendance		71.78	20		92.33[a]	20
School suspensions	4	18.18	22	3	13.64	22
School expulsions	0	0.00	22	0	0.00	22

NOTE: The comparison group consists of youths who qualified for MST in FY 2012–2013, FY 2013–2014, or FY 2014–2015 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. We measured mandated outcomes during the six months after a youth entered the program (treatment group) and during the six months after MST qualification (comparison group). We measured supplemental outcomes during the last complete academic period before the youth entered the program and during the first complete academic period after the youth entered the program.

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

Table D.3
Outcomes for Special Needs Court, FY 2014–2015

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	8	20.00	40	9	23.68	38
Incarceration	4	10.00	40	8	21.05	38
Completion of probation	0	0.00	38	5	15.15	33
Completion of restitution	0	0.00	22	2	10.00	20
Completion of community service	0	0.00	11	2	13.33	15
Probation violation	11	28.95	38	8	24.24	33

NOTE: The comparison group consists of near misses from SNC in FY 2013–2014 and FY 2014–2015, identified in collaboration with SNC staff, Probation Department staff, and RAND staff. SNC screened to identify near misses for SNC eligibility. We measured mandated outcomes during the six months after a youth entered the program (treatment group) and during the six months after nonacceptance by SNC (comparison group). We measured the supplemental outcome when the youth entered the program and at six months after that. SNC did not administer GAF tests in FY 2014–2015, so there are no supplemental outcomes to report.

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

Table D.4
Outcomes for Gender-Specific Community, FY 2014–2015

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	39	4.20	929	21	3.24	649
Incarceration	7	0.75	929	2	0.31	649
Completion of probation	19	26.03	73	23	24.73	93
Completion of restitution	12	21.05	57	21	31.34	67
Completion of community service	16	27.12	59	18	25.00	72
Probation violation	4	5.48	73	4	4.30	93

	Baseline		Follow-Up	
BSCC Supplemental Outcome	**Mean**	**Sample Size**	**Mean**	**Sample Size**
Self-efficacy for girls	27.29	498	30.28[a]	498

NOTE: The comparison group consists of all program participants whose outcomes the program reported for the previous fiscal year (FY 2013–2014). Probation outcomes do not include at-risk youths; this program serves both at-risk and probation juveniles. We measured mandated outcomes during the six months after the youth entered the program. We measured the supplemental outcome when the youth entered the program and at six months after that or when the youth exited the program, whichever came first.

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

Table D.5
Outcomes for High Risk/High Need, FY 2014–2015

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	370	29.02	1,275	406	28.92[a]	1,404
Incarceration	125	9.80	1,275	143	10.19	1,404
Completion of probation	306	26.52	1,154	303	23.04	1,315
Completion of restitution	248	26.33	942	293	23.04	1,064
Completion of community service	234	26.50	883	234	24.45	957
Probation violation	162	14.04	1,154	192	14.60	1,315
	Baseline			**Follow-Up**		
BSCC Supplemental Outcome	**Number[b]**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
Employment	0	0.00	409	41	10.02	409
Family relations		3.24	865		4.48[a]	865

NOTE: The comparison group consists of all program participants whose outcomes the program reported for the previous fiscal year (FY 2013–2014). We measured mandated outcomes during the six months after the youth entered the program. We measured employment during the six months before the youth entered the program and during the six months after the youth entered the program. We measured family relations when the youth entered the program and six months after the youth entered the program or when the youth exited the program, whichever came first.

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

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

Table D.6
Outcomes for Youth Substance Abuse Intervention, FY 2014–2015

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	45	28.85	156	43	25.60	168
Incarceration	12	7.69	156	8	4.76	168
Completion of probation	15	11.72	128	20	13.51	148
Completion of restitution	20	21.51	93	28	23.14	121
Completion of community service	13	12.04	108	15	13.51	111
Probation violation	25	19.53	128	20	13.51	148
	Baseline			**Follow-Up**		
BSCC Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
Percentage of positive tests	36	51.43	70	47	45.63	103
Percentage testing positive	36	31.76	85	47	31.76	85

NOTE: The comparison group consists of all program participants whose outcomes the program reported for the previous fiscal year (FY 2013–2014). We measured percentage of positive tests and percentage of youths who tested positive during the six months before they entered the program and during the six months after they entered the program, or when they exited the program, whichever came first.

Initiative III: Enhanced School- and Community-Based Services

Table D.7
Outcomes for Abolish Chronic Truancy, FY 2014–2015

	Baseline			Follow-Up		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	18	0.34[a]	5,365	29	0.54	5,365
Incarceration	0	0.00	5,365	1	0.02	5,365
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	
BSCC Supplemental Outcome	**Mean**	**Sample Size**	**Mean**	**Sample Size**
School absences	16.72	1,352	9.85[a]	1,352

NOTE: We measured mandated outcomes during the six months before and during the six months after the youth entered the program. We measured the supplemental outcome during the 180 days before and the 180 days after the youth entered the program. n.a. = not applicable.

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

Table D.8
Outcomes for Housing-Based Day Supervision, FY 2014–2015

	Baseline			Follow-Up		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	0	0.00	82	2	2.44	82
Incarceration	0	0.00	82	2	2.44	82
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	
BSCC Supplemental Outcome	**Mean**	**Sample Size**	**Mean**	**Sample Size**
School days attended	86.88	68	96.28[a]	68

	FY 2013–2014	Sample Size	FY 2014–2015	Sample Size
Housing-project crime rate	564	11,910	1,300	11,866

NOTE: We measured mandated outcomes during the six months before and during the six months after the youth entered the program. We measured school attendance for the last complete academic period before the youth entered the program and for the first complete academic period after the youth entered the program. We measured housing-project crime rate (per 10,000 population) 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. n.a. = not applicable.

[a] Difference is statistically significant ($p < 0.05$). Statistical testing is not possible if one of the measures is 0.

Table D.9
Outcomes for Inside-Out Writers, FY 2014–2015

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	647	36.74	1,761	562	33.59	1,673
Incarceration	338	19.19	1,761	285	17.04	1,673
Completion of probation	216	13.19	1,638	208	13.39	1,553
Completion of restitution	179	15.72	1,139	162	16.27	996
Completion of community service	113	11.50	983	94	10.46	899
Probation violation	205	12.52	1,638	161	10.37	1,553

	Baseline		Follow-Up	
BSCC Supplemental Outcome	**Mean**	**Sample Size**	**Mean**	**Sample Size**
Juvenile hall behavioral violations—SIRs	0.27	1,761	0.12[a]	1,761

NOTE: The comparison group consists of all program participants whose outcomes the program reported for the previous fiscal year (FY 2013–2014). We measured mandated outcomes during the six months after the youth exited juvenile hall. We measured the supplemental outcome during the first month of the program and during the sixth month after the youth entered the program or during the last month of the program, whichever came first.

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

Table D.10
Outcomes for After-School Enrichment and Supervision, FY 2014–2015

	Baseline			Follow-Up		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	1	0.13	782	1	0.13	782
Incarceration	0	0.00	782	0	0.00	782
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		
BSCC Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
After-school arrests (3:00 p.m.–6:00 p.m.)	1	0.13	782	0	0.00	782

NOTE: We measured mandated outcomes during the six months before and during the six months after the youth entered the program. We measured school attendance for the last complete academic period before the youth entered the program and for the first complete academic period after the youth entered the program. We measured after-school arrests during the six months before and during the six months after the youth entered the program. Probation outcomes do not include at-risk youths; this program serves both at-risk and probation juveniles. n.a. = not applicable.

Table D.11
Outcomes for School-Based Probation Supervision for High School At-Risk Youths, FY 2014–2015

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	95	4.57	2,078	87	5.11	1,703
Incarceration	22	1.06	2,078	12	0.70	1,703
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**		
BSCC Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
School attendance		83.26	1,907		91.41[a]	1,907
School suspensions	190	11.76	1,616	70	4.33[a]	1,616
School expulsions	9	0.57	1,570	6	0.38	1,570
Strength score		9.16	1,450		16.31[a]	1,450
Barrier score		7.68	1,449		4.01[a]	1,449

NOTE: The comparison group consists of all program participants whose outcomes we reported for the previous fiscal year (FY 2013–2014). We measured mandated outcomes during the six months after the youth entered the program. We measured school-based supplemental outcomes for the last complete academic period before the youth entered the program and for the first complete academic period after the youth entered the program. We measured strength and barrier outcomes when the youth entered the program and six months after the youth entered the program or when the youth exited the program, whichever came first. n.a. = not applicable.

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

Table D.12
Outcomes for School-Based Probation Supervision for High School Probationers, FY 2014–2015

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	381	20.06[a]	1,899	362	25.62	1,411
Incarceration	86	4.53	1,899	77	5.44	1,411
Completion of probation	264	18.24[a]	1,447	1	0.71	1,410
Completion of restitution	323	29.20[a]	1,106	175	16.38	1,066
Completion of community service	210	18.36[a]	1,144	7	0.65	1,069
Probation violation	104	7.19	1,447	62	4.43[a]	1,410
	Baseline			**Follow-Up**		
BSCC Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
School attendance		82.88	1,655		90.62[a]	1,655
School suspensions	436	29.26	1,490	77	5.17[a]	1,490
School expulsions	57	4.06	1,405	1	0.07[a]	1,405
Strength score		8.38	1,115		14.53[a]	1,115
Risk score		7.07	1,115		3.39[a]	1,115

NOTE: The comparison group consists of regular supervision probationers matched to JJCPA participants based on age, race and ethnicity, gender, first year of probation supervision, instant offense, and gang order. We measured mandated outcomes during the six months after the youth entered the program (treatment group) and during the six months after the youth began probation (comparison group). We measured school-based supplemental outcomes for the last complete academic period before the youth entered the program and for the first complete academic period after the youth entered the program. We measured strength and risk outcomes when the youth entered the program and six months after the youth entered the program or when the youth exited the program, whichever came first.

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

Table D.13
Outcomes for School-Based Probation Supervision for Middle School At-Risk Youths, FY 2014–2015

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	19	2.17	877	14	1.79	780
Incarceration	5	0.57	877	3	0.38	780
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**		
BSCC Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
School attendance		84.88	792		96.95[a]	792
School suspensions	164	28.82	569	41	7.21[a]	569
School expulsions	3	0.57	522	1	0.19	522
Strength score		9.40	598		17.79[a]	598
Barrier score		8.20	598		4.37[a]	598

NOTE: The comparison group consists of all program participants whose outcomes we reported for the previous fiscal year (FY 2013–2014). We measured mandated outcomes during the six months after the youth entered the program. We measured school-based supplemental outcomes for the last complete academic period before the youth entered the program and for the first complete academic period after the youth entered the program. We measured strength and barrier outcomes when the youth entered the program and six months after the youth entered the program or when the youth exited the program, whichever came first. n.a. = not applicable.

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

Table D.14
Outcomes for School-Based Probation Supervision for Middle School Probationers, FY 2014–2015

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	11	14.47	76	35	25.50	137
Incarceration	4	5.26	76	5	3.96	137
Completion of probation	5	13.51[a]	37	1	1.04	137
Completion of restitution	5	27.78	18	12	13.04	95
Completion of community service	2	8.70[a]	23	1	1.09	91
Probation violation	5	13.51	37	5	3.62[a]	137
	Baseline			**Follow-Up**		
BSCC Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
School attendance		82.99	68		92.37[a]	68
School suspensions	12	21.82	55	5	9.09	55
School expulsions	0	0.00	55	0	0.00	55
Strength score		8.75	51		15.71[a]	51
Risk score		8.98	51		5.02[a]	51

NOTE: The comparison group consists of regular supervision probationers matched to JJCPA participants based on age, race and ethnicity, gender, first year of probation supervision, instant offense, and gang order. We measured mandated outcomes during the six months after the youth entered the program (treatment group) and during the six months after the youth began probation (comparison group). We measured school-based supplemental outcomes for the last complete academic period before the youth entered the program and for the first complete academic period after the youth entered the program. We measured strength and risk outcomes when the youth entered the program and six months after the youth entered the program or when the youth exited the program, whichever came first.

[a] Difference is statistically significant ($p < 0.05$). Statistical testing is not possible if one of the measures is 0.

APPENDIX E

Board of State and Community Corrections–Mandated Outcomes, by Gender

This appendix provides statistics for the FY 2014–2015 big six outcomes by gender, for those programs for which gender data were available. Note that, in FY 2014–2015, gender information was not available for ACT, GSCOMM, HRHN, IOW, MH, PARKS, or YSA.

Table E.1
Outcomes for Multisystemic Therapy, FY 2014–2015

	Female Participants			Male Participants		
BSCC-Mandated Outcome	Number	Percentage	Sample Size	Number	Percentage	Sample Size
Arrest	5	33.33	15	18	33.96	53
Incarceration	1	6.67	15	6	11.32	53
Completion of probation	2	16.67	12	6	13.04	46
Completion of restitution	3	42.86	7	10	28.57	35
Completion of community service	2	20.00	10	4	12.90	31
Probation violation	0	0.00	12	2	4.35	46

Table E.2
Outcomes for Special Needs Court, FY 2014–2015

	Female Participants			Male Participants		
BSCC-Mandated Outcome	Number	Percentage	Sample Size	Number	Percentage	Sample Size
Arrest	3	17.65	17	5	21.74	23
Incarceration	1	11.76	17	2	8.70	23
Completion of probation	0	0.00	17	0	0.00	21
Completion of restitution	0	0.00	11	0	0.00	11
Completion of community service	0	0.00	3	0	0.00	8
Probation violation	2	11.76	17	9	42.86	21

Table E.3
Outcomes for Housing-Based Day Supervision, FY 2014–2015

	Female Participants			Male Participants		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	0	0.00	53	2	6.92	29
Incarceration	1	1.89	53	1	3.45	29
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: n.a. = not applicable.

Table E.4
Outcomes for School-Based Probation Supervision for High School At-Risk Youths, FY 2014–2015

	Female Participants			Male Participants		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	23	2.66	866	67	5.74	1,168
Incarceration	7	0.81	866	13	1.11	1,168
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: We do not know the genders of 44 participants in this program. n.a. = not applicable.

Table E.5
Outcomes for School-Based Probation Supervision for High School Probationers, FY 2014–2015

	Female Participants			Male Participants		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	47	11.41	412	334	22.46	1,487
Incarceration	9	2.18	412	77	5.18	1,487
Completion of probation	61	24.80	246	203	16.90	1,201
Completion of restitution	54	30.00	180	269	29.05	926
Completion of community service	51	24.64	207	159	16.97	937
Probation violation	12	4.88	246	92	7.66	1,201

Table E.6
Outcomes for School-Based Probation Supervision for Middle School At-Risk Youths, FY 2014–2015

	Female Participants			Male Participants		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	8	2.22	360	10	1.96	511
Incarceration	3	0.83	360	2	0.39	511
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: We do not know the genders of six participants in this program. n.a. = not applicable.

Table E.7
Outcomes for School-Based Probation Supervision for Middle School Probationers, FY 2014–2015

	Female Participants			Male Participants		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	3	13.04	23	8	15.09	53
Incarceration	2	8.70	23	2	3.77	53
Completion of probation	1	14.29	7	4	13.33	30
Completion of restitution	1	25.00	4	4	28.57	14
Completion of community service	1	20.00	5	1	5.56	18
Probation violation	1	14.29	7	4	13.33	30

APPENDIX F

Board of State and Community Corrections–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 2014–2015, cluster information was not available for ACT, GSCOMM, HRHN, IOW, MH, MST, PARKS, SNC, or YSA.

Table F.1
Outcomes for Housing-Based Day Supervision, FY 2014–2015

	Cluster									
	1		2		3		4		5	
Outcome	%	Sample Size	%	Sample Size	%	Sample Size	%	Sample Size	%	Sample Size
Arrest	0.00	26	—	0	0.00	13	—	0	4.65	43
Incarceration	0.00	26	—	0	0.00	13	—	0	4.65	43
Completion of probation	n.a.		n.a.		n.a.		n.a.		n.a.	
Completion of restitution	n.a.		n.a.		n.a.		n.a.		n.a.	
Completion of community service	n.a.		n.a.		n.a.		n.a.		n.a.	
Probation violation	n.a.		n.a.		n.a.		n.a.		n.a.	

NOTE: n.a. = not applicable.

Table F.2
Outcomes for School-Based Probation Supervision for High School At-Risk Youths, FY 2014–2015

	Cluster									
	1		2		3		4		5	
Outcome	%	Sample Size	%	Sample Size	%	Sample Size	%	Sample Size	%	Sample Size
Arrest	3.61	498	4.16	409	3.77	212	4.91	529	6.13	424
Incarceration	0.40	498	1.47	409	1.42	212	0.95	529	1.42	424
Completion of probation	n.a.		n.a.		n.a.		n.a.		n.a.	
Completion of restitution	n.a.		n.a.		n.a.		n.a.		n.a.	
Completion of community service	n.a.		n.a.		n.a.		n.a.		n.a.	
Probation violation	n.a.		n.a.		n.a.		n.a.		n.a.	

NOTE: We do not know the clusters for six participants in this program. n.a. = not applicable.

Table F.3
Outcomes for School-Based Probation Supervision for High School Probationers, FY 2014–2015

	Cluster									
	1		2		3		4		5	
Outcome	%	Sample Size	%	Sample Size	%	Sample Size	%	Sample Size	%	Sample Size
Arrest	17.65	255	24.89	474	20.19	208	17.53	485	19.15	470
Incarceration	1.96	255	7.38	474	3.85	208	2.68	485	5.11	470
Completion of probation	23.76	202	15.01	393	16.67	174	17.75	338	20.36	334
Completion of restitution	31.06	161	17.44	281	40.43	141	29.37	252	34.96	266
Completion of community service	23.42	158	14.85	303	17.32	127	16.92	266	21.33	286
Probation violation	5.45	202	7.89	393	7.47	174	3.55	338	11.08	334

NOTE: We do not know the clusters for seven participants in this program.

Table F.4
Outcomes for School-Based Probation Supervision for Middle School At-Risk Youths, FY 2014–2015

	Cluster									
	1		2		3		4		5	
Outcome	%	Sample Size	%	Sample Size	%	Sample Size	%	Sample Size	%	Sample Size
Arrest	1.13	265	7.50	120	1.74	230	0.00	88	1.75	171
Incarceration	0.75	265	1.67	120	0.00	230	0.00	88	0.58	171
Completion of probation	n.a.		n.a.		n.a.		n.a.		n.a.	
Completion of restitution	n.a.		n.a.		n.a.		n.a.		n.a.	
Completion of community service	n.a.		n.a.		n.a.		n.a.		n.a.	
Probation violation	n.a.		n.a.		n.a.		n.a.		n.a.	

NOTE: We do not know the clusters for three participants in this program. n.a. = not applicable.

Table F.5
Outcomes for School-Based Probation Supervision for Middle School Probationers, FY 2014–2015

	Cluster									
	1		2		3		4		5	
Outcome	%	Sample Size	%	Sample Size	%	Sample Size	%	Sample Size	%	Sample Size
Arrest	9.09	11	25.71	35	0.00	15	6.67	15	—	0
Incarceration	0.00	11	8.57	35	0.00	15	6.67	15	—	0
Completion of probation	20.00	5	9.52	21	33.33	3	12.50	8	—	0
Completion of restitution	100.00	3	16.67	12	0.00	1	0.00	2	—	0
Completion of community service	0.00	3	7.69	13	100.00	1	0.00	6	—	0
Probation violation	20.00	5	14.29	21	0.00	3	12.50	8	—	0

APPENDIX G

Probation's Form for Measuring Family Relations

This appendix reproduces the form that Probation uses for assessing family relations in the HRHN program.

SLM Family Monitoring Sheet
Behavioral Monitoring Chart

Youth Name:_____ Date/Week of Program:_____

TAKING CARE OF ME	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Got up on time w/minimal prompts Levanto a tiempo c/minima indicacion							
Ready for school on time Preparo para la escuela a tiempo							
Completed Morning Clean-up Completo quehaceres por la mañana							
Attended/remained in school all day Assistio a clases todo el dia							
Completed Homework (Reading, etc) Completo Tarea (Lectura, etc)							
Completed Daily Chores Completo quehacres rutinarios							
Attended/Participated in Home Based Assistio/Participio en Home Based							
Self de-escalates before major conflict Se calma por si solo antes de una discusion							
Followed directions w/minimal prompts Siguio instrucciones con minima indicacion							
Remanined w/ postitive attitude Mantuvo actitud positiva							
Total Daily Points:							
						Weekly Total:	

***One point per Area**
***Total of Ten Points per Day**
***70 points per Week**
***Have to Make at Least 63 Points Per Week**

APPENDIX H

Probation's Form for Assessing Probationer Strengths and Risks

This appendix reproduces the form that Probation uses for assessing probationer strengths and risks.

Revised 2/6/07

LOS ANGLES COUNTY PROBATION DEPARTMENT

STRENGTHS AND RISKS: PROBATIONERS

PDJ: _____ JAIN: _____

Program Name/Csld No. _____ JJCPA Program Start Date: _____

Minor's First Name: _____ Minor's Last Name: _____

Mother's First Name: _____ DOB: _____

Gender: _____ Cluster 3 Ethnicity: _____

PRE TEST DATE: _____ **POST TEST DATE:** _____

Instructions: Please have the program staff fill out this form (1) upon program entry (PRE), and (2) six months after program entry or upon program exit (POST). NOTE: This information is being requested as part of Quality Assessment for JJCPA

STRENGTHS	PRE	POST	RISKS	PRE	POST
INDIVIDUAL/COMMUNITY					
Minor Employed	☐	☐	Poor Social Skills	☐	☐
Participation in Sports/Organized Youth Activities	☐	☐	Physical Health Problems	☐	☐
Special Talents	☐	☐	Violent	☐	☐
Community Ties	☐	☐	Anti-Social Behavior	☐	☐
Safe Neighborhood	☐	☐	No Community Ties	☐	☐
Stable Housing	☐	☐	Unsafe Neighborhoods	☐	☐
Available Health Care	☐	☐	Prior Arrest History	☐	☐
Mental Health Resources	☐	☐	Prior Runaway	☐	☐
Connection to Faith Based Group	☐	☐	Current Abuse	☐	☐
Minor Acknowledge Willingness to Work on Problems	☐	☐	Past Abuse	☐	☐
			Neglect	☐	☐
			Substance Abuse: Alcohol	☐	☐
			Substance Abuse: Drugs	☐	☐
TOTAL CHECKS	☐	☐	**TOTAL CHECKS**	☐	☐
SCHOOL					
Good Academic Potential	☐	☐	Poor School Behavior: Grades	☐	☐
Positive School Behavior: Grades	☐	☐	Poor School Behavior: Attendance	☐	☐
Positive School Behavior: Attendance	☐	☐	Learning Disabilities	☐	☐
TOTAL CHECKS	☐	☐	**TOTAL CHECKS**	☐	☐
PEERS					
Positive Peer Relationships	☐	☐	Gang Membership	☐	☐
			Negative Peer Association	☐	☐
TOTAL CHECKS	☐	☐	**TOTAL CHECKS**	☐	☐
FAMILY					
Strong Parental Support	☐	☐	Lack of Parental Control/Parental Indifference	☐	☐
Positive Extended Family	☐	☐	Family Substance Abuse: Alcohol	☐	☐
Parent Acknowledge Willingness to Work on Problems	☐	☐	Family Substance Abuse: Drugs	☐	☐
Strong Family Communication	☐	☐	History of Mental Problems:	☐	☐
Positive Adult Relationships	☐	☐	Identify Mental Problems _____		
Family Economically Stable/Employed	☐	☐	Lack of Family Communication	☐	☐
			Family Criminality	☐	☐
			Identify Family Criminality _____		
			Economic Limitations	☐	☐
TOTAL CHECKS	☐	☐	**TOTAL CHECKS**	☐	☐
TOTAL STRENGTHS (SUM TOTAL CHECKED NUMBERS)	☐	☐	**TOTAL RISKS** (SUM TOTAL CHECKED NUMBERS)	☐	☐

APPENDIX I

Probation's Form for Assessing Goal-Setting and Life Planning for At-Risk Youths

This appendix reproduces Probation's form for assessing goal-setting and life planning for at-risk youths.

Revised 2/6/07

LOS ANGLES COUNTY PROBATION DEPARTMENT

GOAL SETTING AND LIFE PLAN: AT-RISK YOUTH

Youth ID: _____ PDJ: _____ JAIN: _____

Program Name/CsId No. _____ JJCPA Program Start Date: _____

Minor's First Name: _____ Minor's Last Name: _____

Mother's First Name: _____ DOB: _____

Gender: _____ Cluster **3** _____ Ethnicity: _____

PRE TEST DATE: _____ **POST TEST DATE:** _____

Instructions: Please have the program staff fill out this form (1) upon program entry (PRE), and (2) six months after program entry or upon program exit (POST). NOTE: This information is being requested as part of Quality Assessment for JJCPA

STRENGTHS	PRE	POST	BARRIERS	PRE	POST
INDIVIDUAL/COMMUNITY					
Good Problem Solving Skills	☐	☐	Poor Social Skills	☐	☐
Talents	☐	☐	Poor Relationship Skills	☐	☐
Extracurricular Activities	☐	☐	Deviant	☐	☐
Minor Acknowledges Willingness to Work on Problems	☐	☐	Alcohol Use	☐	☐
Hobbies	☐	☐	Drug Use	☐	☐
Personal Goals	☐	☐	Low Self-Esteem	☐	☐
High Self-Esteem	☐	☐	Previous Placement (relatives, DCFS, etc.,)	☐	☐
Creative	☐	☐	Runaway	☐	☐
			Access to Firearms	☐	☐
TOTAL CHECKS	☐	☐	**TOTAL CHECKS**	☐	☐
SCHOOL					
Good Academic Potential	☐	☐	Poor Classroom Behaviors	☐	☐
Positive School Behavior	☐	☐	Low Commitment to Education	☐	☐
Commitment to Schooling	☐	☐	Academic Failures	☐	☐
Positive Relationships w/School Staff	☐	☐	Truancies	☐	☐
Academic Goals	☐	☐	Conflict w/School Staff	☐	☐
TOTAL CHECKS	☐	☐	**TOTAL CHECKS**	☐	☐
PEERS					
Positive Peer Association	☐	☐	Interaction with Delinquent Peers	☐	☐
Ability to Make Friends	☐	☐	Low Commitment to Positive Peers	☐	☐
Friendship	☐	☐	Street Smart	☐	☐
TOTAL CHECKS	☐	☐	**TOTAL CHECKS**	☐	☐
FAMILY					
Supportive Family	☐	☐	Lack of Responsible Role Model	☐	☐
Attached Parents	☐	☐	Poor Family Communication	☐	☐
Strong Parental Supervision	☐	☐	Lack of Parental Supervision	☐	☐
Good Family Communication	☐	☐	Language Barrier	☐	☐
Healthcare Resources	☐	☐	Family members in Gang	☐	☐
Extended Family System	☐	☐	Parental Difficulties (Drug Abuse)	☐	☐
Resourceful	☐	☐	Alcohol Abuse	☐	☐
Parent Acknowledges Willingness to Work on Problems	☐	☐	Psychiatric	☐	☐
			Lack of Healthcare Resources	☐	☐
			History of Domestic Violence	☐	☐
TOTAL CHECKS	☐	☐	TOTAL CHECKS	☐	☐
TOTAL STRENGTHS (SUM TOTAL CHECKED NUMBERS)	☐	☐	**TOTAL RISKS** (SUM TOTAL CHECKED NUMBERS)	☐	☐

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Abbreviations

AB	assembly bill
ACT	Abolish Chronic Truancy
ADA	average daily attendance
BOC	Board of Corrections
BOS	Board of Supervisors
BSCC	Board of State and Community Corrections
BSI	Brief Symptom Inventory
CBO	community-based organization
CI	confidence interval
CSA	Corrections Standards Authority
DA	district attorney
DMH	Los Angeles County Department of Mental Health
DOJ	U.S. Department of Justice
DPO	deputy probation officer
FFT	Functional Family Therapy
FY	fiscal year
GAF	Global Assessment of Functioning
GSCOMM	Gender-Specific Community
HB	Housing-Based Day Supervision
HRHN	High Risk/High Need
IAP	Intensive Aftercare Program
IOW	Inside-Out Writers
JJCPA	Juvenile Justice Crime Prevention Act

LAPD	Los Angeles Police Department
LARRC	Los Angeles Risk and Resiliency Checkup
LAUSD	Los Angeles Unified School District
LBUSD	Long Beach Unified School District
MH	Mental Health Screening, Assessment, and Treatment
MST	Multisystemic Therapy
MTFC	multidimensional-treatment foster care
OJJDP	Office of Juvenile Justice and Delinquency Prevention
PARKS	After-School Enrichment and Supervision
SBHS-AR	School-Based Probation Supervision for High School At-Risk Youths
SBHS-PROB	School-Based Probation Supervision for High School Probationers
SBMS-AR	School-Based Probation Supervision for Middle School At-Risk Youths
SBMS-PROB	School-Based Probation Supervision for Middle School Probationers
SD	school district
SIR	special incident report
SLC	social learning curriculum
SNC	Special Needs Court
YSA	Youth Substance Abuse Intervention

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