Los Angeles County Juvenile Justice Crime Prevention Act

Fiscal Year 2012–2013 Report

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Preface

In 2000, the California state legislature passed the Schiff-Cardenas Crime Prevention Act (Assembly Bill [AB] 1913), which authorized funding for county juvenile justice programs and designated the Board of State and Community Corrections (BSCC) (formerly named the Board of Corrections, or BOC, and later the Corrections Standards Authority, or CSA) the administrator of funding. A 2001 California Senate bill extended the funding and changed the program's name to the Juvenile Justice Crime Prevention Act (JJCPA). This effort was designed to provide a stable funding source to counties for juvenile programs that have been proven effective in curbing crime among juvenile probationers and young at-risk offenders.

The BSCC is required to submit annual reports to the California state legislature measuring the success of JJCPA. The legislation identified six specific outcome measures (the "big six") to be included in annual reports from each of the individual JJCPA programs. These outcome measures are (1) successful completion of probation, (2) arrests, (3) probation violations, (4) incarcerations, (5) successful completion of restitution, and (6) successful completion of community service. Each county can also request that supplemental outcomes be measured for locally identified service needs. JJCPA programs were first implemented in the summer and fall of 2001 and are now in their 13th year of funding.

The RAND Corporation received funding from the Los Angeles County Probation Department to conduct the evaluation of the county's JJCPA programs, including analyzing data and reporting findings to the BSCC. This report summarizes the fiscal year (FY) 2012–2013 findings reported to the BSCC, as well as additional program information gathered by the Los Angeles County Probation Department, based on its oversight and monitoring of program implementation and outcomes. The report is a collaboration between RAND and the Los Angeles County Probation Department.

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

- Terry Fain, Susan Turner, and 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 of the Los Angeles County Probation Department, *Los Angeles County Juvenile Justice Crime Prevention Act: Fiscal Year 2004–2005 Report*, Santa Monica, Calif.: RAND Corporation, TR-368-1-LACPD, 2007
- Susan Turner, Terry Fain, and Amber Sehgal, with Jitahadi Imara, Davida Davies, and Apryl Harris, *Los Angeles County Juvenile Justice Crime Prevention Act: Fiscal Year 2003–2004 Report*, Santa Monica, Calif.: RAND Corporation, WR-218-LACPD, February 2005
- Susan Turner, Terry Fain, and Amber Sehgal, *Validation of the Risk and Resiliency Assessment Tool for Juveniles in the Los Angeles County Probation System*, Santa Monica, Calif.: RAND Corporation, TR-291-LACPD, June 2005
- Susan Turner and Terry Fain, "Validation of the Risk and Resiliency Assessment Tool for Juveniles in the Los Angeles County Probation System," *Federal Probation*, Vol. 70, No. 2, September 2006, pp. 49–55.

The RAND Safety and Justice Program

The research reported here was conducted in the RAND Safety and Justice Program, which addresses all aspects of public safety and the criminal justice system, including violence, policing, corrections, courts and criminal law, substance abuse, occupational safety, and public integrity. 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, Sarah Greathouse (Sarah_Greathouse@rand.org). For more information about the Safety and Justice Program, see http://www.rand.org/safety-justice or contact the director at sj@rand.org.

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Summary

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). This effort was designed to provide a stable funding source for juvenile programs that have been proven effective in curbing crime among at-risk and young offenders (Board of State and Community Corrections [BSCC], 2014). Counties were asked to submit plans to the state for funding to identify programs that filled gaps in local services. These programs were to be based on empirical findings of effective program elements. Each plan was required to include

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

Each juvenile is assigned to one or more JJCPA programs according to an assessment of his or her need for services.

Administration of the JJCPA program is currently the responsibility of the BSCC, formerly called the Corrections Standards Authority (CSA), the successor to BOC. The BSCC is required to submit annual reports to the California state legislature measuring the success of JJCPA. The legislation identified six specific outcome measures (the "big six") to be included in annual reports from each of the individual JJCPA programs. These outcome measures are (1) successful completion of probation, (2) arrests, (3) probation violations, (4) incarcerations, (5) successful completion of restitution, and (6) successful completion of community service. Each county can also request that supplemental outcomes be measured for locally identified service needs.

JJCPA in the Context of Los Angeles County Probation Department Programs

JJCPA is one of the major vehicles to provide services to juveniles in Los Angeles County. JJCPA programs are administered by the Los Angeles County Probation Department (hereafter called the Probation Department or, simply, Probation), whose mission is to promote and enhance public safety, ensure victims' rights, and facilitate the positive behavior change of adult and juvenile probationers. In fiscal year (FY) 2012–2013, the state initially allocated

approximately $25.2 million to Los Angeles County for JJCPA programs and services. The actual final budget was $23.7 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. The primary goal of JJCPA programs is to optimize the probability of decreasing crime-producing risk factors and increasing protective factors, with the capacity to intervene comprehensively at the individual, family, peer, and school levels and possibly the community level as well. The use of JJCPA and other resources allows the deputy probation officer (DPO) to shape a plan that builds on the strengths of each youth and is uniquely responsive to service needs. In collaboration with school officials, parents, and community partners, JJCPA DPOs are able to coordinate service plans that include various school- and community-based resources.

The Probation Department submitted program evaluation designs to BOC that used quasi-experimental methods. These designs were subsequently approved by BOC. Whenever possible, comparison groups included youth with characteristics similar to those of program youth—either routine probationers, probationers in non-JJCPA programs, or at-risk youth receiving Probation services. If no appropriate comparison group could be identified, a pre-post measurement design was used. Generally, outcomes for program participants are measured for a six-month period after starting the program (for community programs) or after release into the community (for camp and juvenile hall programs). In addition to the big six, the Probation Department, working with BOC (and later with CSA and the BSCC), defined supplemental outcomes specific to each program, which are also reported 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 youth to be arrested, incarcerated, or in violation of probation and for all to complete probation and (if applicable) community service and restitution. However, because, for most JJCPA programs, the big six outcomes are measured only for six months after entry into the program,[1] and, because most youths' terms of probation last 12 to 18 months, in practice, a 100-percent completion-of-probation rate is not a realistic expectation. For all the big six measures, the most important metric is whether program youth performed significantly better than comparison-group youth, not the absolute value of any given outcome.

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

Youth Involved in JJCPA Programs in FY 2012–2013

In FY 2012–2013, 27,546 youth received JJCPA services in Los Angeles County. Of these, 10,973 (39.8 percent) were at risk and 16,573 (60.2 percent) were on probation. Youth in one or more JJCPA programs receive services, often provided under contract by community-based organizations (CBOs), as well as supervision by a probation officer.

Los Angeles County JJCPA programs are organized into three initiatives: Enhanced Mental Health Services, Enhanced Services to High-Risk/High-Need Youth, and Enhanced School- and Community-Based Services. Assignment to a particular initiative, and to a particular program within that initiative, is based on measured or perceived need of each individual for services offered within that initiative or program. A given youth may receive services from more than one initiative and from multiple programs, within or across initiatives, and concurrently or consecutively. A given youth is counted as a participant within each program from which he or she receives services and may therefore be counted more than once.

Table S.1 lists the JJCPA programs in each initiative in FY 2012–2013 and the number of participants who received services in each program. Table S.2 shows the number of youth in each program for whom big six outcomes were reported, the comparison group used for the program, and the number of youth in the comparison group.

Research Designs and Limitations

We note that pre-post comparisons, as well as comparisons between program youth and those not accepted into the program but deemed comparable to program youth, are weak designs, and results from such comparisons should be interpreted with this weakness in mind. In particular, pre-post comparisons for probation-related outcomes, such as successful completion of probation, do not take into account whether the youth was on probation prior to program entry. This potentially tips the scale in favor of better performance on all probation-related outcomes, 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 primarily target at-risk youth, thus avoiding the problems of pre-post designs in evaluating probation-related outcomes.

Brief Summary of Findings

- Overall, for big six and supplementary outcomes, program youth showed significantly more positive outcomes than comparison-group youth.
- In programs that used historical comparison groups, only a few big six outcomes differed significantly between the two cohorts, thus meeting the program goal of doing at least as well as the previous year's cohort.
  - Simple comparisons between the groups were, for the most part, supported by difference-in-differences analyses.

Table S.1
Programs in the Three JJCPA FY 2012–2013 Initiatives and Number of Youth Who Received Services

Initiative or Program	Abbreviation	Participants
I. Enhanced Mental Health Services		
Mental Health Screening, Assessment, and Treatment	MH	7,828
Special Needs Court	SNC	65
Multisystemic Therapy	MST	125
II. Enhanced Services to High-Risk/High-Need Youth		
Youth Substance Abuse Intervention	YSA	250
Gender-Specific Community (including Young Women at Risk)	GSCOMM (including YWAR)	546
High Risk/High Need	HRHN	1,488
III. Enhanced School- and Community-Based Services		
School-Based Probation Supervision for High School and Middle School Probationers and At-Risk Youth	SBHS-PROB	4,021
	SBMS-PROB	85
	SBHS-AR	1,741
	SBMS-AR	985
Abolish Chronic Truancy	ACT	6,726
After-School Enrichment and Supervision	PARKS	1,014
Housing-Based Day Supervision	HB	69
Inside-Out Writers	IOW	2,603
Total		27,546

NOTE: The number of participants in a given program is determined by who received services during the fiscal year, which goes from July 1, 2012, to June 30, 2013. To allow a six-month eligibility period for recidivism, however, the number for whom outcomes are reported uses a reference period of January 1, 2012, through December 31, 2013. The youth whose outcomes can be reported 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 outcomes are reported.

- With the exception of School-Based Probation Supervision for High School Probationers (SBHS-PROB), programs that used contemporaneous comparison groups were small and showed no significant differences between program and comparison-group youth.
  - SBHS-PROB participants showed more positive outcomes for three of the big six outcomes, while comparison-group youth did significantly better on two outcomes
- Programs that used a pre-post evaluation design targeted mostly at-risk youth, 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.

Table S.2
Programs in the Three JJCPA FY 2012–2013 Initiatives and Number of Participants for Whom Outcomes Were Reported

Initiative or Program	Participants	Comparison Group	Comparison-Group Members
I. Enhanced Mental Health Services			
MH	1,324	FY 2011–2012 MH participants	1,539
SNC	35	SNC-identified near misses	47
MST	97	MST-identified near misses	81
II. Enhanced Services to High-Risk/High-Need Youth			
YSA	166	FY 2011–2012 YSA participants	254
GSCOMM (including YWAR)	639	FY 2011–2012 GSCOMM participants	748
HRHN	1,268	FY 2011–2012 HRHN participants	1,779
III. Enhanced School- and Community-Based Services			
SBHS-PROB	2,517	Routine probationers	2,064
SBMS-PROB	62	Routine probationers	308
SBHS-AR	1,025	FY 2011–2012 SBHS-AR participants	694
SBMS-AR	444	FY 2011–2012 SBMS-AR participants	560
ACT	3,144	Pre-post comparison	3,144
PARKS	1,396	Pre-post comparison	1,396
HB	59	Pre-post comparison	59
IOW	1,816	FY 2011–2012 IOW participants	1,943

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

- For most programs, 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 the six months before program entry, several programs did produce average savings in several important outcomes, including the costs of arrests, court, and camp.
- Several programs had smaller samples for supplemental outcomes than for big six outcomes.
- This report is based on officially recorded outcome data only and makes 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 youth in the MH program represent 91 percent of all youth in the Enhanced Mental Health Services initiative for whom big six outcomes were reported, the results for the initiative as a whole will necessarily be primarily influenced by those for the MH program. Echoing the results for MH participants, arrest rates were significantly higher for program youth in the Enhanced Mental Health Services initiative than for comparison-group youth, and there were no significant differences between program and comparison groups for the other big six outcomes. Supplemental outcomes in the Enhanced Mental Health Services initiative were significantly improved in the six months after program entry compared with those in the six months before entering the program, except for school suspension and expulsions for MST participants, which showed improvements that were not statistically significant because of the smallness of the samples.

Overall, program youth in the Enhanced Services to High-Risk/High-Need Youth initiative had significantly higher rates of completion of probation and completion of community service than comparison-group youth. Differences between the two groups in rates of arrest, incarceration, completion of restitution, and probation violations were not statistically significant. The relevant supplemental outcomes for GSCOMM and HRHN participants were significantly improved in the six months after entering the program compared with the six months before entering. One of the two supplemental outcome measures for YSA, the percentage of positive drug tests, was also significantly lower in the follow-up period than at program entry.

Taken as a whole, youth in the Enhanced School- and Community-Based Services initiative had significantly better outcomes than in the baseline period or comparison group on three of the big six measures: completion of probation, completion of restitution, and completion of community service. Differences in arrest rates, incarceration rates, and probation violations were not statistically significant. For the programs that used educational measures as supplemental outcomes, school attendance improved significantly in the term following program entry as compared with the previous term, and there were significant reductions in school suspensions. 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 the time of program entry. HB housing-project crime rates were lower in FY 2012–2013 than in FY 2011–2012, but significance testing between the two rates is not possible because they are the universe of events, not statistical samples.

Historical and Contemporaneous Comparison Groups and Pre-Post Comparisons

Three of the four programs that used contemporaneous comparison groups (SNC, MST, and SBMS-PROB) were quite small. SNC and MST participants were not significantly different from comparison-group youth in any of the big six outcomes, but SNC youth significantly increased their Global Assessment of Functioning (GAF) scores in the six months after program entry, and MST youth significantly improved school attendance in the term following program entry as compared with the previous one. SBMS-PROB participants had significantly higher rates of completion of probation and completion of community service than comparison-group youth and showed significant improvement in school attendance, school suspensions, and 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, and expulsions) and overall strength and risk scores following program entry. For big six outcomes, SBHS-PROB participants had significantly higher rates of completion of probation, restitution, and community service, but comparison-group youth had significantly lower rates of incarceration and probation violations. Arrest rates for the two groups were not significantly different.

The programs that used historical comparison groups had significant improvement in almost all secondary outcomes. Only a few big six outcomes differed significantly between the two cohorts, thus meeting the program goal of doing at least as well as the previous year's cohort. The two cohorts of SBHS-AR, SBMS-AR, YSA, and GSCOMM (including YWAR) participants had no significant differences in any of the big six outcomes. The FY 2011–2012 cohorts of MH, HRHN, and IOW had significantly lower rates of arrest than their FY 2012–2013 counterparts. The FY 2012–2013 cohort of HRHN participants had significantly higher rates of completion of probation and completion of community service than the FY 2011–2012 cohort. The two cohorts did not differ significantly for any other big six outcomes for these programs.

The three programs that utilized a pre-post comparison design—ACT, PARKS, and HB—targeted primarily at-risk youth, so the only reportable big six outcomes were arrest and incarceration. There were no significant differences between arrest or incarceration rates between the two periods. ACT and HB participants significantly improved their school attendance after program entry.

Outcomes of Simple Comparisons Between Cohorts

The BSCC mandates that, for seven Los Angeles County JJCPA programs (MH, YSA, GSCOMM/YWAR, HRHN, SBHS-AR, SBMS-AR, and IOW), outcomes are to be evaluated by comparing the current cohort's results with those of the previous year's cohort, with the goal of performing at least as well in the current year as in the prior year. As Table S.3 indicates, the FY 2012–2013 cohort equaled or surpassed the performance of the FY 2011–2012 cohort in 31 of 34 outcomes. In two outcomes, the current year's cohort performed significantly better than its counterpart from the year before.

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. A simple comparison makes the implicit assumption that the two cohorts are basically comparable at baseline, whereas difference-in-differences analysis tests that assumption by looking at outcomes both before and after program entry. If the two cohorts have different baseline risk profiles, this method will control for such differences.

Among the programs that used the previous year's cohort as a comparison group, a successful outcome was defined as the current year's cohort performing at least as well as last year's. Difference-in-differences analyses indicate that the FY 2011–2012 cohort for MH had greater differences between baseline and follow-up in arrest rates than its FY 2012–2013 counterpart and that the FY 2011–2012 cohort showed more improvement between baseline and follow-up than did the FY 2012–2013 cohort. There were no other significant differences between

Table S.3
Results from Simple Comparisons in Programs That Used the Previous Year's Cohort as a Comparison Group

Program	Arrest	Incarceration	Completion of Probation	Completion of Restitution	Completion of Community Service	Probation Violation
MH	FY 2011–2012	—	—	—	—	—
YSA	—	—	—	—	—	—
GSCOMM/ YWAR	—	—	—	—	—	—
HRHN	FY 2011–2012		FY 2012–2013	—	FY 2012–2013	—
SBHS-AR	—	—	NA	NA	NA	NA
SBMS-AR	—	—	NA	NA	NA	NA
IOW	FY 2011–2012	—	—	—	—	—

NOTE: *FY 2011–2012* in this table indicates that the FY 2011–2012 cohort had a significantly more positive result, *FY 2012–2013* that the FY 2012–2013 cohort had a significantly more positive result. A dash indicates no significant difference between the two cohorts. NA = not applicable.

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 outcomes for these seven programs, participants met expectations in 32 outcomes, based on a difference-in-differences analysis.

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

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

Program	Arrest	Incarceration	Completion of Probation	Completion of Restitution	Completion of Community Service	Probation Violation
MH	FY 2011–2012	—	—	—	—	—
YSA	—	—	—	—	—	—
GSCOMM/ YWAR	—	—	—	—	—	—
HRHN	—	—	—	—	—	—
SBHS-AR	—	—	NA	NA	NA	NA
SBMS-AR	—	—	NA	NA	NA	NA
IOW	—	FY 2011–2012	—	—	—	—

NOTE: *FY 2011–2012* in this table indicates that the FY 2011–2012 cohort had a significantly more positive result, *FY 2012–2013* that the FY 2012–2013 cohort had a significantly more positive result. A dash indicates no significant difference between the two cohorts. NA = not applicable.

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 youth show more positive outcomes than comparison-group youth. This pattern holds for all JJCPA programs, regardless of evaluation design. From year to year, a particular big six outcome may not always be more positive for program youth, but, overall, there is a consistent pattern of program youth meeting program goals. This suggests that, within a given JJCPA program, services are being delivered consistently over time.

Supplemental outcomes also show very similar results from year to year, with almost all follow-up measures significantly more positive than baseline measures. However, there is a great deal of variation from program to program in portion of participants measured for supplemental outcomes. In FY 2012–2013, for example, 1,618 out of 2,517 (64.3 percent) SBHS-PROB participants reported school attendance, and 1,635 (65.0 percent) were tested for strengths and risks. In the MH program, by contrast, only 92 of 1,324 (7.0 percent) who received mental health treatment reported Brief Symptom Inventory (BSI) scores. These program-to-program discrepancies in percentage who report supplemental outcomes also tend to be consistent from year to year.

JJCPA Per Capita Costs

A total of 27,546 youth were served in Los Angeles County JJCPA programs in FY 2012–2013, at a total cost of $23,751,138, or $862 per participant.[2] 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 the programs that, like HB, SNC, and MST, offered more-extensive services to a smaller population with higher risks and needs had higher per capita costs. Table S.5 shows the total budget for each program, the number of youth served in FY 2012–2013, and the cost per program participant. Overall, the cost per youth in the Enhanced Mental Health Services initiative in FY 2012–2013 was $527, whereas the Enhanced Services to High-Risk/High-Need Youth initiative cost $2,756 per youth served, and the Enhanced School- and Community-Based Services initiative spent $767 per youth.

Juvenile Justice Costs

Although Table S.5 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

[2] The number of youth served in FY 2012–2013 is greater than the number of youth for whom outcome measures were reported to the BSCC because the time frames are different. Because the cost estimates in this chapter include arrests during the six-month eligibility period mandated for big six outcomes, the number of program youth will match the number used to report outcomes to 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
Estimated Per Capita Costs, by JJCPA Program, FY 2012–2013

Program or Initiative	Youth Served	Budget ($)	Per Capita Expenditure ($)
Enhanced Mental Health Services	8,018	4,225,815	527
MH	7,828	3,241,856	414
SNC	65	347,147	5,341
MST	125	636,812	5,094
Enhanced Services to High-Risk/High-Need Youth	2,284	6,295,691	2,756
YSA	250	667,522	2,670
GSCOMM/YWAR	546	711,267	1,303
HRHN	1,488	4,916,902	3,304
Enhanced School- and Community-Based Services	17,244	13,229,633	767
SBHS-PROB	4,021	6,420,832	1,597
SBMS-PROB	85	112,232	1,320
SBHS-AR	1,741	2,266,077	1,302
SBMS-AR	985	1,430,839	1,453
ACT	6,726	375,414	56
PARKS	1,014	1,717,088	1,693
HB	69	739,312	10,715
IOW	2,603	167,838	64
All programs	27,546	23,751,138	862

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

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, based on the best information available at the time of this writing. Most involve calculations using estimates provided by Probation or from publicly available data. These analyses are intended not to provide exact costs but to give an indication of approximate trends for each program and to allow comparisons for program participants in the six months after entering JJCPA programs versus the prior six months.

Total Cost of Programs and Initiatives

Table S.6 shows the mean baseline and follow-up costs per participant in each JJCPA program in FY 2012–2013. Weighted averages are also shown for each initiative. It should be noted that the costs for each initiative are largely driven by the costs of the program or programs in that

Table S.6
Mean of the Total Estimated Cost per Participant, by JJCPA Program, FY 2012–2013 ($)

	Baseline			Follow-Up				
Program	Mean	95% CI		Mean	95% CI		Participants	Difference
Enhanced Mental Health Services	13,773	13,357	14,189	22,464	21,878	23,051	6,990	–8,691
MH	13,695	13,278	14,113	22,512	21,919	23,105	6,858	–8,817
SNC	38,395	25,941	50,850	32,112	21,625	42,598	35	6,283
MST	10,403	7,572	13,233	15,601	12,315	18,886	97	–5,198
Enhanced Services to High-Risk/High-Need Youth	15,619	14,699	16,539	12,707	11,986	13,428	2,073	2,912
YSA	10,066	7,808	12,324	14,228	11,956	16,500	166	–4,162
GSCOMM/YWAR	1,767	1,176	2,359	2,248	1,865	2,631	639	–481
HRHN	23,327	21,881	24,774	17,779	16,653	18,905	1,268	5,548
Enhanced School- and Community-Based Services	5,734	5,514	5,954	6,380	6,146	6,615	10,463	–646
SBHS-PROB	9,536	9,065	10,006	7,580	7,145	8,014	2,517	1,956
SBMS-PROB	9,529	5,835	13,222	6,708	4,709	8,707	62	2,821
SBHS-AR	166	105	227	1,526	1,338	1,715	1,025	–1,360
SBMS-AR	112	17	206	1,305	1,062	1,547	444	–1,193
ACT	3	–1	7	68	30	105	3,144	–65
PARKS	345	203	487	1,918	1,698	2,139	1,396	–1,573
HB	1,921	564	3,279	7,558	6,459	8,657	59	–5,637
IOW	19,041	17,971	20,111	23,008	21,820	24,197	1,816	–3,967
All programs	9,661	9,448	9,875	12,810	12,553	13,066	19,526	–3,148

NOTE: A positive number in the 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.

initiative that served the most participants. 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 youth 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 ($12,810) than in the six months prior to program entry ($9,661), primarily because of the cost associated with administering the programs. Most of the JJCPA programs, however, produced average cost savings in arrests, and several programs also reduced camp and court costs, some by a substantial amount. If these cost savings were accumulated over a longer period of time, they might offset the relatively high initial investment made in program costs. We are not able to extend the time frame to measure changes, however, because not enough time has elapsed to allow us to obtain data beyond a six-month period. With a longer follow-up period, the initial program costs may be offset by reductions in subsequent arrests and court appearances.

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

Juvenile Justice Cost Savings, by Initiative

For each of the three FY 2012–2013 initiatives, Table S.7 shows the 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, there are noticeable differences in mean costs among the three initiatives. The Enhanced Mental Health Services initiative, which serves only probationers, showed lower arrest costs but much higher camp, juvenile hall, and court costs after entering the program than before entering. The Enhanced Services to High-Risk/High-Need Youth initiative, which targets a large number of at-risk youth, saw the bulk of its expenses in program costs, whereas its costs for camp and court were lower in the six months after entering the program, with camp costs averaging $5,423 less in the follow-

Table S.7
Mean Net Costs for Initiatives, FY 2012–2013 ($)

Juvenile Justice Cost	Enhanced Mental Health Services	Enhanced Services to High-Risk/High-Need Youth	Enhanced School- and Community-Based Services
Program	–462	–2,624	–735
Supervision	–278	–77	–199
Arrest	473	–96	278
Juvenile hall	–3,183	–42	–254
Camp	–4,553	5,423	–215
Court	–686	320	389
Total	–8,691	2,912	–646

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.

up period than in the baseline period. The Enhanced School- and Community-Based Services initiative, which targets a combination of probationers and at-risk youth, showed increased juvenile hall and camp costs during the follow-up period but lower arrest and court costs than in the baseline period.

Conclusions

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

Data used to compute outcome measures were extracted from databases maintained by Probation. Probation has worked with RAND in an attempt to maximize the quality and amount of data available. Data for the big six come from official records and are relatively easy to maintain and access. Data for supplemental outcomes are sometimes more problematic because Probation's data are only as good as the information obtained from CBO service providers, schools, and other county government departments.

Data for some programs were relatively complete. In other programs, only a small fraction of program youth had data available for supplementary measures, calling into question the appropriateness of any findings based on such a small subsample. We will continue to work with Probation to increase the amount of data available for supplemental outcomes for all JJCPA programs.

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 2012–2013. Compared with the FY 2007–2008 budget of $34,209,043, the FY 2012–2013 budget of $23,751,138 represents a reduction of 30.6 percent even without an adjustment for inflation. In recent years, Probation has adjusted the criteria for participation in some JJCPA programs and made other changes that have allowed approximately as many youth to receive JJCPA services as during the years of higher funding. The level of JJCPA funding for future years remains uncertain.

FY 2012–2013 was the 12th consecutive year for which outcomes were reported 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 youth 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.

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Abbreviations

AB	assembly bill
ACT	Abolish Chronic Truancy
ADA	average daily attendance
APA	American Psychiatric Association
BJS	Bureau of Justice Statistics
BOC	Board of Corrections
BSCC	Board of State and Community Corrections
BSI	Brief Symptom Inventory
CBO	community-based organization
CCTP	Camp Community Transition Program
CI	confidence interval
CPI	consumer price index
CSA	Corrections Standards Authority
DA	district attorney
DCFS	Los Angeles County Department of Children and Family Services
DMH	Department of Mental Health
DOJ	U.S. Department of Justice
DPO	deputy probation officer
DSM-IV	*Diagnostic and Statistical Manual of Mental Disorders*, fourth edition
DUI	driving under the influence
FFT	Functional Family Therapy
FY	fiscal year
GAF	Global Assessment of Functioning

GED	General Educational Development Test
GIS	Gang Intervention Services
GSCOMM	Gender-Specific Community
HB	Housing-Based Day Supervision
HRHN	High Risk/High Need
IAP	Intensive Aftercare Program
IOW	Inside-Out Writers
JJCPA	Juvenile Justice Crime Prevention Act
LAPD	Los Angeles Police Department
LARRC	Los Angeles Risk and Resiliency Checkup
LASD	Los Angeles County Sheriff's Department
LAUSD	Los Angeles Unified School District
LBUSD	Long Beach Unified School District
MAYSI	Massachusetts Youth Screening Instrument
MH	Mental Health Screening, Assessment, and Treatment
MHA	Mental Health America
MST	Multisystemic Therapy
MTFC	multidimensional-treatment foster care
NA	not applicable
NIJ	National Institute of Justice
OJJDP	Office of Juvenile Justice and Delinquency Prevention
PAIR	Project for Adolescent Intervention and Rehabilitation
PARKS	After-School Enrichment and Supervision
SBHS-AR	School-Based Probation Supervision for At-Risk High School Youth
SBHS-PROB	School-Based Probation Supervision for High School Probationers
SBMS-AR	School-Based Probation Supervision for At-Risk Middle School Youth
SBMS-PROB	School-Based Probation Supervision for Middle School Probationers
SIR	special incident report
SLC	social learning curriculum
SNC	Special Needs Court

SPA	service planning area
SS	sample size
YMCA	Young Men's Christian Association
YSA	Youth Substance Abuse Intervention
YWAR	Young Women at Risk

CHAPTER ONE

Background and Methodology

The Juvenile Justice Crime Prevention Act

In 2000, the California state legislature passed the Schiff-Cardenas Crime Prevention Act (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). This effort was designed to provide a stable funding source for juvenile programs that have been proven effective in curbing crime among at-risk and young offenders (Board of State and Community Corrections [BSCC], 2014). Counties were asked to submit plans to the state for funding to identify programs that filled gaps in local services. These programs were to be based on empirical findings of effective program elements. Each plan was required to include

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

In addition, programs to be funded were required to be based on approaches demonstrated to be effective in reducing delinquency. They were also required to integrate law enforcement, probation, education, mental health, physical health, social services, drug and alcohol abuse treatment, and youth service resources in a collaborative manner, using information sharing 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 are received by routine probationers
- at-risk youth who have not entered the probation system but who live or attend school in areas of high crime or who have other factors that potentially predispose them to participating in criminal activities
- youth in juvenile halls and camps.

Each juvenile is assigned to one or more JJCPA programs according to an assessment of his or her need for services.

Administration of the JJCPA program is currently the responsibility of the BSCC, formerly called the Corrections Standards Authority (CSA), the successor to BOC. The BSCC is

required to submit annual reports to the California state legislature measuring the success of JJCPA. The legislation identified six specific outcome measures (the "big six") to be included in annual reports from each of the individual JJCPA programs. These outcome measures are (1) successful completion of probation, (2) arrests, (3) probation violations, (4) incarcerations, (5) successful completion of restitution, and (6) successful completion of community service. Each county can also request that supplemental outcomes be measured for locally identified service needs (BSCC, 2014).

JJCPA programs were first implemented in the summer and fall of 2001 and are now in their 13th year of funding. In fiscal year (FY) 2012–2013, approximately $107.1 million was allocated for JJCPA funding, of which just over $99 million was spent by the 56 counties that had JJCPA programs. Counties also used interest on JJCPA funds and other, non-JJCPA funding to bring the total expenditure for JJCPA programs to approximately $110.7 million. This allowed California counties to administer a total of 149 JJCPA programs to 86,266 at-risk youth and young offenders. Statewide, JJCPA participants had lower rates of arrest, incarceration, and probation violations and higher rates of completion of probation than youth in comparison groups. Program and comparison-group youth did not differ significantly in their rates of completion of restitution or completion of community service (BSCC, 2014).

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. JJCPA programs are administered by the Los Angeles County Probation Department (hereafter called the Probation Department or, simply, Probation), whose mission is to promote and enhance public safety, ensure victims' rights, and facilitate the positive behavior change of adult and juvenile probationers. In FY 2012–2013, the state initially allocated approximately $25.2 million to Los Angeles County for JJCPA programs and services. The actual final budget was $23.7 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 (DPO) to shape a plan that builds on the strengths of each youth and is uniquely responsive to service needs. In collaboration with school officials, parents, and community partners, JJCPA DPOs are able to coordinate service plans that include various school- and community-based resources.

This coordinated strategy allows JJCPA school-based and other JJCPA DPOs to closely supervise and support youth in the context of the school environment and the community, providing a continuum of care that extends beyond the normal school day and addresses the educational, social, and recreational needs and strengths of the youth. These extended services and programs aim to create a safe environment for youth normally unsupervised during after-

school hours while also allowing the youth the opportunity to interact with prosocial peers and adults. Additional information about these programs is in Table A.1 in Appendix A.

State Requirements and Local Evaluation

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

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

Clearly, for a fair evaluation of the program, the more similar comparison groups are to their program groups, the better. In theory, one would want the comparison group to match the treatment group in all ways except for the receipt of treatment (i.e., the comparison group would not receive any). In practice, not all factors might be identified or measured. However, in criminal justice research, comparison groups are often matched to treatment groups on factors that have been shown to be related to recidivism outcomes generally studied (Cottle, Lee, and Heilbrun, 2001; Goldkamp and Irons-Guynn, 2000):

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

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

The Probation Department submitted program evaluation designs to BOC that used quasi-experimental methods. These designs were subsequently approved by BOC. Whenever possible, comparison groups included youth with characteristics similar to those of program youth—either routine probationers, probationers in non-JJCPA programs, or at-risk youth receiving Probation services. If no appropriate comparison group could be identified, a pre-post measurement design was used. Generally, outcomes for program participants are measured for

a six-month period after starting the program (for community programs) or after release into the community (for camp and juvenile hall programs). In addition to the big six, the Probation Department, working with BOC (and later with CSA and the BSCC), defined supplemental outcomes specific to each program, which are also reported to the BSCC annually.

We note that pre-post comparisons, as well as comparisons between program youth and those not accepted into the program but deemed comparable to program youth, are weak designs, and results from such comparisons should be interpreted with this weakness in mind. In particular, pre-post comparisons for probation-related outcomes, such as successful completion of probation, do not take into account whether the youth was on probation prior to program entry. This potentially tips the scale in favor of better performance on all probation-related outcomes, 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 youth, 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 Special Needs Court (SNC), Multisystemic Therapy (MST), and school-based probationer (both high school and middle school) (SBHS-PROB and SBMS-PROB, respectively) programs. RAND researchers also assisted Probation in identifying an appropriate initial comparison group for the High-Risk/High-Need (HRHN) program, for which outcomes were reported for the first time in FY 2005–2006. These comparison groups were selected by Probation, matching comparison-group youth to program youth on demographic characteristics—age, gender, and race and ethnicity. RAND researchers were not able to verify the comparability of program and comparison groups on key background factors, with the exception of SBMS-PROB and SBHS-PROB. Data for all outcome measures were collected by Probation, extracted from the on-site database, and sent to RAND for analysis. Additional details of the comparison-group construction are in Appendix B.

RAND researchers verified the comparability of comparison groups for SBHS-PROB and SBMS-PROB by matching program youth to comparison-group youth based on age, gender, race and ethnicity, type of offense for the most recent arrest (violent, property, drug, or other), prior probation supervision, and orders to avoid gang activity. To create a comparison group, the RAND team also worked with SNC and MST personnel to identify program "near misses" appropriately similar to program participants.[1] Prior to FY 2007–2008, historical comparison groups from 2000 had been used for Mental Health Screening, Assessment, and Treatment (MH), HRHN, and at-risk youth in the middle school–based and high school–based programs (SBMS-AR and SBHS-AR, respectively). Following a suggestion from CSA, in FY 2007–2008, these were replaced as comparison groups by participants in each program from the previous fiscal year, with the goal that the current year's participants would perform at

[1] Program near misses for MST typically consisted of youth who otherwise qualified for the program but were not accepted because of lack of MediCal coverage needed to cover the cost of program participation or were receiving counseling elsewhere. SNC near misses failed to qualify for inclusion in SNC either because they were close to 18 years old or because their level of mental illness, which would have qualified them for the program in previous years, was not considered severe enough after SNC changed its qualification criteria.

least as well as those of the previous year. In FY 2008–2009, Young Women at Risk (YWAR), Gender-Specific Community Programs (GSCOMM), Youth Substance Abuse Intervention (YSA), and Inside-Out Writers (IOW) also began using the previous year's cohort as a comparison group. The remaining JJCPA programs (Abolish Chronic Truancy [ACT], After-School Enrichment and Supervision [PARKS], and Housing-Based Day Supervision [HB]) continued to use a pre-post design. All programs used the same evaluation designs in FY 2012–2013 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 youth and comparison-group youth are statistically significant, i.e., whether we can assert with a reasonable degree of certainty that the difference in outcomes between the two groups did not occur by chance but results from real differences between group outcomes. Following customary social science research practice, we report statistical significance when the computed probability is less than 5 percent that the observed differences could have occurred by chance ($p < 0.05$). We note, however, that statistical significance is substantially affected by sample size. With small samples (e.g., 50 youth in each group), a relatively large difference between the two groups will be necessary to produce statistical significance. With larger samples, a relatively small difference between the two groups can be statistically significant. Thus, we say that larger samples have more statistical power and smaller samples have less statistical power.

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 C for an explanation of this rank ordering.

An ideal outcome would be for no program youth to be arrested, incarcerated, or in violation of probation and for all to complete probation and (if applicable) community service and restitution. However, because, for most JJCPA programs, the big six outcomes are measured only for six months after entry into the program[2] and because most youths' terms of probation last 12 to 18 months, in practice, a 100-percent completion-of-probation rate is not a realistic expectation. For all the big six measures, the most important metric is whether program youth performed significantly better than comparison-group youth, not the absolute value of any given outcome.

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

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

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 D). CBOs are thus integral components of the programs, as are other county agency staff from the Department of Mental Health (DMH), Probation, the courts, and law enforcement. This report focuses not on the performance of individual CBOs or individual county agencies in providing services to JJCPA programs but on the impact of the programs as a whole on youth outcomes. A strong study of the impact of different CBOs on youth outcomes would require adequate numbers of youth in the different programs and a better understanding of their background characteristics and the nature of the services provided to the youth by each CBO; these data are not available with the current research design.

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

Overview of Recent Changes and Enhancements

Difference-in-Differences Analyses

When using the previous year's program participants as a comparison group for the current year's program youth, there is an implicit assumption that the two groups have comparable characteristics at the time they enter the program. However, because of changes in program acceptance criteria, policing practices, changing juvenile crime rates, and other factors, this assumption may 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. These analyses adjust for differences in the groups at baseline over the two years.[3]

Each of the big six outcomes is measured for both baseline and follow-up periods for both the current and previous years.[4] 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 are not significantly different 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 mea-

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

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

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

[4] 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).

sure.[5] If the upper bound of the 95-percent CI is less than 1, we can conclude that the current year's cohort had a more favorable result (i.e., improved more between baseline and follow-up) on that outcome than the previous year's cohort. For completion of probation, completion of restitution, and completion of community service, the opposite is true: If the lower bound of the 95-percent CI is greater than 1, we can conclude that the current year's cohort had a more favorable outcome (i.e., improved more), while an upper bound of the CI less than 1 indicates a less favorable outcome (i.e., improved less).

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

Definition of Probation Violations

For the first time in FY 2012–2013, Probation adopted a slightly different definition of violation of terms of probation. This new definition, based on the sequence of disposition codes in court records for each individual, counts as a violation (1) any removal of the youth from the community (e.g., assignment to juvenile camp or to a state juvenile correctional facility), or (2) any removal of the youth from the home through suitable placement that meets either of two criteria:[6] (1) suitable placement is the first disposition record for the youth, (2) suitable placement immediately follows a disposition of informal probation or home on (formal) probation. To ensure comparability in those JJCPA programs that use the previous year's cohort as a comparison group, violation rates were recalculated for the previous year's cohort using the revised definition.

Organization of This Report

The remainder of this report focuses specifically on JJCPA programs in Los Angeles County in FY 2012–2013. 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 2012–2013. Chapter Three compares, for each JJCPA program and initiative, mean juvenile justice costs in the six months before beginning the program and similar costs in the six months after beginning the program. Summary and conclusions of the evaluation of JJCPA in FY 2012–2013 are presented in Chapter Four. The six appendixes provide additional details:

- Appendix A: community providers of JJCPA services
- Appendix B: comparison groups and reference periods
- Appendix C: Probation's ranking of the big six outcomes

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

[6] *Suitable placement* means that the youth is removed from his or her home and placed in an alternative living situation, such as a foster home.

- Appendix D: CBOs that contracted with Probation to provide JJCPA services in FY 2012–2013
- Appendix E: details of outcomes for each program
- Appendix F: details of outcomes for each program, by participant gender
- Appendix G: details of outcomes for each program, by cluster. Probation in Los Angeles County is administered within five areas called clusters, which correspond closely to the five districts that elect members to the Los Angeles County Board of Supervisors.

CHAPTER TWO

Current JJCPA Programs and FY 2012–2013 Outcome Measures

In this chapter, we report outcome measures for each JJCPA program in Los Angeles County in FY 2012–2013, including the big six outcome measures mandated by the BSCC, as well as supplemental outcome measures specific to individual JJCPA programs.

Youth Involved in JJCPA Programs in FY 2012–2013

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 youth who live or attend school in 85 high-risk areas of Los Angeles County. The Probation Department defines a youth as at risk if he or she shows two or more problems in the following areas: family dysfunction (problems of 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 2012–2013, 27,546 youth received JJCPA services in Los Angeles County. Of these, 10,973 (39.8 percent) were at risk and 16,573 (60.2 percent) were on probation. Youth in one or more JJCPA programs receive services, often provided under contract by CBOs, as well as supervision by a probation officer.

Los Angeles County JJCPA programs are organized into three initiatives: Enhanced Mental Health Services, Enhanced Services to High-Risk/High-Need Youth, and Enhanced School- and Community-Based Services. Assignment to a particular initiative, and to a particular program within that initiative, is based on measured or perceived need of each individual for services offered within that initiative or program. A given youth may receive services from more than one initiative and from multiple programs, within or across initiatives, and concurrently or consecutively. A given youth is counted as a participant within each program from which he or she receives services and may therefore be counted more than once.

Table 2.1 lists the JJCPA programs in each initiative in FY 2012–2013 and the number of participants who received services in each program. Table 2.2 shows the number of youth in each program for whom big six outcomes were reported, the comparison group used for the program, and the number of youth in the comparison group.[1]

[1] The near misses used in comparison groups for MST were youth who had similar characteristics to program youth but who were not accepted into the program, usually because of lack of MediCal 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

Table 2.1
Programs in the Three JJCPA FY 2012–2013 Initiatives and Number of Youth Who Received Services

Initiative or Program	Abbreviation	Participants
I. Enhanced Mental Health Services		
Mental Health Screening, Assessment, and Treatment	MH	7,828
Special Needs Court	SNC	65
Multisystemic Therapy	MST	125
II. Enhanced Services to High-Risk/High-Need Youth		
Youth Substance Abuse Intervention	YSA	250
Gender-Specific Community (including Young Women at Risk)	GSCOMM (including YWAR)	546
High Risk/High Need	HRHN	1,488
III. Enhanced School- and Community-Based Services		
School-Based Probation Supervision for High School and Middle School Probationers and At-Risk Youth	SBHS-PROB	4,021
	SBMS-PROB	85
	SBHS-AR	1,741
	SBMS-AR	985
Abolish Chronic Truancy	ACT	6,726
After-School Enrichment and Supervision	PARKS	1,014
Housing-Based Day Supervision	HB	69
Inside-Out Writers	IOW	2,603
Total		27,546

NOTE: The number of participants in a given program is determined by who received services during the fiscal year, which goes from July 1, 2012, to June 30, 2013. To allow a six-month eligibility period for recidivism, however, the number for whom outcomes are reported uses a reference period of January 1, 2012, through December 31, 2013. The youth whose outcomes can be reported 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 outcomes are reported.

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

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

in SNC either because they were close to 18 years old or because their level of mental illness, which would have qualified them for the program in previous years, was not considered severe enough after SNC changed its qualification criteria.

Table 2.2
Programs in the Three JJCPA FY 2012–2013 Initiatives and Number of Participants for Whom Outcomes Were Reported

Initiative or Program	Participants	Comparison Group	Comparison-Group Members
I. Enhanced Mental Health Services			
MH	1,324	FY 2011–2012 MH participants	1,539
SNC	35	SNC-identified near misses	47
MST	97	MST-identified near misses	81
II. Enhanced Services to High-Risk/High-Need Youth			
YSA	166	FY 2011–2012 YSA participants	254
GSCOMM (including YWAR)	639	FY 2011–2012 GSCOMM participants	748
HRHN	1,268	FY 2011–2012 HRHN participants	1,779
III. Enhanced School- and Community-Based Services			
SBHS-PROB	2,517	Routine probationers	2,064
SBMS-PROB	62	Routine probationers	308
SBHS-AR	1,025	FY 2011–2012 SBHS-AR participants	694
SBMS-AR	444	FY 2011–2012 SBMS-AR participants	560
ACT	3,144	Pre-post comparison	3,144
PARKS	1,396	Pre-post comparison	1,396
HB	59	Pre-post comparison	59
IOW	1,816	FY 2011–2012 IOW participants	1,943

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

services. There was no dedicated court to address youth with severe mental health issues; few, if any, placement options for crossover populations; and no cost-effective family-based community treatment service. These problems were among those initially targeted by JJCPA. Juvenile mental health issues were addressed in Los Angeles County in FY 2012–2013 by three programs within the Enhanced Mental Health Services initiative: MH, SNC, and MST.

Youth in the Enhanced Mental Health Services initiative were evaluated based on comparison with an appropriate group for each program. Detailed statistics for FY 2012–2013 outcomes are given in Appendix E, along with a description of the comparison group for each of the three programs. A total of 8,018 youth (7,828 in MH, 65 in SNC, and 125 in MST) received services in the programs of the Enhanced Mental Health Services initiative in FY 2012–2013. Table 2.3 lists the programs that constitute the Enhanced Mental Health Services initiative, along with a description of the comparison group for each program.

We next briefly describe each program in the Enhanced Mental Health Services initiative, along with the reported outcomes for FY 2012–2013. Except where specifically noted, all of the outcome differences listed were statistically significant ($p < 0.05$), meaning that JJCPA youth

Table 2.3
JJCPA Programs in the Enhanced Mental Health Services Initiative

Program	Comparison Group
MH	Participants in the program during the previous year who received mental health treatment
SNC	Youth eligible for SNC in FY 2010–2011, FY 2011–2012, or FY 2012–2013 who could not participate because the program was at capacity or who were near misses for eligibility
MST	Youth near misses for MST in FY 2010–2011, FY 2011–2012, or FY 2012–2013 who were identified as similar to MST participants

outcomes were significantly different from those of comparison-group youth.[2] Sample sizes indicated are for the entire program and comparison groups. Because probation outcomes are not applicable to at-risk youth and because only a subset of probationers are assigned restitution or community service, probation outcomes are based on a subset of the entire group. Sample sizes for supplemental outcomes might be considerably smaller because, for instance, school data were not available or strength and risk evaluation was not done on all program youth. Because the MH program uses the program cohort from the previous year as a comparison group, we also include difference-in-differences analyses for MH. For details on the sample size of each outcome measure, see Appendix E.

Mental Health Screening, Assessment, and Treatment

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

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

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

- suicide attempts and self-injury
- prior mental health history
- prior psychiatric hospitalization
- prior use of prescribed psychotropic medications
- evidence of learning disabilities
- evidence of substance abuse.

After the initial screening, youth who show elevated risk in any of the factors listed above are referred for assessment. If the assessment indicates that further attention is merited, a treatment plan is developed by DMH professional staff (Grisso and Barnum, 2006).

[2] The chi-square test used to measure statistical significance for 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 Fisher's exact test was used for those with very small cell sizes.

Evidence Base for the Program

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

Mental Health America (MHA) (formerly the National Mental Health Association) has called for effective treatment programs for juvenile offenders. MHA recommends an integrated, multimodality treatment approach as an essential requirement because of the high incidence of co-occurring disorders among the youth. Integrated systems involve collaboration that crosses multiple public agencies, including juvenile justice and mental health, to develop a coordinated plan of treatment that is family centered and community based and builds on the strengths of the family unit and the youth (National Mental Health Association, 2004).

Hammond (2007) notes that screening and assessment are key in addressing the need for mental health treatment among youth 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 20 to 25 percent—requires mental health treatment. In FY 2008–2009, we were able, for the first time, to identify individuals who received treatment. Because there is actually no JJCPA intervention for those who do not receive treatment, we report outcomes only for FY 2012–2013 MH participants who received treatment. The comparison group consists of all MH participants from the previous year (FY 2011–2012) who received mental health treatment.[3]

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

The supplemental outcome for the MH program is based on mean scores on the Brief Symptom Inventory (BSI). The BSI, developed by Leonard R. Derogatis (Derogatis and Melisaratos, 1983), is designed to reflect the psychological distress and symptom patterns of psychiatric and medical patients, as well as community samples. BSI scores for MH participants were measured at program entry and at three weeks following program entry or on release from juvenile hall, whichever came first.[4]

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[3] Using the previous year's JJCPA program cohort as a comparison group is becoming more common in many California counties (BSCC, 2014).

[4] In practice, only a small subset (964 of the 7,828 screened in FY 2012–2013) was actually evaluated using the BSI. Only 92 were tested more than once.

Outcomes

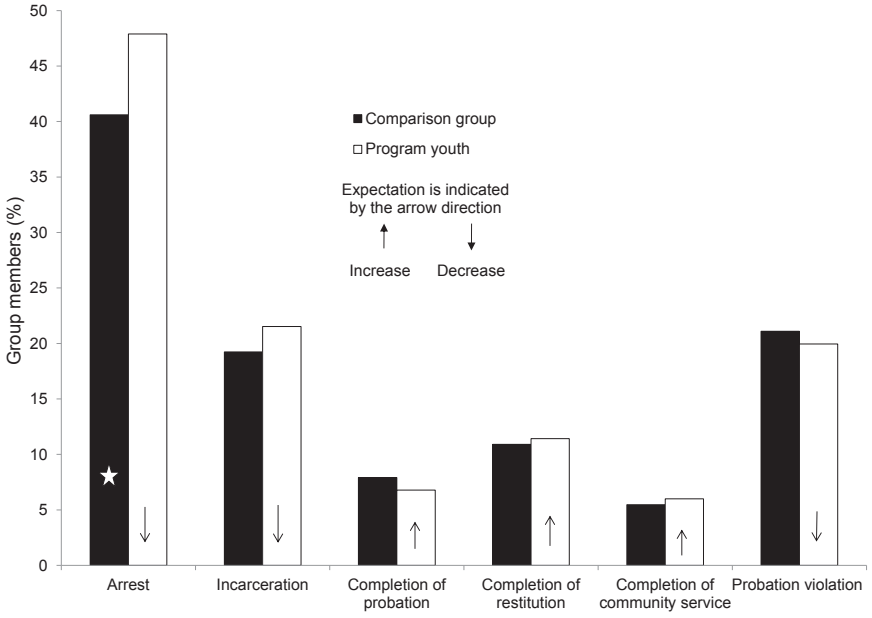
For outcome analyses, we examined 1,324 youth in the MH program who received mental health treatment in FY 2012–2013 and 1,539 comparison-group youth who received mental health treatment in FY 2011–2012. The FY 2011–2012 cohort had a significantly lower rate of arrest (40.61 percent versus 47.89 percent for the FY 2012–2013 cohort). Differences in rates of incarceration, completion of probation, completion of restitution, completion of community service, and probation violation were not significantly different for the two cohorts. BSI scores were available for only 92 of the 1,324 MH youth. Mean BSI scores were significantly lower (46.22) three weeks following program entry or at release from juvenile hall than the mean at program entry, whichever came first (48.89). Big six outcomes are shown in Figure 2.1, with complete details on all outcomes in Table E.1 in Appendix E.

Data on cluster and gender were not available for MH participants for FY 2012–2013.

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 cohort as a comparison group 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. These results are consistent with those of a simple comparison for all of the big six outcomes. Although the follow-up arrest rates for the two cohorts were significantly different, the baseline arrest rates were not. Thus, the difference between baseline and follow-up arrest rates was significantly larger for the FY 2011–2012 cohort than for the FY 2012–2013

Figure 2.1
Outcomes for Mental Health Screening, Assessment, and Treatment, FY 2012–2013



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

Table 2.4
Means, 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	48.64	47.89	49.25	40.61	–7.89	1.377	1.118–1.697
Incarceration	13.29	21.53	14.23	19.23	–3.24	1.247	0.941–1.651
Completion of probation	1.40	6.78	1.59	7.92	0.95	0.963	0.454–2.044
Completion of restitution	9.69	11.42	6.72	10.90	2.45	0.708	0.446–1.121
Completion of community service	0.73	5.99	1.24	5.46	–1.04	1.888	0.585–6.098
Probation violation	10.87	19.95	12.98	21.10	–0.96	1.140	0.828–1.569

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

cohort. For all the other big six outcomes, difference-in-differences analyses show no difference between the cohorts in the amount of change between the baseline rate and the follow-up rate.

Special Needs Court

The JJCPA SNC program includes all youth 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. Each probationer referred to this program is provided with

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

Evidence Base for 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 criminal involvement of persons in the criminal justice population. The judicial problem-solving methodology originating in drug courts has been adapted to address the mentally ill and disabled in the criminal justice population.

A 1997 DOJ survey reported that drug courts had made great strides in the past ten years in helping drug-abusing offenders stop using drugs and lead productive lives. Recidivism rates for drug program participants and graduates range from 2 percent to 20 percent (Goldkamp and Irons-Guynn, 2000). A National Institute of Justice (NIJ) evaluation of the nation's first drug court in Miami showed a 33-percent reduction in rearrests for drug court graduates compared with other similarly situated offenders. The evaluation also determined that 50 to 65 percent of drug court graduates stopped using drugs (NIJ, 1995). According to DOJ, "[t]he drug court innovation set the stage for other special court approaches, including mental health courts, by providing a model for active judicial problem solving in dealing with special populations in the criminal caseload" (Goldkamp and Irons-Guynn, 2000, p. 4).

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

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

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

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 (DUI) courts, Mitchell et al. (2012) found that adult drug and DUI 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 [SAMHSA], 2013).

Comparison Group and Reference Period

Comparison-group youth for SNC were near misses for SNC eligibility during FY 2010–2011, FY 2011–2012, or FY 2012–2013, primarily because their cases were not deemed sufficiently serious. SNC and comparison-group youth showed comparable demographic distributions, as indicated in Table 2.5. None of the differences between the two groups was statistically significant.

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

Outcomes

Outcome analyses compared 35 SNC youth with 47 comparison-group youth. GAF scores were available for 31 of the 35 SNC participants and increased significantly, from 43.4 to 52.2 in the six months after entering the program.

Table 2.5
Demographic Factors for Special Needs Court and Comparison Group

Factor	SNC	Comparison Group
Mean age (years)	15.4	15.8
Gender (%)		
Male	80.0	76.6
Female	20.0	23.4
Race and ethnicity (%)		
Black	22.9	31.9
White	5.7	2.1
Hispanic	68.6	63.8
Other	2.9	2.1

SOURCE: Analysis of data from Probation's database.

SNC youth were not significantly different from comparison-group youth in any of the big six outcomes. Because no SNC participants completed community service, differences between the two groups could not be tested for significance.

For big six outcomes, see Figure 2.2, with complete details given in Table E.2 in Appendix E, along with GAF scores. Cluster and gender data were not available for SNC participants in FY 2012–2013.

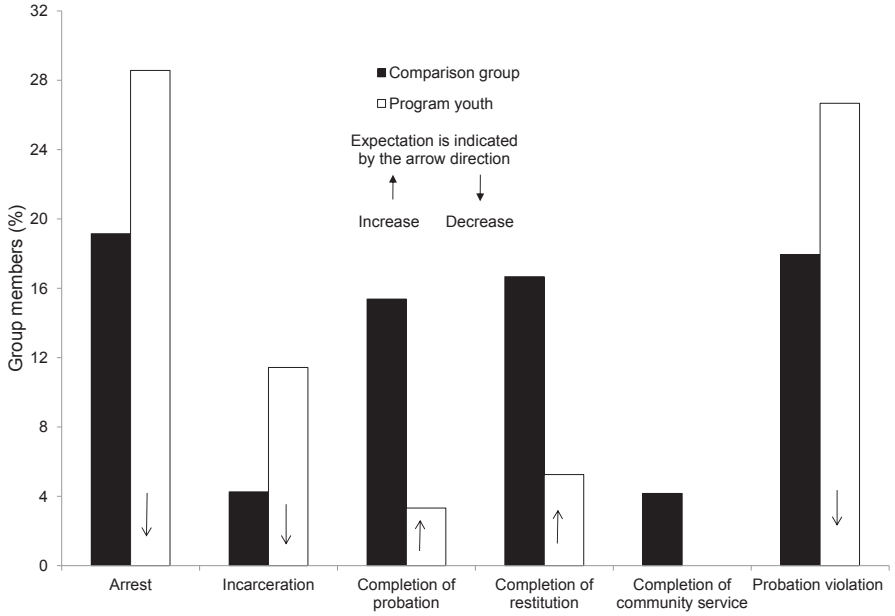
Multisystemic Therapy

MST is an intensive family- and community-based treatment that addresses the multiple determinants of serious antisocial behavior in juvenile offenders. The multisystemic approach views individuals as being embedded within a complex network of interconnected systems that encompass individual, family, and extrafamilial (peer, school, and neighborhood) factors. Intervention might be necessary in any one or a combination of these systems. Participants in the JJCPA MST program are routine probationers accepted by MST.

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

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

Figure 2.2
Outcomes for Special Needs Court, FY 2012–2013



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

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

Evidence Base for the Program

Consistently with social-ecological models of behavior and findings from causal modeling studies of delinquency and drug use, MST posits that youth antisocial behavior is determined by multiple causes and is linked with characteristics of the individual youth and his or her family, peer group, school, and community contexts (Henggeler et al., 1998). As such, MST interventions aim to attenuate risk factors by building youth and family strengths (protective factors) on a highly individualized and comprehensive basis. MST therapists are available 24 hours a day, seven days a week and provide services in the home at times convenient to the family. This approach attempts to circumvent barriers to service access often encountered by families of serious juvenile offenders. An emphasis on parental empowerment to modify children's natural social network is intended to facilitate the maintenance and generalization of treatment gains (Henggeler et al., 1998).

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

Using eight years of data from Los Angeles County, Fain, Greathouse, et al. (2014) found that Hispanic youth in the MST program had significantly lower rates of arrest and incarceration, as well as significantly higher rates of completion of probation, than Hispanic comparison-group youth. MST youth of other ethnicities, which made up about 25 percent of the sample, showed no comparable improvements in these outcomes versus comparison-group youth of the same ethnicity.

Comparison Group and Reference Period

The comparison group for MST consists of near misses for MST from FY 2010–2011, FY 2011–2012, or FY 2012–2013 who were identified as similar to MST participants. These youth were not accepted for MST usually because of a lack of MediCal coverage. A few comparison-group youth were also denied admission to MST because of a lack of space. Youth to be included in the comparison group were agreed on by MST staff, Probation Department staff, and RAND staff. A large majority (73.2 percent) of MST program youth were Hispanic, while 19.6 percent were black. For the comparison group, we have no data on race and ethnicity. The two groups had similar gender distributions, with males making up 81.4 percent of the MST youth and 75.3 percent of the comparison group. Mean age was 15.8 years for MST youth and 15.4 for comparison-group youth.

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

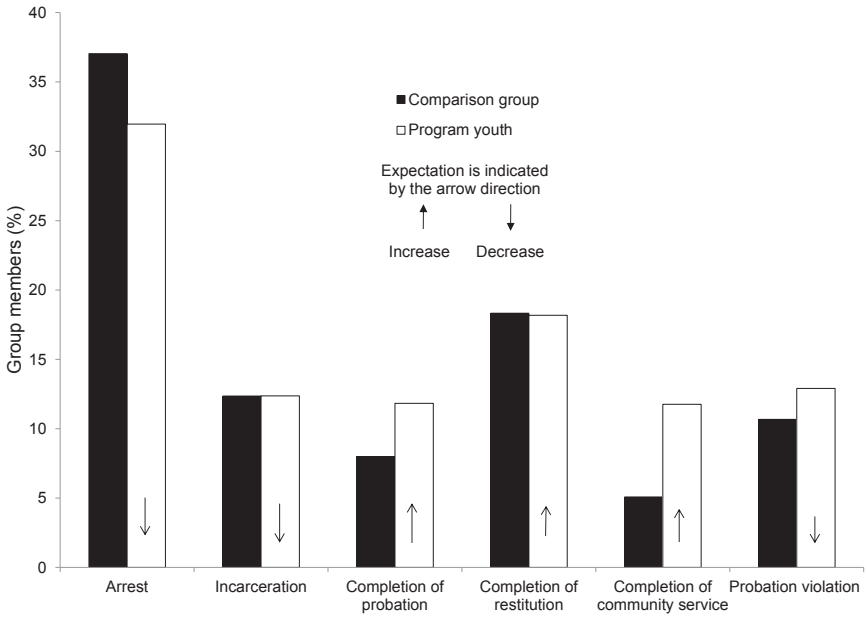
Outcomes

Outcome analyses examined 97 MST youth and 81 comparison-group youth. 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. School attendance data were available for 27 of the 97 MST youth. Data on suspension were available for 26 MST participants, and expulsion data were available for 25 youth. Attendance improved significantly in the first academic period following entry into the program than in the academic period prior to program entry. Suspensions and expulsions were also lower after program entry, but the differences for suspensions were not statistically significant. Because no MST youth were expelled in the first academic period after program entry, statistical testing between baseline and follow-up rates was not possible. Big six outcomes are shown in Figure 2.3, with complete details for all outcomes in Table E.2 in Appendix E. Big six outcomes by gender are in Table F.1 in Appendix F. Data on cluster were not available for MST participants in FY 2012–2013.

Summary of Outcomes for the Enhanced Mental Health Services Initiative

Because youth in the MH program represent 91 percent of all youth in the Enhanced Mental Health Services initiative for whom big six outcomes were reported, the results for the initiative as a whole will necessarily be primarily influenced by those for the MH program. Echoing the results for MH participants, arrest rates were significantly higher for program youth in the Enhanced Mental Health Services initiative than for comparison-group youth, and there were no significant differences between program and comparison groups for the other big six outcomes. The difference-in-differences analyses for MH agreed with the results of a simple comparison between the two cohorts. Supplemental outcomes in the Enhanced Mental Health

Figure 2.3
Outcomes for Multisystemic Therapy, FY 2012–2013



Services initiative were significantly improved in the six months after program entry compared with the six months before entering the program, except for school suspension and expulsions for MST participants, which showed improvements that were not statistically significant because of the smallness of samples.

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

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

Many of the participants in this initiative are gang involved, drug and alcohol users, and low academic performers; have multiple risk and need factors across multiple domains; and pose a high risk for committing new crimes. Therefore, consistently with juvenile justice research, the initiative

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

The three programs in this initiative—YSA, GSCOMM, and IOW—were evaluated by comparing their outcome measures with those reported for participants in the same program in FY 2011–2012. For this reason, we include difference-in-differences analyses for each of the programs in this initiative.

A total of 2,284 youth (250 in YSA, 546 in GSCOMM/YWAR, and 1,488 in HRHN) received services in FY 2012–2013 within the Enhanced Services to High-Risk/High-Need Youth initiative.

The Youth Substance Abuse Intervention Program

Youth with substance abuse issues are referred by the Camp Community Transition Program (CCTP), Intensive Gang Supervision, and school-based DPOs to a community-based provider for a comprehensive assessment. A central focus of this programming is to ensure that high-risk

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

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

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

probationers transitioning to the community from a camp setting are scheduled for an assessment prior to release from camp and seen by a community-based substance abuse treatment provider within the first 36 hours following release from the camp facility. If the assessment indicates the need for treatment, the substance abuse treatment provider employs intensive case management that will require contact with the youth and probation officer. Treatment through individual, family, and group counseling is provided. The treatment is holistic and focuses on the roots of the problem and not just on the substance abuse manifestation. Drug testing is used to verify abstinence and progress in the program. The treatment provider has access to inpatient services as needed.

Program goals are to reduce crime and antisocial behavior and reduce the number of participants with positive drug tests. YSA providers work collaboratively with school-based DPOs in developing a case plan that addresses the risk factors and criminogenic needs of the participants and provide the youth with substance abuse refusal skill training and a relapse-prevention plan (with emphasis placed on identifying "triggers that prompt drug use and high-risk situations that encourage drug use").

Evidence Base for 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 are likely to encounter and helping them develop effective coping strategies. Research indicates that the skills individuals learn through relapse-prevention therapy remain after the completion of treatment (Whitten, 2005).

Behavioral therapy for adolescents incorporates the principle that unwanted behavior can be changed by clear demonstration of the desired behavior and consistent reward of incremental steps toward achieving it. Therapeutic activities include fulfilling specific assignments, rehearsing desired behaviors, and recording and reviewing progress, with praise and privileges given for meeting assigned goals. Urine samples are collected regularly to monitor drug use. The therapy aims to equip the patient with a set of problem-solving skills and strategies that help bring life back under their control (Whitten, 2005).

Although noting that no single treatment approach to substance abuse among juvenile justice youth has been proved most effective, Chassin (2008) recommends engaging adolescents and their families in treatment and the need to better address environmental risk factors, including family substance use and deviant peer networks. There is also a need for employing empirically validated therapies and addressing 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 2011–2012), with the goal of performing at least as well in the current year as in the previous year. Big six outcomes for both program and comparison groups were measured for the six months following program entry.

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

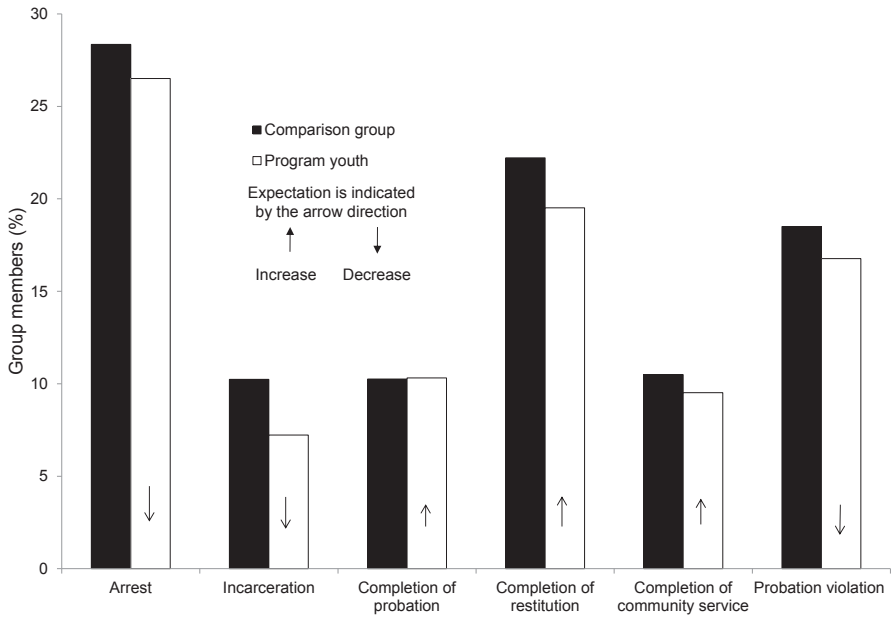
Outcomes

Outcome measures were based on the performance of 166 YSA youth in FY 2012–2013 and 254 in FY 2011–2012. 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 2.4.

Supplemental outcomes for this program include the percentage of positive tests among all tests administered and the percentage of youth who have at least one positive test. Outcomes in the six months after entering the program are compared with those in the six months before entering the program. Of YSA probationers with testing orders, 40.98 percent of 122 tests were positive in the six months before program entry, compared with 30.61 percent of 245 tests in the six months following program entry, a statistically significant difference ($p < 0.05$). Of the 106 tested, 28.3 percent had a positive test in the six months following program entry, versus 27.4 percent who tested positive in the six months before program entry. This difference is not statistically significant.

Cluster and gender data were not available for YSA participants from FY 2012–2013. For details on big six and supplemental outcomes, see Table E.4 in Appendix E.

Figure 2.4
Outcomes for Youth Substance Abuse Intervention, FY 2012–2013



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 2.7 shows the baseline and follow-up means, the odds ratio of the interaction term *year* × *post* in the logistic regression, and 95-percent CI for the odds ratio. For each of the big six outcomes, because the lower bound of each of the 95-percent CIs is less than 1 and the upper bound is greater than 1, we conclude that the two cohorts were not significantly different. Thus, the difference-in-differences analyses produce results for YSA that are consistent with the simple comparisons between the two cohorts.

Gender-Specific Community Program

The GSCOMM program provides gender-specific services for moderate-risk juvenile female youth on formal probation and for nonprobation girls in neighborhoods identified as high risk and high need. The program provides intensive, family-centered, community-based services to a targeted population of female youth ages 12 to 18 and their families using CBOs that incorporate gender-specific treatment or programming.

Program goals are to

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

Female participants are referred to gender services by school-, park-, and housing-based DPOs. The DPOs rely on the Los Angeles Risk and Resiliency Checkup (LARRC) to assess criminogenic risks and need factors. The services provided by the DPO and participant CBOs

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

	Mean: Current Year (%)		Mean: Previous Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	38.55	26.51	33.86	28.35	6.53	0.744	0.409–1.354
Incarceration	10.84	7.23	8.27	10.24	5.58	0.506	0.191–1.341
Completion of probation	1.33	10.32	0.88	10.26	0.39	0.660	0.082–5.285
Completion of restitution	21.31	19.51	17.05	22.22	6.97	0.644	0.285–1.455
Completion of community service	1.59	9.52	1.13	10.50	1.44	0.636	0.077–5.274
Probation violation	2.67	16.77	4.85	18.50	–0.45	1.650	0.460–5.918

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

are intended to increase protective factors and decrease risk factors. Gender-specific CBO services include, but are not limited to, the following:

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

Young Women at Risk

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

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

Two-hour class sessions are held once per week.

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

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

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

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

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

of prevention, early intervention, and aftercare services (Greene, Peters, and Associates and Northwest Regional Educational Laboratory, 1998):

- Prevention services aim to eliminate or minimize behaviors or environmental factors that increase girls' risk of delinquency (Center for Substance Abuse Prevention, 1993). Primary prevention focuses on helping girls to develop the knowledge, skills, and experiences that will promote health and resiliency. All girls can potentially benefit from primary prevention.
- Early-intervention services provide early detection and treatment to reduce problems caused by risky behaviors and prevent further development of problems (Center for Substance Abuse Prevention, 1993; Mulvey and Brodsky, 1990). Examples of interventions for girls in the juvenile justice system include educational and vocational training, family-based interventions, and diversion to community-based programs (Mulvey and Brodsky, 1990).
- Aftercare services address the progression of problems caused by risky behaviors. Residential and secure incarceration may be used to help girls develop perspective, to interrupt high-risk behavior patterns, and to help 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, or 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).

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 females. 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) found 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, S. Hawkins et al. (2009) identified 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.

In a meta-analysis of more than 1,800 articles and book chapters, Zahn, Agnew, et al. (2010) also found that both sexes were affected by economic disadvantage, exposure to violence, experience with physical and sexual abuse, and lack of positive parental supervision. 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 and YWAR can focus.

Comparison Group and Reference Period

The comparison group for the current year's GSCOMM participants consists of GSCOMM participants whose outcomes were reported for the previous year (FY 2011–2012), with the goal of performing at least as well in the current year as in the previous year. Participants in GSCOMM were selected because they had an arrest that led to probation supervision or because they were considered at high risk for such arrests.

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

Outcomes

For outcome measures, we compared outcomes for 639 program youth from GSCOMM programs, including YWAR, with those of 748 youth whose outcomes were reported in FY 2011–2012. 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 (27.6) and six months after program entry or at program exit, whichever came first (29.0). Big six outcomes are presented in Figure 2.5, with details for all outcomes shown in Table E.5 in Appendix E. Cluster and gender data were not available for YWAR or GSCOMM participants for FY 2012–2013.

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 (including YWAR), Table 2.8 shows the baseline and follow-up means, the odds ratio of the interaction term *year* × *post* in the logistic regression, and 95-percent CI for the odds ratio. We were unable to compare the two groups for completion probation and completion of community service because the baseline for one or both cohorts was 0. For all other 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.

Figure 2.5
Outcomes for Gender-Specific Community, FY 2012–2013

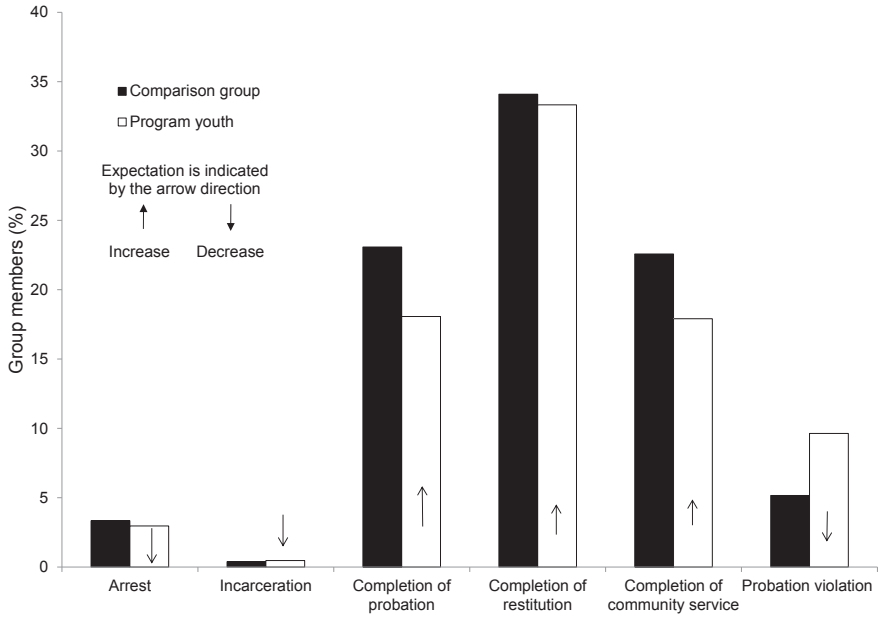


Table 2.8
Means, Odds Ratios, and Confidence Intervals for Outcomes for Gender-Specific Community and Young Women at Risk

	Mean: Current Year (%)		Mean: Previous Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	5.63	2.97	4.68	3.34	1.32	0.729	0.337–1.577
Incarceration	1.72	0.47	0.67	0.40	0.98	0.450	0.066–3.081
Completion of probation	0.00	18.07	0.88	23.08	4.13	—	—
Completion of restitution	16.13	33.33	9.20	34.09	7.69	0.509	0.152–1.702
Completion of community service	0.00	17.91	0.00	22.58	4.67	—	—
Probation violation	6.25	9.64	0.88	5.17	0.90	0.262	0.023–2.973

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

The High-Risk/High-Need Program

The HRHN program targets probationers transitioning from camp to the community, as well as those on other supervision cases who are assessed as high risk. Many of these youth are gang involved, drug and alcohol users, and low academic performers and have multiple risk factors across multiple domains. Offenders with these types of risk profiles are known to pose a high

risk for committing new crimes on reentry to the community. The HRHN program employs three service components: home-based services for males, home-based services for females, and employment services for both males and females. Program goals are to

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

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

The HRHN program consists of two components: a home-based component and a job-based component. A given individual may receive services from either component or from both. As the 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 more costly JJCPA programs per capita.

The HRHN program employs a social learning curriculum (SLC) in its home-based service components. Services are targeted not at the youth alone but at the entire family and other parts of the youth's environment. The focus is on school attendance and performance, parenting skills, and family functioning. The SLC is designed as a set of program enhancements to supplement services for HRHN youth. The SLC provides a standardized approach to service delivery and is designed to positively affect detained youths' thinking patterns, cognition, and social skills and to reduce violent behavior and improve youth/parent engagement (Underwood, 2005).

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

Evidence Base for the Program

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

- *MST:* MST addresses the multiple factors known to be related to delinquency across the key settings, or systems, within which youth are embedded. MST strives to promote behavior change in the youth's natural environment, using the strengths of each system (e.g., family, peers, school, neighborhood, the indigenous support network) to facilitate change. At the family level, MST attempts to provide parents with the resources needed for effective parenting and for developing better family structure and cohesion. At the peer level, a frequent goal of treatment of MST interventions is to decrease the youth's

involvement with delinquent and drug-using peers and to increase association with prosocial peers (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 youth and their families. It was developed to serve adolescents and families who lacked resources and were difficult to treat and who were often perceived by helping professionals as not motivated to change (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 the exposure of participant youth to delinquent peers. Although MTFC does not prevent out-of-home placement, both biological and foster parents receive parental training. Parents are trained to monitor daily peer associations and the whereabouts—at all times—of their children. In addition, parents are trained to know both the peers and the parents of the peers of their children. MTFC parents are part of the treatment team, along with program staff. MTFC parents implement a structured, individualized program for each youth, designed to simultaneously build on the youth's strengths and set clear rules, expectations, and limits (Westermark, Hansson, and Olsson, 2011).
- *Intensive Aftercare Program (IAP).* IAP is a risk-based model that addresses criminogenic risk and needs from a multisystemic perspective (individual, family, peer, school, substance abuse, and neighborhood). Central to the model is the practice of overarching case management. IAP focuses on the processes required for successful transition and aftercare and includes five subcomponents:
  - assessment, classification, and selection criteria. IAP focuses on high-risk offenders to maximize its potential for crime reduction and to avoid the negative outcomes previously demonstrated to result from supervising low-risk offenders in intensive supervision programs.
  - individualized case planning that incorporates family and community perspectives. This component specifies the need for institutional and aftercare staff to jointly identify the youth's service needs shortly after commitment and to plan for how those needs will be addressed during incarceration, transition, and aftercare. It requires attention to the problems in relation to the youth's family, peers, school, and other social networks.
  - a mix of intensive surveillance and services. IAP promotes close supervision and control of high-risk offenders in the community but also emphasizes the need for similarly intensive services and support. This approach requires that staff have small caseloads and that supervision and services be available not only on weekdays but also in the evenings and on weekends.
  - a balance of incentives and graduated consequences. Intensive supervision is likely to uncover numerous technical violations and program infractions. The IAP model indicates the need for a range of graduated sanctions tied directly and proportionately to the seriousness of the violation instead of relying on traditional all-or-nothing parole sanctioning schemes. At the same time, the model points to a need to reinforce the youth's progress consistently via a graduated system of meaningful rewards.
  - creation of links with community resources and social networks. This element of case management is rooted in the conviction that parole agencies cannot effectively provide

> the range and depth of services required for high-risk and high-need parolees unless they broker services through a host of community resources (Altschuler and Armstrong, 1994; Wiebush, McNulty, and Le, 2000).

The employment component of the HRHN program draws from the *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* (OJJDP, 1995). The guide states (p. 102) that

> vocational training and employment programs may address several risk factors, including academic failure, alienation and rebelliousness, association with delinquent and violent peers, and low commitment to school. Protective factors enhanced can include opportunities to acquire job experience, job skills, and recognition for work performed.

One of the most successful employment programs, JOBSTART, offered self-paced and competency-based instructions in basic academic skills, occupational skill training for specific jobs, training-related support services, and some combination of child care, transportation, counseling, mentoring, tutoring, need-based and incentive payments, work readiness, life skill instructions, and job placement assistance. JOBSTART participants were more likely to earn a General Educational Development Test (GED®) or high school diploma and less likely to be arrested in the first year after exiting the program, and females were less dependent on public assistance (OJJDP, 1995, pp. 108–109).

In 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 may include some combination of vocational training, academic instruction, counseling, career exploration and guidance, mentoring, health and dental care, childcare, community service experience, job readiness workshops, work experience and internships.
- Use positive youth development principles, which include encouraging strong youth/adult relationships, building youths' 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 youth who had participated in the HRHN program earlier and whose outcomes were measured during the previous year (FY 2011–2012). Because we had no demographic data other than age for either cohort of HRHN youth, we were not able to compare the characteristics of the two groups to ensure compatibility.

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

Outcomes

For outcome analyses, we examined 1,268 HRHN participants from FY 2012–2013 and 1,779 program participants whose outcomes were reported in FY 2011–2012. The FY 2012–2013 cohort showed significantly higher rates of completion of probation (21.8 percent versus 17.9 percent) and completion of community service (22.7 percent versus 17.4 percent), compared with the FY 2011–2012 cohort. However, the FY 2011–2012 HRHN probationers had a significantly lower arrest rate (30.5 percent versus 34.6 percent). Differences between the two groups in incarceration rate, completion of restitution, and rate of probation violations were not statistically significant.

Of the 329 participants in the HRHN employment component for whom we had data, none was employed in the six months before program entry, whereas 148 (45.0 percent) were employed in the six months following entry into the community phase of the program. For 684 home-based HRHN participants with nonmissing data, mean family-relation scale scores were significantly higher six months after program entry (5.83) than at program entry (4.23).

Big six outcomes for the HRHN program are shown in Figure 2.6. Details for all outcomes are presented in Table E.6 in Appendix E. Cluster and gender data were not available for HRHN participants for FY 2011–2012.

Difference-in-Differences Analyses

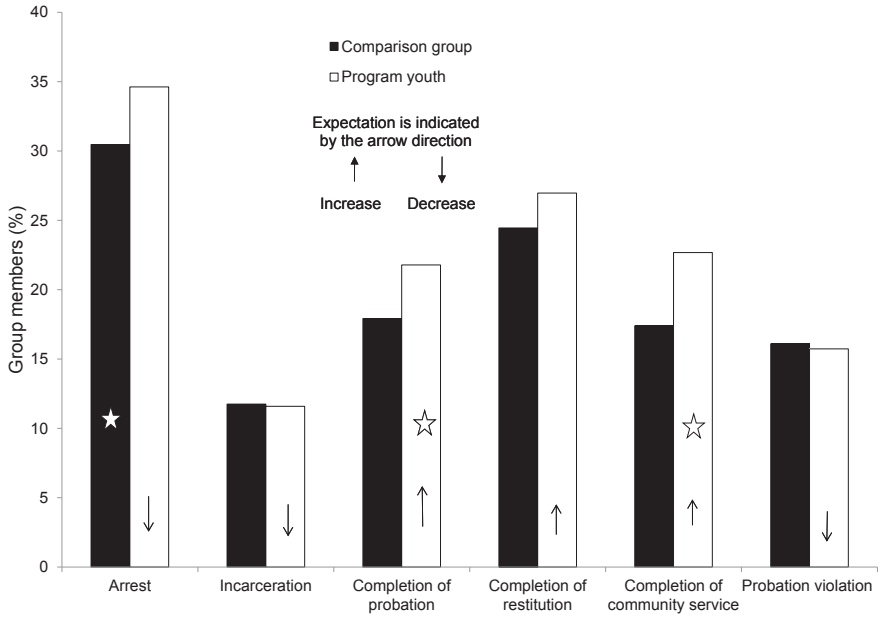
As with all JJCPA programs that used the previous year's cohort as a comparison group, we have included difference-in-differences analyses for the HRHN program. For each of the big six outcomes in the HRHN program, Table 2.9 shows the baseline and follow-up means, the odds ratio of the interaction term *year* × *post* in the logistic regression, and 95-percent CI for the odds ratio.

Difference-in-differences analyses show no significant differences between the current HRHN cohort and that of the previous year on any of the big six outcomes. This contrasts with a simple comparison for arrests, completion of probation, and completion of community service. When baseline rates are taken into account, both cohorts showed almost identical increases in arrest rates between baseline and follow-up. Baseline rates for completion of probation and completion of community service were quite low for both cohorts, and both cohorts improved markedly on these outcomes in the follow-up period. Thus, based on difference-in-differences analyses, HRHN met program goals of doing at least as well as the cohort from the previous year on all big six outcomes.

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

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

Figure 2.6
Outcomes for High-Risk/High-Need, FY 2012–2013



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

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

	Mean: Current Year (%)		Mean: Previous Year (%)				
Outcome	**Baseline**	**Follow-Up**	**Baseline**	**Follow-Up**	**Diff – Diff (%)**	**Odds Ratio**	**95% CI**
Arrest	31.78	34.62	27.77	30.47	–0.14	0.997	0.800–1.242
Incarceration	19.79	11.59	19.67	11.75	0.28	0.978	0.733–1.304
Completion of probation	1.14	21.78	0.69	17.92	–3.41	0.774	0.349–1.715
Completion of restitution	11.76	26.97	10.42	24.45	–1.18	0.996	0.721–1.375
Completion of community service	1.19	22.68	0.35	17.39	–4.45	0.403	0.125–1.295
Probation violation	18.80	15.74	21.59	16.10	–2.43	1.158	0.883–1.520

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

ation, completion of restitution, and probation violations were not statistically significant. The relevant supplemental outcomes for GSCOMM and HRHN participants were significantly improved in the six months after entering the program compared with the six months before

entering. One of the two supplemental outcome measures for YSA, the percentage of positive tests, was also significantly lower in the follow-up period than at program entry.

Difference-in-differences analyses indicated that all three programs in the Enhanced Services to High-Risk/High-Need Youth initiative met program goals of performing at least as well as the previous year's cohort on all of the big six outcome measures. This finding was consistent with a simple comparison in the YSA and GSCOMM programs. For HRHN, the significant findings on three of the big six outcomes—arrests, completion of probation, and completion of community service—were all nullified when baseline rates were taken into account using a difference-in-differences analysis, and we found no significant difference between the two cohorts on any of the big six outcome measures.

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

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

Programs and services included in this initiative are SBHS-PROB, SBMS-PROB, SBHS-AR, SBMS-AR, ACT, PARKS, HB, and IOW. A total of 19,948 youth received services from programs in this initiative during the JJCPA program's FY 2012–2013. Of the three initiatives, this is the only one that delivered service to more at-risk youth (10,520) than probationers (6,724).

Whenever possible, youth in the Enhanced School- and Community-Based Services initiative were evaluated based on an appropriate comparison group. If no appropriate comparison group could be identified, youth were evaluated by comparing their outcomes in a reference period before enrollment in the program with their outcomes in a comparable reference period after enrollment. Table 2.10 lists the programs in this initiative and briefly describes the comparison group for each program.

We next briefly describe each program in the Enhanced School- and Community-Based Services initiative, along with reported outcomes for FY 2012–2013. Except where specifically noted, all of the outcome differences listed were statistically significant ($p < 0.05$), meaning that the performance of JJCPA youth was significantly different from that of comparison-

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

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

group youth or from their baseline measures.[7] Sample sizes indicated are for the entire program and comparison groups. Because probation outcomes are not applicable to at-risk youth and because only a subset of probationers are assigned restitution or community service, probation outcomes will be based on a subset of the entire group. Sample sizes for supplemental outcomes might be considerably smaller because, for instance, school data were not available or strength and risk evaluation was not done on all program youth. Because SBHS-AR, SBMS-AR, and IOW use program participants from the previous year as 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 E.

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

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

Program goals include

- reducing recidivism of probationers by enforcing conditions of probation and by daily monitoring of school performance (attendance, performance, and behavior)
- preventing arrest and antisocial and delinquent behavior by at-risk youth

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

- holding probationers and at-risk youth and their families accountable
- building resiliency and educational and social skills.

In addition to supervising youth on school campuses, DPOs provide a variety of services, including early probation intervention, for youth exhibiting antisocial behavior or performing poorly in school. The program is goal oriented and strives to reduce delinquency and promote school success by

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

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

Evidence Base for 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). In a meta-analysis based on 548 independent study samples, Lipsey (2009) found 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. The LARRC is based on the what-works research. Further, school-based DPOs enhance strength-based training, including training in MST and FFT case-management interventions.

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.

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

The comparison group for SBHS-PROB consisted of routine probationers who were weighted to match program youth by age, gender, race and ethnicity, offense severity, time on probation, and gang order.[8] Beginning with a sample of 2,582 routine probationers from FY 2011–2012 and FY 2012–2013, the computed weights yield an effective sample of 2,064 comparison-group youth.[9] As Table 2.11 shows, the two groups were well matched when the appropriate weights are used for the comparison group, with no statistically significant differences between the two groups except for age, for which the comparison group's mean age is slightly higher than that of SBHS-PROB youth. It is also possible that there is an unmeasured or unobserved feature that differs between the two groups and is the cause for the observed outcome effect. In particular, comparison-group youth are more likely to be high school dropouts because SBHS-

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

Factor	SBHS-PROB Participants	Comparison-Group Youth (weighted)
Mean age (years)	15.8[a]	15.9
Male (%)	78.2	78.4
Race or ethnicity (%)		
Black	24.5	24.2
White	5.3	5.5
Hispanic	60.3	60.3
Other	9.9	10.0
Instant offense (%)		
Violent	27.5	27.7
Property	26.2	25.6
Drug	7.7	7.5
Gang order (%)	1.9	1.9
Probation began 2011 (%)	22.9	22.1
Probation began 2012 (%)	75.9	76.6

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

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

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

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

PROB youth, by definition, are not. This could potentially put comparison-group youth at higher risk for negative outcomes.

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

Outcomes for School-Based Probation Supervision for High School Probationers

For outcome analyses, we examined 2,517 school-based high school probationers and 2,064 comparison-group youth. Consistent with program goals is the finding that, for program youth, there was a significant increase in the percentage of school days attended (from 77.2 percent to 91.1 percent) and a significant decrease in suspensions (from 28.7 percent to 9.7 percent) and in expulsions (from 4.3 percent to 0.6 percent) in the term after entering the program compared with the term immediately before entering. SBHS-PROB youth also had significantly more-favorable outcomes than comparison-group youth on five of the big six outcomes. They had higher rates for successful completion of probation (17.6 percent versus 1.4 percent), restitution (32.3 percent versus 19.2 percent), and community service (17.5 percent versus 0.9 percent) than comparison-group youth. Comparison-group youth had significantly lower incarceration rates (3.7 percent versus 5.2 percent for SBHS-PROB participants), as well as significantly fewer violations (3.2 percent versus 6.6 percent). Differences in arrest rates between the two groups were not statistically significant. SBHS-PROB risk scores decreased significantly from a mean of 7.0 to a mean of 3.7 six months after entering the program compared with scores at program entry. Strength scores also increased significantly, from 8.5 at program entry to 15.0 six months later. Big six outcomes are shown in Figure 2.7, with complete details for both big six and supplemental outcomes in Table E.7 in Appendix E.

As we noted in Chapter One, probation in Los Angeles County is administered within five areas called clusters, which correspond closely to the five districts that elect members to the Los Angeles County Board of Supervisors. We present outcomes by cluster to allow interested readers to compare results within a given cluster.[10]

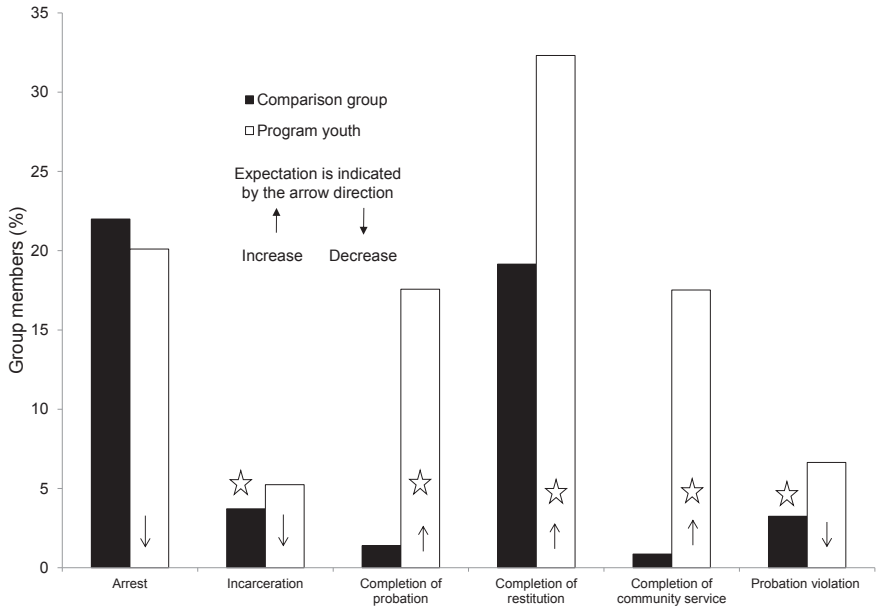
Cluster data were available for all but 14 youth (99.4 percent) in the high school program for probationers. Big six outcomes, broken down by cluster, are illustrated in Figures 2.8 and 2.9. Outcomes by gender are in Table F.2 in Appendix F. More detail on big six outcomes by cluster are in Table G.1 in Appendix G. In this program, youth from cluster 2 had higher arrest, incarceration, and probation-violation rates than youth in other clusters. Youth in cluster 2 also showed lower rates of completion of probation, restitution, and community service.

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

The comparison group for SBMS-PROB consisted of routine probationers whose outcomes were weighted to match program youth by age, gender, race and ethnicity, offense severity,

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

Figure 2.7
Outcomes for School-Based Probation Supervision for High School Probationers, FY 2012–2013



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

Figure 2.8
Outcomes for School-Based Probation Supervision for High School Probationers, by Cluster, FY 2012–2013

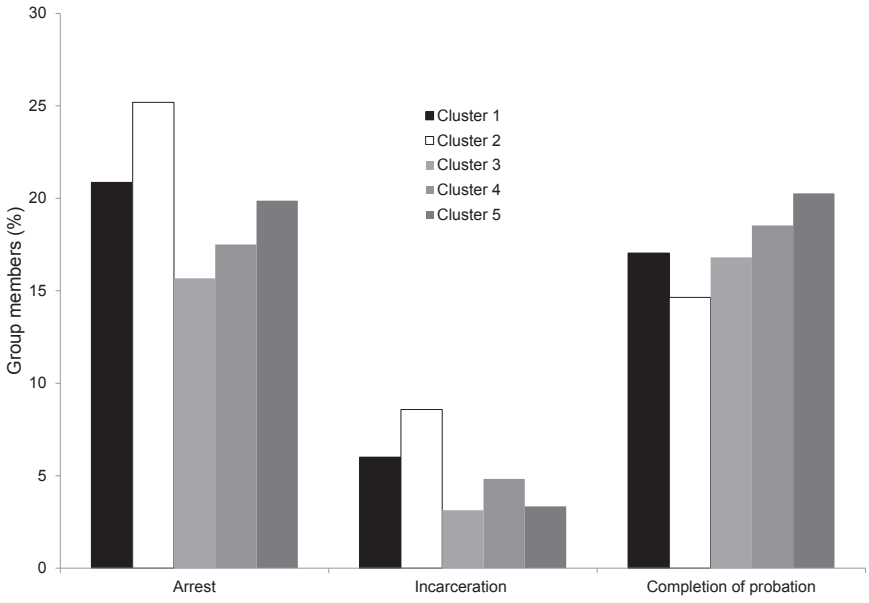
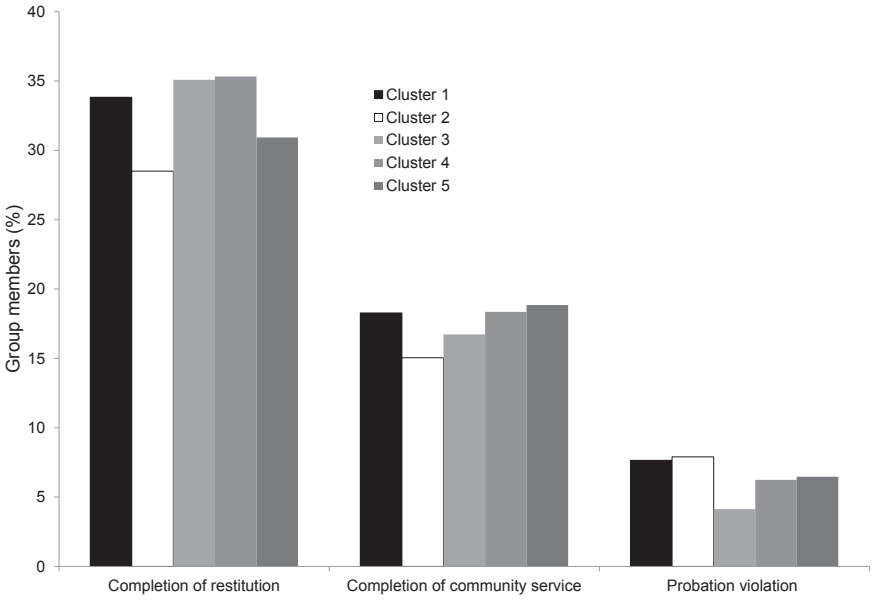


Figure 2.9
Outcomes for School-Based Probation Supervision for High School Probationers, by Cluster, FY 2012–2013



time on probation, and gang order.[11] Beginning with a sample of 2,582 routine probationers from FY 2011–2012 and FY 2012–2013, the computed weights yield an effective sample size of 308 comparison-group youth. As Table 2.12 shows, the two groups were well matched when the appropriate weights are used for the comparison group. None of the differences between the two groups was statistically significant. We would note, however, that there might still be an unmeasured or unobserved feature that differs between the two groups and is responsible for the observed outcomes.

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

Outcomes for School-Based Probation Supervision for Middle School Probationers

For outcome analyses, we examined 62 school-based middle school probationers and 308 comparison-group youth. Consistent with program goals is the finding that program youth showed a significant increase in school attendance (from 79.2 percent to 94.7 percent) and a decrease in suspensions (from 37.5 percent to 15.6 percent) in the school term following program entry, compared with the term immediately before entering. Significance testing for expulsions was

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

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

Factor	SBMS-PROB Participant	Comparison-Group Youth (weighted)
Mean age (years)	13.4	13.4
Male (%)	82.6	81.7
Race or ethnicity (%)		
Black	32.6	32.7
White	2.2	2.2
Hispanic	56.5	56.0
Other	8.7	9.0
Instant offense (%)		
Violent	47.8	47.5
Property	28.3	27.8
Drug	6.6	6.8
Gang order (%)	15.2	13.6
Probation began 2011 (%)	10.9	11.4
Probation began 2012 (%)	84.8	88.0

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

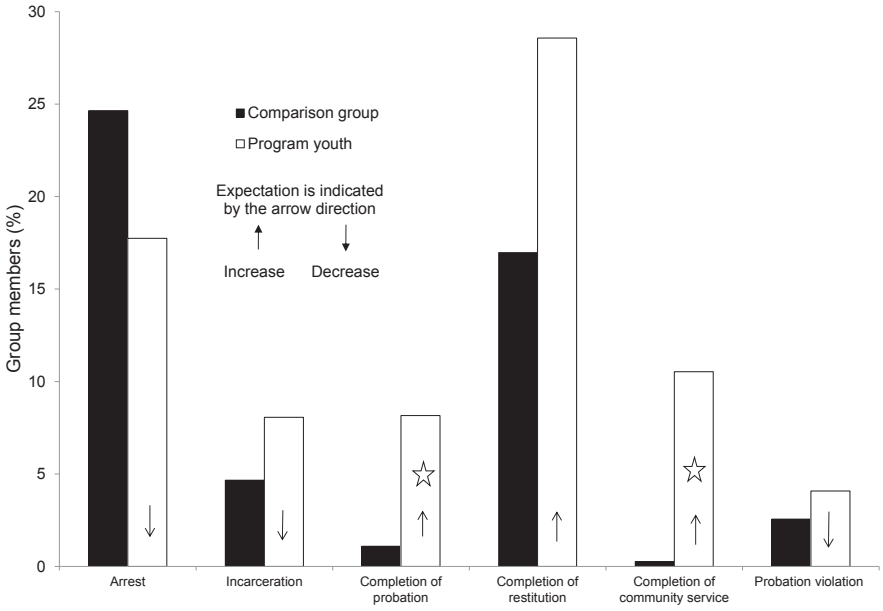
not possible because there were no expulsions in the term after program entry. SBMS-PROB youth also had significantly lower risk scores (3.8 versus 7.2) and higher strength scores (15.4 versus 7.8) six months after entering the program than at program entry. SBMS-PROB participants were significantly more likely than comparison-group youth to complete probation (8.2 percent versus 1.1 percent) and to complete community service (10.5 percent versus 0.3 percent). The two groups did not differ significantly in rates of arrest, incarceration, successful completion of restitution, or probation violations. For big six outcomes, see Figure 2.10. Details for all outcomes are shown in Table E.8 in Appendix E. Big six outcomes by gender are in Table F.3 in Appendix F and by cluster in Table G.2 in Appendix G.

Cluster data were available for all but one participant in the middle school probationer program. Big six outcomes by cluster are shown in Figures 2.11 and 2.12, with details in Table G.2 in Appendix G. Cluster 1 youth had the highest rates of arrest but no incarcerations. Cluster 5 showed the highest rates of successful completion of probation and of restitution.

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

The comparison group for SBHS-AR consists of 694 participants in the program whose outcomes were calculated during the previous year (FY 2011–2012), with the goal of doing at least as well in the current year as in the previous year.

Figure 2.10
Outcomes for School-Based Probation Supervision for Middle School Probationers, FY 2012–2013



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

As Table 2.13 shows, SBHS-AR participants for the two fiscal years differ in ethnic composition and in the location of those who received services. In FY 2012–2013, there were significantly fewer Hispanics and significantly more "other" ethnicities than in FY 2011–2012. Clusters 2 and 4 show statistically different percentages between the two years. These differences call into question the suitability of using the previous year's cohort as a comparison group for the current year's program participants.[12]

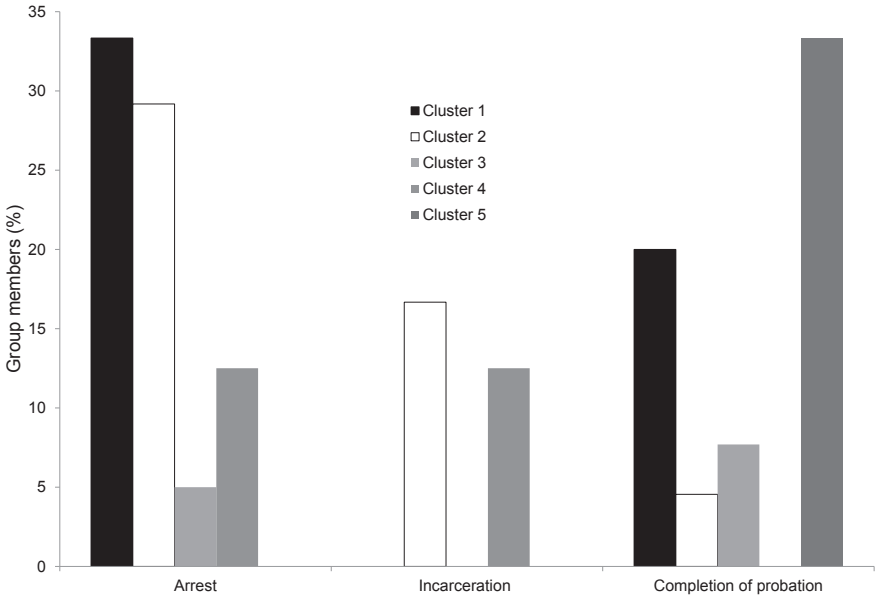
For both SBHS-AR and comparison-group youth, big six outcomes were measured during the six months following entry into the program. For supplemental school outcomes—attendance, suspensions, and expulsions—program participants were compared in the term before program entry and the term following program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

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

For outcome analyses, we compared 1,025 school-based high school youth with 694 comparison-group youth. Consistent with program goals is the finding that SBHS-AR youth improved school attendance in the term after entering the program compared with the term immediately before (90.6 percent versus 82.2 percent). Program youth also had significantly fewer school suspensions in the term after entering the program than in the term immediately before

[12] As with the SBHS-AR group, despite questionable comparability between program participants and comparison-group youth, we are nonetheless required by the BSCC to report findings for each group. Similarly, we assume that the audience for this report expects outcomes to be reported for all programs.

Figure 2.11
Outcomes for School-Based Probation Supervision for Middle School Probationers, by Cluster, FY 2012–2013



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

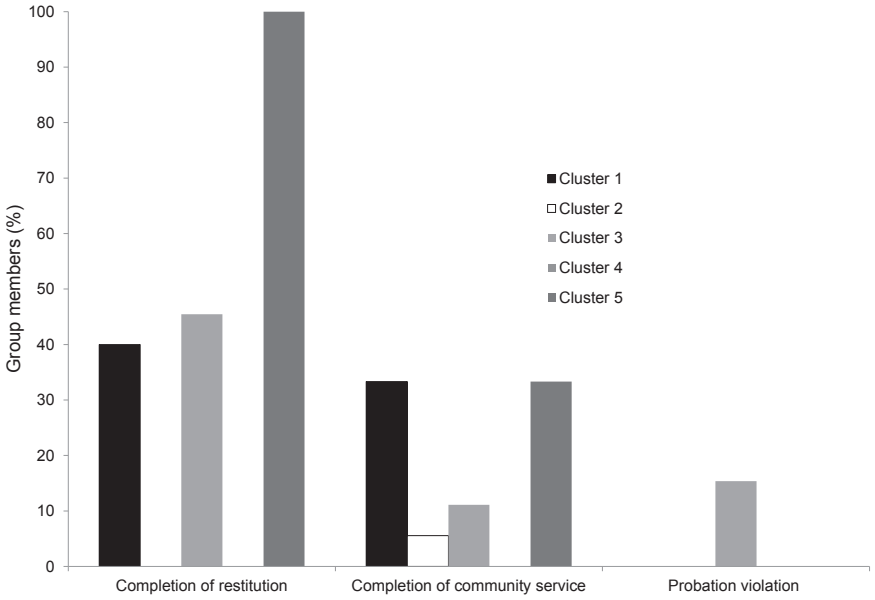
entering (7.3 percent versus 25.9 percent). Mean strength scores were significantly higher (18.7 versus 9.2) and barrier scores significantly lower (4.8 versus 8.0) six months after program entry than at program entry. FY 2012–2013 and FY 2011–2012 SBHS-AR youth showed very similar arrest and incarceration rates, with the differences between the two cohorts not statistically significant. Probation outcomes were not applicable because the program serves only at-risk youth. Outcomes are shown in Figure 2.13, with details for all outcomes in Table E.9 in Appendix E.

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

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

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 2.14 shows the baseline and follow-up means, the odds ratio of the interaction term *year* × *post* in the logistic regression, and 95-percent CI for the odds ratio. The two cohorts did not differ significantly in rate of arrest. The odds ratio for incarceration could not be computed because the baseline for the FY 2011–2012 cohort was 0.

Figure 2.12
Outcomes for School-Based Probation Supervision for Middle School Probationers, by Cluster, FY 2012–2013



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

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

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

As with the SBHS-AR group, the comparison group for the SBMS-AR program consisted of 560 youth whose outcomes were reported in the SBMS-AR program during FY 2011–2012.

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

Table 2.15 compares the characteristics of SBMS-AR participants in FY 2012–2013 with those from FY 2011–2012. The characteristics of those in the program are somewhat different in the two years, casting some doubt on the comparability of the two groups. Notably, the FY 2011–2012 cohort had significantly fewer black youth than the previous year's cohort. We also see a different geographical distribution in the two years, with clusters 2, 3, and 5 differing significantly between the two years.[13]

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

Table 2.13
Comparison of School-Based Probation Supervision for At-Risk High School Youth in FY 2012–2013 with Those in FY 2011–2012

Factor	FY 2012–2013	FY 2011–2012
Mean age (years)	15.1	15.1
Male (%)	52.8	54.1
Race or ethnicity (%)		
Black	10.9	12.4
White	5.5	4.6
Hispanic	70.3	75.0[a]
Other	13.3[a]	8.0
Residence (%)		
Cluster 1	20.5	18.4
Cluster 2	15.5[a]	7.4
Cluster 3	4.3	5.2
Cluster 4	28.8	48.0[a]
Cluster 5	30.8[a]	21.1

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

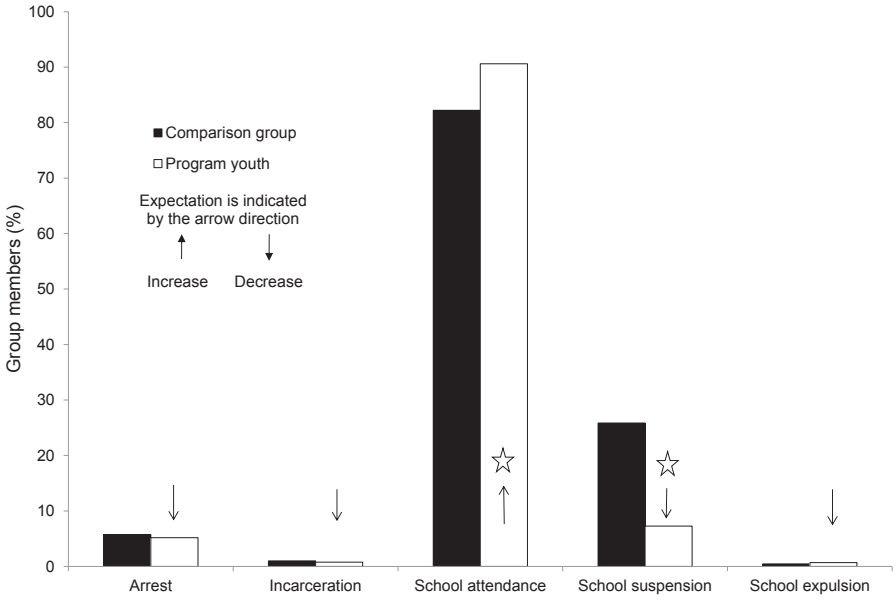
[a] $p < 0.05$.

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

For outcome analyses, we examined 444 school-based middle-school youth along with 560 comparison-group youth. Consistent with program goals is the finding that program youth significantly increased school attendance (from 78.2 percent to 96.5 percent) and significantly decreased suspensions (from 38.9 percent to 17.8 percent) in the term after entering the program compared with the term immediately before entering. Differences in arrest and incarceration rates were not statistically significant. In addition, program youth had significantly lower mean barrier scores (4.0) six months after program entry than at program entry (7.7). Program youth also had significantly higher mean strength scores (17.8) six months after entering the program than at program entry (9.0). Probation outcomes were not applicable because the program serves only at-risk youth. See Figure 2.15 for the relevant outcomes, with complete details in Table E.10 in Appendix E.

Cluster data were available for all but one at-risk participant in the school-based middle school program. As Figure 2.16 indicates, cluster 2 had the highest rate of both arrests and incarcerations, while cluster 1 had no arrests or incarcerations. More-complete details are in Table G.4 in Appendix G. Outcomes by gender are in Table F.5 in Appendix F.

Figure 2.13
Outcomes for School-Based Probation Supervision for At-Risk High School Youth, FY 2012–2013



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

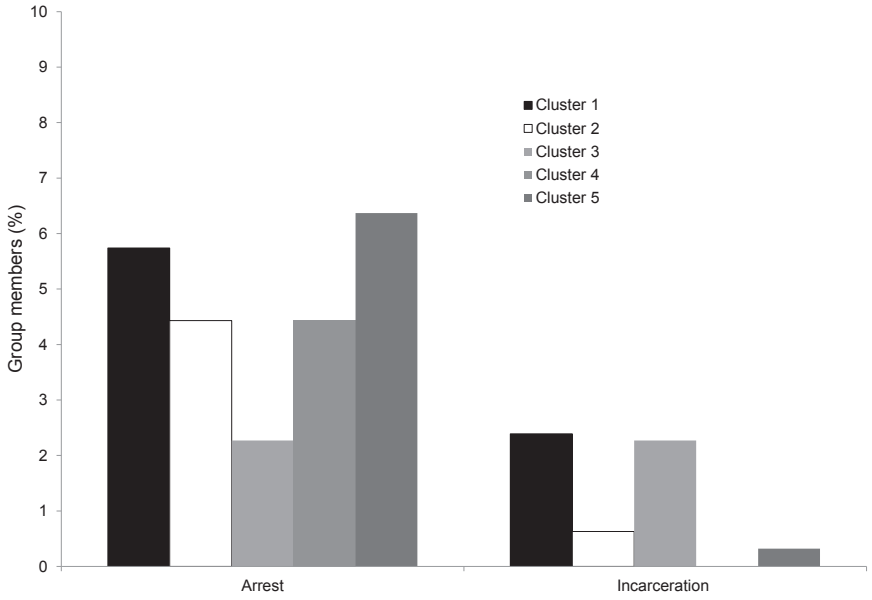
Difference-in-Differences Analyses for School-Based Probation Supervision for At-Risk Middle School Youth

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. The odds ratio for incarceration could not be computed because the baseline for the FY 2012–2013 cohort was 0. Both types of analysis indicate that the SBMS-AR program met its stated goal that the current year's cohort demonstrate outcomes that are statistically no different from those of the previous year's cohort.

Abolish Chronic Truancy

ACT is a Los Angeles County District Attorney's Office program that targets chronic truants in selected elementary schools. Program objectives are to improve school attendance through parent and child accountability while the parent still exercises control over the child and to

Figure 2.14
Outcomes for School-Based Probation Supervision for At-Risk High School Youth, by Cluster, FY 2012–2013



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

Table 2.14
Means, Odds Ratios, and Confidence Intervals for Outcomes for School-Based Probation Supervision for At-Risk High School Youth

	Mean: Current Year (%)		Mean: Previous Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	2.93	5.17	3.31	5.76	0.21	1.014	0.506–2.031
Incarceration	0.20	0.78	0.00	1.01	0.43	—	—

NOTE: The odds ratio for incarceration could not be computed because the baseline for the previous year's cohort was 0. Diff – Diff gives the percentage change of the current year compared with the previous year. A negative value in that column indicates a reduction, while a positive value shows an increase.

ensure that youth who are at risk of truancy or excessive absences attend school. Program goals are to

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

The ACT program receives referrals from the participant schools. On referral of a truant student, staff members of the district attorney (DA) notify the student's parent. After contact,

Table 2.15
Comparison of School-Based Probation Supervision for At-Risk Middle School Youth in FY 2012–2013 and Those in FY 2011–2012

Factor	FY 2012–2013	FY 2011–2012
Mean age (years)	12.5	12.6
Male (%)	51.9	47.1
Race or ethnicity (%)		
Black	15.0	21.3[a]
White	3.6	3.1
Hispanic	76.6	72.0
Other	4.8	3.6
Residence (%)		
Cluster 1	24.6	24.5
Cluster 2	9.5	20.4[a]
Cluster 3	19.9[a]	15.0
Cluster 4	21.7	24.3
Cluster 5	24.4[a]	15.9

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

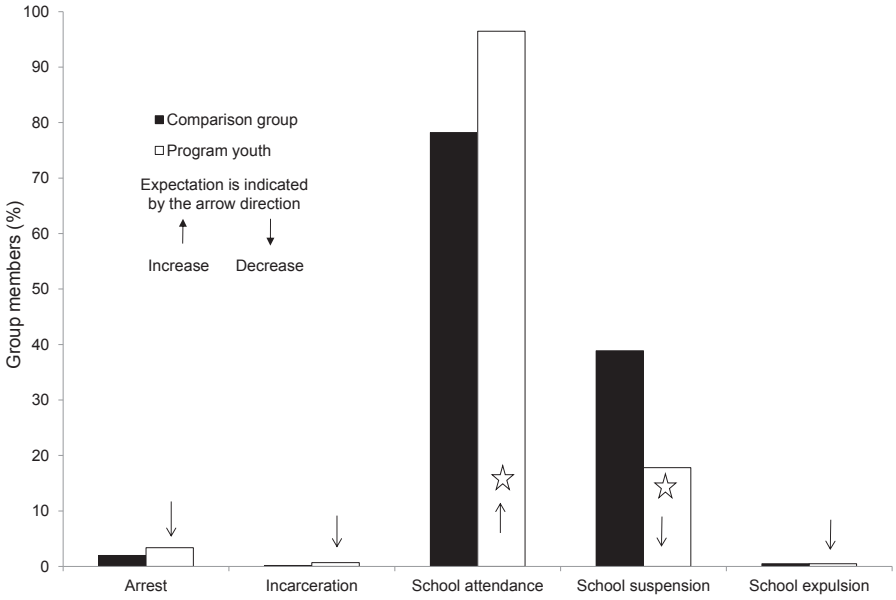
a meeting with the parent is scheduled. Escalation of truancy results in a formal letter being sent to the parent, placing the parent on notice that legal action will be taken against him or her if the student continues to be truant. If the student's attendance improves or meets the school standards, the legal action is held in abeyance. If the truancy continues, the DA will go forward with legal action against the parent.

Evidence Base for the Program

In an OJJDP paper titled *Truancy: First Step to a Lifetime of Problems* (Garry, 1996), truancy is cited as an indicator of and "stepping stone to delinquent and criminal activity" (p. 1). The paper notes that several studies have documented the correlation between drugs and truancy. These studies have also found that parental neglect is a common cause of truancy and that school attendance improves when truancy programs hold parents accountable for their 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 youth, and 28 percent were referred for prosecution. The program requires that the Office of the City Attorney con-

Figure 2.15
Outcomes for School-Based Probation Supervision for At-Risk Middle School Youth, FY 2012–2013



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

tact the parent within three days of an unexcused absence. The parent must respond, outlining the measures that he or she has taken to ensure that the child is attending school. If the student continues to be truant, the Office of the City Attorney sends a second letter to the parent notifying him or her of its intent to request a criminal filing. In lieu of formal criminal proceedings, the prosecutor can refer the family to counseling or family support programs (Garry, 1996).

The ACT program shares many components with this successful program. Youth with chronic truancy are referred to the DA's office. Similarly to what happens in the Save Kids program, the DA notifies the parents of the truant youth and follows up with a formal criminal filing if the parent fails to take appropriate corrective action. The OJJDP bulletin on the Juvenile Accountability Block Grants program (Gramckow and Tompkins, 1999) cites the ACT program and presents it as one model of an approach and program that holds juvenile offenders accountable for their behavior. In a more recent evaluation of truancy interventions, Dembo and Gulledge (2009) note that important components of a successful approach should include programs based in schools, the community, the courts, and law enforcement. A similar approach, addressed to practitioners, is advocated by McKeon and Canally-Brown (2008).

Comparison Group and Reference Period

A pre-post design was used to evaluate ACT participants. The pre-post design is subject to regression to the mean because participation in the program was triggered by the individual's

Figure 2.16
Outcomes for School-Based Probation Supervision for At-Risk Middle School Youth, by Cluster, FY 2012–2013

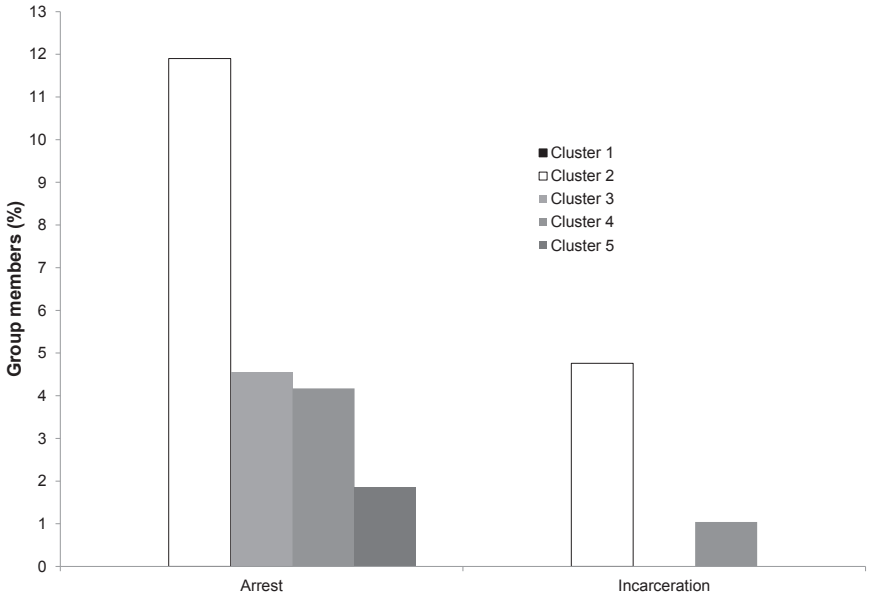


Table 2.16
Means, Odds Ratios, and Confidence Intervals for Outcomes for School-Based Probation Supervision for At-Risk Middle School Youth

	Mean: Current Year (%)		Mean: Previous Year (%)				
Outcome	Baseline	Follow-Up	Baseline	Follow-Up	Diff – Diff (%)	Odds Ratio	95% CI
Arrest	2.93	3.38	3.21	1.96	–1.70	1.921	0.659–5.605
Incarceration	0.00	0.68	0.36	0.18	–0.86	—	—

NOTE: The odds ratio for incarceration could not be computed because the baseline for the current year was 0. Diff – Diff gives the percentage change of the current year compared with the previous year. A negative value in that column indicates a reduction, while a positive value shows an increase.

truancy.[14] Because those selected might have already had extreme truancy rates, a decrease in truancy is likely (Campbell and Stanley, 1963).

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

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

Outcomes

For outcome measures, we examined 3,144 ACT youth. Consistent with program goals is the finding that ACT youth had significantly fewer school absences—a mean of 9.2 days—in the term after program entry than in the term immediately preceding program entry (when the mean absence was 16.1 days). Of the participants in this program, all of whom were at-risk youth, three were arrested in the six months before program entry and eight in the six months after entering the program. The difference is not statistically significant.[15] ACT youth had no incarcerations in the six months before entering the program and three during the six months after entering the program.[16] Probation outcomes were not applicable because the program serves only at-risk youth. For more details, see Table E.11 in Appendix E. Cluster and gender data were not available for ACT.

After-School Enrichment and Supervision Program

County of Los Angeles Department of Parks and Recreation and City of Los Angeles Department of Recreation and Parks agencies, the Los Angeles Unified School District (LAUSD), the Los Angeles County Office of Education, other school districts, community-based service providers, and the Probation Department collaborate to provide after-school enrichment programs and supervision for youth on formal probation, as well as at-risk youth, in selected locations in the 85 school service areas. These after-school enrichment programs are located at county and city parks, schools, and CBOs. School-based DPOs refer probationers to after-school programs. The after-school services are offered at a time of the day when youth, especially probationers, are most likely to be without adult supervision, and the services are intended to reduce probationers' risk of reoffending.

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

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

Evidence Base for 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 articulated by David Hawkins and Richard Catalano (1992) about risk and protective factors related to the development of delinquency.

Research has repeatedly identified risk factors associated with adolescent problem behaviors, such as failure to complete high school, teen pregnancy and parenting, and association

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[15] Because we are comparing the performances of the same individuals during different time periods, we have used McNemar's test for significance with ACT, as well as for the other programs evaluated using a pre-post design.

[16] 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.

with delinquent peers (Tolan and Guerra, 1994; Reiss, Miczek, and Roth, 1993; J. Hawkins, Catalano, and Miller, 1992; Dryfoos, 1990). The approach popularized by Hawkins and Catalano (1992) identifies critical risk and protective factors in various domains. Ostensibly, the more risk factors to which a child is exposed, the greater the chance of the child's developing delinquent behavior and the greater the likelihood that this antisocial behavior will become serious. However, delinquency can be delayed or prevented by reducing risk factors and enhancing protective factors, such as positive social orientation, prosocial bonding, and clear and positive standards of behavior (OJJDP, 1995).

Communities can improve youths' chances of leading healthy, productive, crime-free lives by reducing economic and social deprivation and mitigating individual risk factors (e.g., poor family functioning, academic failure) while promoting their abilities to (1) bond with prosocial peers, family members, and mentors; (2) be productive in school, sports, and work; and (3) successfully navigate the various rules and socially accepted routines required in a variety of settings (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

A pre-post design was used to evaluate the PARKS program. Because all PARKS participants were at-risk youth, the pre-post design is less problematic here than with other programs that include probationers.

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

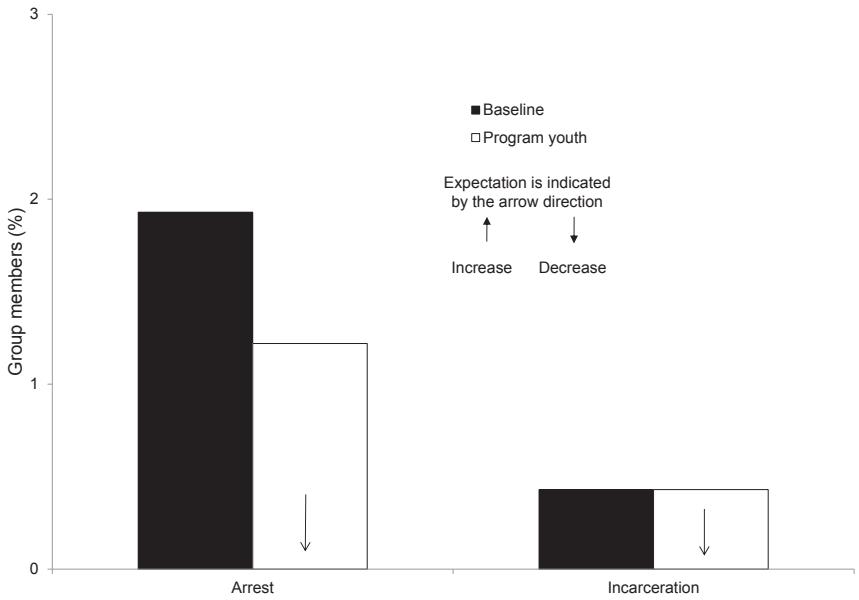
Outcomes

To measure outcomes, we compared the performance of 1,396 PARKS youth in the six months before entering the program with their performance in the six months after entering. Targeting at-risk youth, the goal of the after-school enrichment program is to keep at-risk youth out of the juvenile justice system. In the JJCPA programs in FY 2012–2013, 1.2 percent of the participants were arrested in the six months following program entry, compared with 1.9 percent in the six months prior to program entry. Only 0.4 percent of PARKS participants were incarcerated in the six months prior to program entry and in the six months after program entry. Neither arrest rates nor incarceration rates were significantly different between baseline and follow-up. For the supplemental outcome for this program, arrest rates between 3:00 p.m. and 6:00 p.m., only four participants were arrested in the six months prior to program entry, and three in the six months after program entry. For arrests and incarceration, see Figure 2.17. Additional details are provided in Table E.12 in Appendix E. Cluster and gender data were not available for this program.

Housing-Based Day Supervision Program

The HB program provides day, evening, and weekend supervision and services for probationers, at-risk youth, and their families who are residents in specific housing developments within the county. County and city housing authorities partner with CBOs, schools, the Probation Department, and other county agencies to provide a menu of services specific to the probationers living in public housing developments. Additionally, this program assists the families

Figure 2.17
Outcomes for After-School Enrichment, FY 2012–2013



of probationers in gaining access to resources and services that will help them become self-sufficient, thereby reducing risk factors associated with juvenile delinquency.

Program goals are to

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

The HB program places DPOs at selected public housing developments to provide day services and supervision for probationers and at-risk youth and their families. HB DPOs employ strength-based case-management interventions based on the MST and FFT models. The HB program and case-management interventions are designed to empower parents with the skills, resources, and support needed to effectively parent their children. Additionally, school- and peer-level interventions are aimed at increasing school competencies and performance, decreasing the youth's involvement with delinquent drug-using peers, and increasing association with prosocial peers.

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

- address criminogenic needs and risk factors, based on a research-based risk and need instrument validated for the Los Angeles delinquency population
- enhance parental monitoring skills
- enhance family affective relations

- decrease youth association with delinquent peers
- increase youth association with prosocial peers
- improve youth school performance
- engage youth in prosocial recreational outlets
- develop an indigenous support network.

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

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

Comparison Group and Reference Period

The HB program was evaluated using a pre-post design. Pre-post designs can be problematic because there is no separate comparison group to help control for history and maturation effects.

Big six outcomes were measured in the six months before program entry and in the six months after program entry. Supplemental outcomes were school attendance and housing-project crime rate. Attendance was measured in the last academic period before program entry and in the first complete academic period after program entry. Housing-project crime rates were measured in FY 2011–2012 and FY 2012–2013.[17]

Outcomes

For outcome measures, we compared the pre- and post- performance of 59 HB youth. Consistent with program goals is the finding that HB youth showed significant increases in school attendance in the term after entering the program compared with the term immediately before entering, from 80.5 percent to 97.2 percent. Arrest rates were lower in the six months following program entry than in the six months before (6.8 percent versus 13.6 percent), although the difference was not statistically significant. Only two program participants were incarcerated in

[17] 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 2012–2013. Those housing sites had received JJCPA services in previous years.

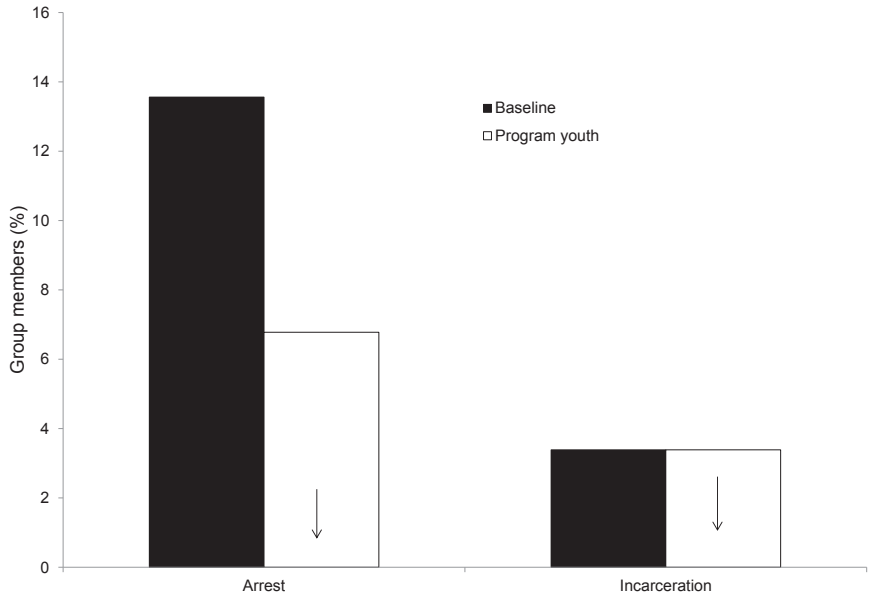
the six months before program entry and in the six months after program entry. Because only 13 of the 59 youth in the program were probationers, probation outcomes were not applicable. The housing-project crime rate in FY 2012–2013, 841 per 10,000 residents, was lower than the 919-per-10,000-residents rate in FY 2011–2012. Arrests and incarcerations are shown in Figure 2.18. Details for all outcome measures can be found in Table E.13 in Appendix E. Outcomes by gender are in Table F.6 in Appendix F. Analyses by cluster are shown in Table G.5 in Appendix G.

Inside-Out Writers

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

The IOW program uses a writing program to develop interpersonal and communication skills for youth who volunteer to participate in the program. The youth meet weekly, in sessions led by professional writers, to write and critique their writing work with others in the group. Youth are guided both in their writing and in their discussion of their written work, providing experience in building a supportive community. The professional writers work closely with

Figure 2.18
Outcomes for Housing-Based Day Supervision, FY 2012–2013



the participating youth and provide activities consistent with resiliency research. The program activities involve

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

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 funded by OJJDP and replicated in several sites demonstrated that improving literacy also improved attitudes in detained juveniles. The authors also note that a juvenile's feeling of inadequacy can be reinforced by experiencing academic failure (Hodges, Giuliotti, and Porpotage, 1994).

Although there is no evidence base to demonstrate that literacy training *causes* reduced criminal behavior, higher literacy rates are correlated with less criminal behavior. Resiliency research has shown decreased crime and antisocial behaviors in programs that, like IOW, are based on the six points listed above (OJJDP, 2000).

Drakeford (2002) found that an intensive literacy program among juveniles confined in correctional facilities was associated with gains in oral fluency, grade placement, and overall attitude. Although he studied only a tiny sample (six youths), his conclusions are consistent with 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, suggest 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" (O'Cummings, Bardack, and Gonsoulin, 2010, p. 4).

Comparison Group and Reference Period

The comparison group for the current year's IOW participants consists of IOW participants whose outcomes were reported for the previous year, FY 2011–2012, with the goal of performing at least as well in the current year as in the previous year. A supplemental outcome, juvenile hall behavior violations, was measured by the number of special incident reports (SIRs) in the first 30 days of the program and in the last 30 days of the program or during month 6 of the program, whichever came first.

Outcomes

For outcome measures, we compared the performances of 1,816 FY 2012–2013 IOW youth and those of 1,943 FY 2011–2012 IOW participants. The FY 2011–2012 cohort had signifi-

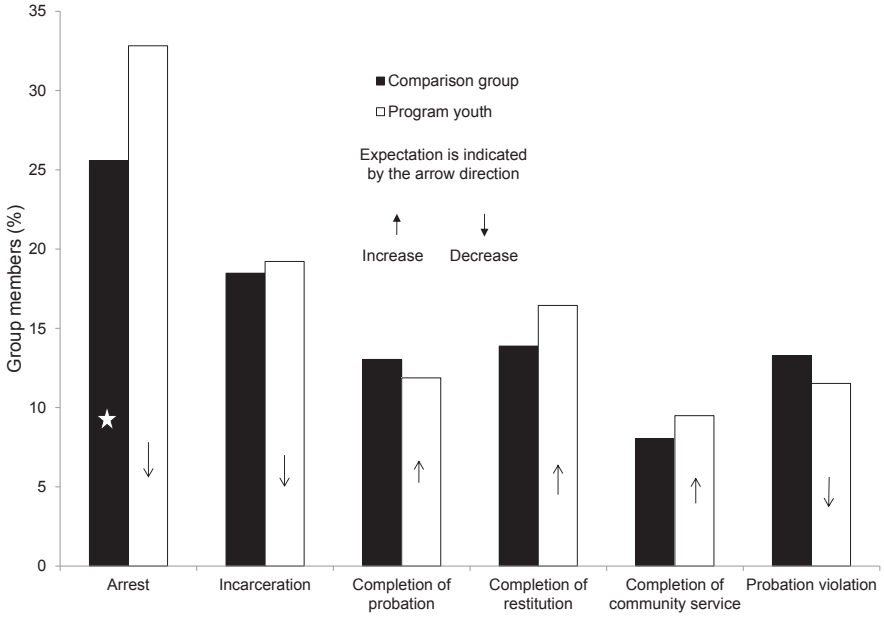
cantly lower rates of arrest (25.6 percent versus 32.8 percent). Differences between the two groups in incarcerations, completion of probation, completion of restitution, completion of community service, and probation violations were not statistically significant. Thus, the IOW program met program goals in five of the big six outcomes (no significant difference from the previous year's performance) and failed to meet program goals in one outcome.

The mean number of SIRs six months after program entry (or in the last 30 days of the program, whichever came first) was virtually identical to the mean number of SIRs in the first month of the program—the means being 0.17 in the first month and 0.15 six months later, a difference that was not statistically significant. BSCC-mandated big six outcome results are shown in Figure 2.19. Additional details for all outcomes are available in Table E.14 in Appendix E. Cluster and gender data were not available for IOW participants in FY 2012–2013.

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 2.17 shows the baseline and follow-up means, the odds ratio of the interaction term *year* × *post* in the logistic regression, and 95-percent CI for the odds ratio. In contrast to a simple comparison, a difference-in-differences analysis found that pre–post differences in arrest rates between the two cohorts were not statistically significant, although pre–post differences in incarceration rates were. Both the baseline and follow-up arrest rates for the FY 2012–2013 cohort were higher than for the FY 2011–2012 cohort, but the difference between baseline and follow-up rates for the two years was not statistically significant. For incarcerations, the opposite was true. The increase in incarcerations

Figure 2.19
Outcomes for Inside-Out Writers, FY 2012–2013



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

Table 2.17
Means, Odds Ratios, and Confidence Intervals for 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	49.28	32.82	43.95	25.58	–1.91	1.147	0.948–1.388
Incarceration	15.03	19.22	17.81	18.48	–3.52	1.285	1.013–1.631
Completion of probation	2.02	11.87	1.97	13.03	1.21	0.881	0.504–1.538
Completion of restitution	7.19	16.44	7.88	13.88	–3.25	1.349	0.899–2.022
Completion of community service	1.61	9.49	1.38	8.05	–1.21	1.026	0.450–2.339
Probation violation	17.35	11.52	21.10	13.27	–2.00	1.083	0.823–1.425

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

between baseline and follow-up was significantly larger for the FY 2012–2013 cohort than for the FY 2011–2012 cohort. For the other big six outcomes, both a simple comparison and a difference-in-differences analysis show no significant difference between the two cohorts.

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

Taken as a whole, youth in the Enhanced School- and Community-Based Services initiative had significantly better outcomes than the baseline period or comparison group on three of the big six measures: completion of probation, completion of restitution, and completion of community service. Differences in arrest rates, incarceration rates, and probation violations were not statistically significant. For the programs that used educational measures as supplemental outcomes, school attendance improved significantly in the term following program entry compared with the previous term, and there were significant reductions in school suspensions. 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 they were at the time of program entry. HB housing-project crime rates were lower in FY 2012–2013 than in FY 2011–2012, but significance testing between the two rates is not possible.

Three of the programs in this initiative—SBHS-AR, SBMS-AR, and IOW—used the previous year's program participants as comparison groups. Difference-in-differences analyses agreed with a simple comparison of rates for all except two outcomes: arrest and incarceration rates in IOW. A simple comparison showed the FY 2011–2012 cohort with a significantly lower arrest rate than the FY 2012–2013 cohort, while a difference-in-differences analysis found no significant difference between the two cohorts. However, a simple comparison showed no difference in rates of incarcerations, whereas a difference-in-differences analysis indicated that the FY 2011–2012 cohort had significantly less increase between baseline and follow-up rates than the FY 2012–2013 cohort.

CHAPTER THREE

Juvenile Justice Costs for JJCPA Participants

In this chapter, we present analyses of the 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 are able to determine based on our limited data, comparing costs accrued by program participants in the six months prior to program entry and in the six months following program entry. In this way, we can determine whether the cost of program administration is offset by gains in other juvenile justice costs within six months of program entry, but we cannot evaluate what effects program participation may or may 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, these costs might also be offset by savings resulting from increased attendance following program entry, compared with attendance prior to program entry. Our analyses compare total costs during the six months prior to program entry and costs in the six months after entering the program, a reference period that corresponds to that used in measuring big six and supplemental outcomes.[1] We give more detail about the estimation of each of these costs and savings in this chapter.

We note also that, by definition, at-risk youth are likely to have virtually no preprogram juvenile justice costs. Probationers, by contrast, might have been under supervision prior to program entry and might have also incurred other juvenile justice costs. This implies that JJCPA programs that predominantly target probationers are more likely to see program costs offset by post–program-entry cost savings. Programs that primarily target at-risk youths, if successful, can be expected to show low juvenile justice costs both before and after program entry, so program costs are not likely to be offset by savings in juvenile justice costs. Long-term

[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 youth are deterred from future offending, but data to make that determination will not be available until further in the future, at which point researchers might wish to explore this issue.

JJCPA Per Capita Costs

A total of 27,546 youth were served in Los Angeles County JJCPA programs in FY 2012–2013, at a total cost of $23,751,138, or $862 per participant.[2] 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-extensive services to a smaller population with higher risks and needs, such as HB, SNC, and MST, had higher per capita costs. Table 3.1 shows the total budget for each program, the number of youth served in FY 2012–2013, and the cost per program participant. Overall, the cost per youth in the Enhanced Mental Health Services initiative in FY 2012–2013 was $527, whereas the Enhanced Services to High-Risk/High-Need Youth initiative cost $2,756 per youth served, and the Enhanced School- and Community-Based Services initiative spent $767 per youth.

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 basis or unit cost 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 provided by Probation or from publicly available data. These analyses are intended not to provide exact costs but to give an indication of approximate trends for each program and to allow comparisons for program participants in the six months after entering JJCPA programs versus the prior six months.

Program Cost

The daily program cost was calculated by determining the number of days each youth received services during FY 2012–2013, 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

[2] The number of youth served in FY 2012–2013 is greater than the number of youth for whom outcome measures were reported to the BSCC because the time frames are different. Because the cost estimates in this chapter include arrests during the six-month eligibility period mandated for big six outcomes, the number of program youth will match the number used to report outcomes to 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
Estimated Per Capita Costs, by JJCPA Program, FY 2012–2013

Program or Initiative	Youth Served	Budget ($)	Per Capita Expenditure ($)
Enhanced Mental Health Services	8,018	4,225,815	527
MH	7,828	3,241,856	414
SNC	65	347,147	5,341
MST	125	636,812	5,094
Enhanced Services to High-Risk/High-Need Youth	2,284	6,295,691	2,756
YSA	250	667,522	2,670
GSCOMM/YWAR	546	711,267	1,303
HRHN	1,488	4,916,902	3,304
Enhanced School- and Community-Based Services	17,244	13,229,633	767
SBHS-PROB	4,021	6,420,832	1,597
SBMS-PROB	85	112,232	1,320
SBHS-AR	1,741	2,266,077	1,302
SBMS-AR	985	1,430,839	1,453
ACT	6,726	375,414	56
PARKS	1,014	1,717,088	1,693
HB	69	739,312	10,715
IOW	2,603	167,838	64
All programs	27,546	23,751,138	862

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

considerably, from a daily average of $0.32 for youth in ACT to $51.02 per day for HRHN participants. Overall, JJCPA programs cost an average of $7.09 per youth per day.

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

The estimated costs of routine probation supervision, juvenile hall detention, and juvenile camp were provided by Probation's Budget Department. During FY 2012–2013, the cost of juvenile hall was estimated at $551.35 per day, and each day in camp cost approximately $402.88 (Harris, 2013a). Routine probation supervision was estimated to cost $7.18 per day (Harris, 2013b). The estimated rates of hall and camp stays have increased markedly since our previous estimate in 2004. These increases are due to DOJ mandates and multiyear employee benefit increases approved by the Los Angeles County Board of Supervisors. In addition, the daily hall and camp populations have decreased significantly, thereby increasing the cost per probationer (Harris, 2013a).

Arrest Costs

In 2014, a juvenile arrest by the Los Angeles Police Department (LAPD) was estimated to cost $2,181.33, an estimate provided by the LAPD (Shah, 2014) that 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. To adjust for inflation, we have converted the $2,181.33 cost of an LAPD arrest in 2014 to $2,133.14 in 2012 dollars.

Estimates of arrest costs were provided by the Los Angeles County Sheriff's Department (LASD) in response to a request by the Los Angeles County Probation Department, which, in turn, made these estimates available to RAND researchers during FY 2004–2005. Despite repeated requests, we have been unable to obtain more recent estimates from LASD. A juvenile arrest by the sheriff's department was estimated to cost $1,661.88, calculated as 4.5 hours of deputy generalists at $75.95 per hour and 4.5 hours of a deputy's time at $81.48 per hour for arrest, report writing, and transport; 4.5 hours of a deputy's time for case filing, investigation, and interview at $81.48 per hour; and a booking fee of $586.78. We have therefore converted the 2004 LASD estimates to 2012 dollars,[3] for a result of $2,019.89 per arrest by the sheriff's department. In 2012, 26.36 percent of juvenile arrests were by the sheriff's department. Using these numbers, and using the LAPD estimates as a proxy for cost per arrest by other municipal police departments, we computed a weighted average cost of $2,103.29 per arrest.

Court Costs

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

California's Criminal Justice Statistics Center reports that, in 2009, 377,364 adult and juvenile cases were disposed of in Los Angeles County (California Department of Justice, undated [c]). Using *Annual Report 2010–2011* (County of Los Angeles, 2010), we determined that the DA's total budget for FY 2009–2010 (the most recent year for which data were available) was $336,600,000. Dividing the budget by the number of cases yields an estimate of $891.98 per case for the DA's office.[4] Using the Bureau of Labor Statistics' CPI Inflation Calculator (Bureau of Labor Statistics, undated), we have converted this to 2012 dollars, resulting in an estimate of $954.58 per case disposed.[5]

In FY 2011–2012, the Los Angeles County Public Defender's office handled 485,975 cases (County of Los Angeles, 2012, p. 336), with a budget of $176,447,176.01 (County of Los Angeles, 2013, p. 62), or $363.08 per case. We have converted this to its equivalent in 2012 dollars, for an estimate of $370.59.

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[3] Conversion to 2012 dollars is based on the consumer price index (CPI) of inflation provided by the Bureau of Labor Statistics (undated).

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

[5] The conversion of 2009 dollars to 2012 dollars is an inflation adjustment, not a cost-increase adjustment, so our court cost is still likely an underestimate.

As of the date of this writing, the most-recent available data for computing court costs come from 2009. The Judicial Council of California (2010) reports that the budget for the 48 Los Angeles County superior courts, in which both adults and juveniles are tried, was $871,362,236 in FY 2009–2010. Dividing by the 377,364 adult and juvenile cases disposed of in Los Angeles County in 2009 yields an estimated cost of $2,309.08 per disposition. This gives us an estimated cost of $2,471.14 per disposition in 2012 dollars.

Summing the estimated cost of the DA ($954.58), the estimated cost of the public defender ($370.59), and the estimated court cost ($2,471.14) yields a total estimate of $3,796.31 per court appearance in 2012 dollars.

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. These savings are based on the value of an average daily attendance (ADA) rate, i.e., the value of attending school per student per day.[6] For FY 2012–2013, LAUSD estimated that the total source of funds per student was $5,221 (LAUSD, 2012). Dividing this total by 180 days in a school year gives an estimate of $29.01 per student per day. Total expenditures in FY 2012–2013 for the Long Beach Unified School District (LBUSD) were $668,608,975 (LBUSD, 2013, p. 20), with an average daily attendance of 77,689.69 students (LBUSD, 2013, p. 140). Dividing the expenditures by the number of students yields an average of $8,606.15 per student. Assuming a 180-day school calendar yields an ADA value of $47.81 per student.

For schools in Los Angeles County that are not in either LAUSD or LBUSD, we have used the LAUSD-estimated ADA cost of $29.01 per student per day of attendance.

Costs Not Included in These Estimates

Many cost-of-crime studies calculate victim-related costs per crime using an accounting approach (see, e.g., Miller, Cohen, and Wiersema, 1996). Other estimates can include nonmarket goods, such as environmental quality, or the effects that crime rates can have on property values (Heaton, 2010). Because we restrict our estimates to only measurable juvenile justice costs and 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).

We also assume that program costs in the six months before entering a program are zero. This is a deliberately conservative estimate because youth may 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) versus those in the six months before starting (baseline). In the case of programs administered within juvenile halls, we compare costs in

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

the six months after release from the hall and those in the six months before entering the hall. For all JJCPA programs, the program cost in the baseline is assumed to be zero, a conservative cost estimate in the comparison period. Because mean costs are often driven by a relatively few individuals having high costs while many others have low costs (or none at all), we also present median costs, as well as means, in the tables in this chapter, to allow readers to identify estimated costs that are skewed because of high costs for a few individuals. A median that is substantially different from its corresponding mean indicates skewness, while similar mean and median for a given cost estimate indicate that the cost is more evenly distributed among youth in the program.

Costs for Mental Health Screening, Assessment, and Treatment

Table 3.2 shows the juvenile justice costs for the MH program. The only part of the MH program administered in the hall is screening, the cost of which is negligible. The remaining program cost is for treatment, which occurs only after release from the hall. Therefore, the follow-up period is defined as the six months after release, and the baseline is the six months before entering the hall. Results from our cost comparisons indicate that the lower arrest rate in the follow-up period for the MH program produced an average savings of $479 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 ($22,512) than in the baseline ($13,695).

Costs for Special Needs Court

As Table 3.3 indicates, juvenile hall costs for SNC youth decreased markedly in the six months after program entry compared with the six months before (an average of $13,217 per participant). Juvenile hall costs fell from a mean of $32,845 per participant at baseline to $19,628 in the follow-up period. These savings were more than enough to offset higher follow-up costs for supervision, camp, and court, as well as program costs. Lower arrest costs in the follow-up also

Table 3.2
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
Program	14.17	Day	0.00	0	0	27.86	395	269	–395	–269
Supervision	7.18	Day	116.16	834	1,292	155.05	1,113	1,292	–279	0
Arrest	2,103.29	Arrest	0.67	1,401	0	0.44	922	0	479	0
Juvenile hall	551.35	Day	9.72	5,358	0	15.65	8,631	1,103	–3,273	–1,103
Camp	402.88	Day	4.87	1,964	0	16.41	6,611	0	–4,647	0
Court	3,796.31	Appear.	1.09	4,140	3,796	1.27	4,840	3,796	–700	0
Total				13,695	6,191		22,512	9,816	–8,817	–3,625

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.

Table 3.3
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
Program	22.48	Day	0.00	0	0	169.97	3,821	4,046	–3,821	–4,046
Supervision	7.18	Day	82.06	589	431	123.43	886	1,292	–297	–861
Arrest	2,103.29	Arrest	0.66	1,382	0	0.46	962	0	420	0
Juvenile hall	551.35	Day	59.57	32,845	19,849	35.60	19,628	5,514	13,217	14,335
Camp	402.88	Day	0.00	0	0	4.80	1,934	0	–1,934	0
Court	3,796.31	Appear.	0.94	3,579	3,796	1.29	4,881	3,796	–1,302	0
Total				38,395	38,201		32,112	22,241	6,283	15,960

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.

produced a relatively small savings ($420 per individual). Overall, costs were $6,283 lower in the follow-up period than during the baseline.

Costs for Multisystemic Therapy

Juvenile justice costs for MST are shown in Table 3.4. For this program, arrest, camp, and court costs were lower in the follow-up period than in the baseline period, but supervision and juvenile hall costs were higher in the follow-up period. Program costs for MST were also high (an average of $3,983 per participant). As a result, overall mean costs were higher in the follow-

Table 3.4
Juvenile Justice Costs for Multisystemic Therapy

Juvenile Justice Cost	Unit Cost ($)	Unit	Baseline			Follow-Up			Difference ($)	
			Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	27.25	Day	0.00	0	0	146.18	3,983	4,905	–3,983	–4,905
Supervision	7.18	Day	129.46	930	1,213	158.39	1,137	1,292	–207	–79
Arrest	2,103.29	Arrest	0.48	1,019	0	0.46	976	0	43	0
Juvenile hall	551.35	Day	5.65	3,115	0	10.57	5,826	0	–2,711	0
Camp	402.88	Day	4.41	1,778	0	1.65	665	0	1,113	0
Court	3,796.31	Appear.	0.94	3,561	3,796	0.79	3,014	0	547	3,796
Total				10,403	5,089		15,601	8,301	–5,198	–3,212

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.

up period ($15,601) than during the baseline period ($10,403), with almost all of the difference due to program and juvenile hall costs.

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

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

Costs for Youth Substance Abuse Intervention

Table 3.5 shows the juvenile justice costs for YSA participants. Participants in this program had lower mean costs for arrest and camp in the follow-up than in the baseline period, but these savings were offset by increases in juvenile hall, supervision, court, and program costs. The net result was that overall costs were higher in the follow-up period ($14,228) than at baseline ($10,066), a difference of $4,162 per participant. Most of the difference was due to the high cost of administering the program.

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

Table 3.6 shows the costs for GSCOMM (including YWAR) in FY 2012–2013. Youth in this program had lower follow-up costs than in the baseline period in all juvenile justice measures except supervision, but the high cost of administering the program ($1,254 per participant) caused overall costs to be higher by an average of $481 in the follow-up period, compared with the baseline.

Table 3.5
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
Program	28.42	Day	0.00	0	0	116.21	3,303	3,794	–3,303	–3,794
Supervision	7.18	Day	122.40	879	1,292	159.17	1,143	1,292	–264	0
Arrest	2,103.29	Arrest	0.51	1,064	0	0.34	710	0	354	0
Juvenile hall	551.35	Day	7.79	4,295	0	9.18	5,062	0	–767	0
Camp	402.88	Day	2.46	993	0	1.95	786	0	207	0
Court	3,796.31	Appear.	0.75	2,836	3,796	0.85	3,225	3,796	–389	0
Total				10,066	5,089		14,228	7,739	–4,162	–2,650

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.

Table 3.6
Juvenile Justice Costs for the Gender-Specific Community Program (Including Young Women at Risk)

Juvenile Justice Cost	Unit Cost ($)	Unit	Baseline			Follow-Up			Difference ($)	
			Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	14.02	Day	0.00	0	0	89.47	1,254	1,388	–1,254	–1,388
Supervision	7.18	Day	17.67	127	0	22.19	160	0	–33	0
Arrest	2,103.29	Arrest	0.07	144	0	0.04	79	0	66	0
Juvenile hall	551.35	Day	1.30	716	0	0.50	275	0	442	0
Camp	402.88	Day	0.46	186	0	0.15	58	0	127	0
Court	3,796.31	Appear.	0.16	594	0	0.11	422	0	172	0
Total				1,767	0		2,248	1,211	–481	–1,211

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.

Costs for the High-Risk/High-Need Program

As Table 3.7 indicates, the relatively large per capita cost for the HRHN program ($3,228 per participant) was offset by large savings in camp costs ($10,232 in the baseline, $1,458 in the follow-up). HRHN participants also showed savings in the follow-up period, compared with baseline costs, for court ($488 per participant). Supervision, arrest, and juvenile hall costs were only slightly higher in the follow-up period than in the baseline period. Taken together, savings were sufficient to offset high program costs, resulting in a notable savings of $5,548 per program participant in total follow-up cost compared with total baseline cost.

Table 3.7
Juvenile Justice Costs for the High-Risk/High-Need Program

Juvenile Justice Cost	Unit Cost ($)	Unit	Baseline			Follow-Up			Difference ($)	
			Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	51.02	Day	0.00	0	0	63.27	3,228	2,908	–3,228	–2,908
Supervision	7.18	Day	146.38	1,051	1,292	156.70	1,125	1,292	–74	0
Arrest	2,103.29	Arrest	0.37	783	0	0.49	1,020	0	–237	0
Juvenile hall	551.35	Day	12.27	6,764	551	12.61	6,954	0	–190	551
Camp	402.88	Day	25.40	10,232	0	3.62	1,458	0	8,774	0
Court	3,796.31	Appear.	1.18	4,497	3,796	1.06	4,009	3,796	488	0
Total				23,327	8,929		17,779	9,095	5,548	–166

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.

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

As with the other FY 2012–2013 initiatives, we compared baseline and follow-up costs for each program. Baseline and follow-up periods were based on program start dates for all programs in this initiative except IOW, which was administered within the juvenile halls. The follow-up period for IOW participants is therefore defined as the six months after release from the hall, and the baseline period is the six months before entering the hall.

We also included school attendance as a 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.

Costs for School-Based Probation Supervision for High School Probationers

The SBHS-PROB program had lower total costs in the follow-up than in the baseline period in FY 2012–2013. As Table 3.8 shows, mean total follow-up costs ($7,580) remained lower than baseline costs ($9,536). Decreases in arrest, juvenile hall, camp, and court costs ($748, $53, $952, and $1,827, respectively) more than compensated for the increased cost of supervision and the cost of administering the program. Program costs were relatively modest ($1,283 per participant), and school attendance improved. The mean overall cost savings was $1,956 per youth.

Costs for School-Based Probation Supervision for Middle School Probationers

As Table 3.9 shows, SBMS-PROB also had lower total costs in the follow-up period than in the baseline period, with a mean net saving of $2,821 per participant. SBMS-PROB participants had lower arrest, juvenile hall, camp, and court costs in the follow-up period than in the base-

Table 3.8
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
Program	8.19	Day	0.00	0	0	156.59	1,283	1,474	–1,283	–1,474
Supervision	7.18	Day	78.56	564	251	163.57	1,174	1,292	–610	–1,041
Arrest	2,103.29	Arrest	0.62	1,314	0	0.27	566	0	748	0
Juvenile hall	551.35	Day	4.64	2,559	0	4.55	2,506	0	53	0
Camp	402.88	Day	2.83	1,141	0	0.47	189	0	952	0
Court	3,796.31	Appear.	1.04	3,958	3,796	0.56	2,131	0	1,827	3,796
Attendance	Vari.	Day				11.68	–413	–318	413	318
Total				9,536	5,979		7,580	3,283	1,956	2,696

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. Vari. = variable.

Table 3.9
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
Program	8.84	Day	0.00	0	0	154.69	1,367	1,591	–1,367	–1,591
Supervision	7.18	Day	45.21	325	126	137.76	989	1,292	–664	–1,166
Arrest	2,103.29	Arrest	0.84	1,764	2,103	0.31	645	0	1,119	2,103
Juvenile hall	551.35	Day	5.39	2,970	0	3.53	1,948	0	1,022	0
Camp	402.88	Day	3.95	1,592	0	0.00	0	0	1,592	0
Court	3,796.31	Appear.	0.76	2,878	3,796	0.52	1,959	0	919	3,796
Attendance	Vari.	Day				10.97	–387	–282	387	282
Total				9,529	5,968		6,708	2,884	2,821	3,084

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.

line. 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 ($1,367) and a modest increase in supervision cost. Total mean costs fell from $9,529 in the baseline period to $6,708 in the follow-up.

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

Table 3.10 shows the 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 ($1,167) of the program's total cost. No program participants were in camp during either baseline or follow-up, and costs for all other components were slightly higher in the follow-up than in the baseline period. Mean gain in school attendance ($214 per youth) was not enough to offset all the other costs, resulting in an overall mean cost of $1,526 per participant in the follow-up period, compared with $166 in the baseline period.

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

As with all JJCPA programs that target at-risk youth, the largest individual cost of SBMS-AR was program cost ($1,301). However, as Table 3.11 shows, program cost was partially offset by improved school attendance for participants in the SBMS-AR program, which resulted in a savings of $511 per participant. Overall mean costs for these participants were very low in the baseline period ($112) because few were involved in the juvenile justice system, and follow-up costs were relatively low as well. Mainly because of program costs, the mean total cost in the follow-up period was $1,305 per participant.

Costs for Abolish Chronic Truancy

In FY 2012–2013, ACT had the lowest per capita program cost of all Los Angeles County JJCPA programs, so program costs were quite small (a mean of $30 per youth). ACT youth had

Table 3.10
Juvenile Justice Costs for School-Based Probation Supervision for At-Risk High School Youth

			Baseline			Follow-Up			Difference ($)	
Juvenile Justice Cost	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	7.51	Day	0.00	0	0	155.37	1,167	1,352	–1,167	–1,352
Supervision	7.18	Day	1.49	11	0	1.99	14	0	–3	0
Arrest	2,103.29	Arrest	0.03	66	0	0.06	131	0	–65	0
Juvenile hall	551.35	Day	0.04	19	0	0.38	207	0	–188	0
Camp	402.88	Day	0.00	0	0	0.00	0	0	0	0
Court	3,796.31	Appear.	0.02	70	0	0.03	115	0	–45	0
Attendance	Vari.	Day				6.06	–214	–247	214	247
Total				166	0		1,526	1,352	–1,360	–1,352

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.

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 3.12 shows. Total baseline cost for ACT was only $3 per youth. The mean total juvenile justice cost of the ACT program in the follow-up period was also quite small at $68 per youth.

Table 3.11
Juvenile Justice Costs for School-Based Probation Supervision for At-Risk Middle School Youth

			Baseline			Follow-Up			Difference ($)	
Juvenile Justice Cost	Unit Cost ($)	Unit	Units	Mean ($)	Median ($)	Units	Mean ($)	Median ($)	Mean	Median
Program	8.08	Day	0.00	0	0	161.05	1,301	1,454	–1,301	–1,454
Supervision	7.18	Day	0.65	5	0	1.87	13	0	–8	0
Arrest	2,103.29	Arrest	0.03	62	0	0.04	81	0	–19	0
Juvenile hall	551.35	Day	0.05	29	0	0.20	108	0	–79	0
Camp	402.88	Day	0.00	0	0	0.00	0	0	0	0
Court	3,796.31	Appear.	0.00	17	0	0.03	111	0	–94	0
Attendance	Vari.	Day				14.48	–511	–282	511	282
Total				112	0		1,305	1,348	–1,193	–1,348

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.

Table 3.12
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
Program	0.32	Day	0.00	0	0	176.62	30	31	–30	–31
Supervision	7.18	Day	0.00	0	0	0.19	1	0	–1	0
Arrest	2,103.29	Arrest	0.00	3	0	0.00	7	0	–4	0
Juvenile hall	551.35	Day	0.00	0	0	0.04	21	0	–21	0
Camp	402.88	Day	0.00	0	0	0.00	0	0	0	0
Court	3,796.31	Appear.	0.00	0	0	0.00	8	0	–8	0
Total				3	0		68	31	–65	–31

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.

Costs for After-School Enrichment and Supervision

As noted above, for JJCPA programs that primarily target at-risk youth, most of the overall cost is the cost of administering the program. For PARKS youth, the mean total follow-up cost of $1,918 per participant includes $1,469 in program costs. As Table 3.13 indicates, supervision juvenile hall, camp, and court costs were also slightly higher in the follow-up period than in the baseline. With overall total costs averaging only $345 per youth in the baseline period, overall costs were $1,573 more in the follow-up period than in the baseline.

Table 3.13
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
Program	19.53	Day	0.00	0	0	75.21	1,469	1,152	–1,469	–1,152
Supervision	7.18	Day	3.02	22	0	5.48	39	0	–17	0
Arrest	2,103.29	Arrest	0.03	54	0	0.02	33	0	21	0
Juvenile hall	551.35	Day	0.29	160	0	0.33	184	0	–24	0
Camp	402.88	Day	0.00	0	0	0.13	52	0	–52	0
Court	3,796.31	Appear.	0.03	109	0	0.04	141	0	–32	0
Total				345	0		1,918	1,152	–1,573	–1,152

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.

Costs for Housing-Based Day Supervision

Table 3.14 shows the juvenile justice costs for HB youth in FY 2012–2013. Although HB participants had savings for arrest, juvenile hall, and court costs in the follow-up period compared with the baseline period, any possible savings were dwarfed by the cost of the program itself ($6,541 per participant). No one in this program was in camp during either the baseline or follow-up period. Overall costs were $5,637 higher per participant in the follow-up period than in the baseline period, primarily because of the high cost of administering the program.

Costs for Inside-Out Writers

As noted earlier, the follow-up period for IOW youth is defined as the six months after release from juvenile hall, and the baseline consists of the six months before entering the hall. In FY 2012–2013, IOW per capita program costs were quite low (only $36 per youth), and participants spent considerably fewer days in the program than participants in other JJCPA programs. As a result, program costs were the smallest contributor to total cost for the IOW program, the only JJCPA program for which this was true. As Table 3.15 indicates, the vast majority of IOW costs in the follow-up were attributable to stays in juvenile hall ($10,004) and camp ($6,003), along with court appearances ($4,923). For IOW participants, only arrest costs were lower in the follow-up ($951) than at baseline ($1,503). Overall juvenile justice costs for IOW participants averaged $19,041 in the baseline and $23,008 in the follow-up, a difference of $3,967 per participant.

Total Cost of Programs and Initiatives

Table 3.16 shows the mean baseline and follow-up costs per participant in each JJCPA program in FY 2012–2013. Weighted averages are also shown for each initiative. It should be noted that the costs for each initiative are largely driven by the costs of the program or programs in that

Table 3.14
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
Program	40.63	Day	0.00	0	0	160.98	6,541	7,313	–6,541	–7,313
Supervision	7.18	Day	18.14	130	0	36.61	263	0	–133	0
Arrest	2,103.29	Arrest	0.17	356	0	0.10	214	0	142	0
Juvenile hall	551.35	Day	1.08	598	0	0.86	477	0	121	0
Camp	402.88	Day	0.00	0	0	0.00	0	0	0	0
Court	3,796.31	Appear.	0.22	836	0	0.02	64	0	772	0
Total				1,921	0		7,558	7,313	–5,637	–7,313

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.

Table 3.15
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
Program	0.49	Day	0.00	0	0	73.18	36	14	–36	–14
Supervision	7.18	Day	116.35	835	1,292	152.00	1,091	1,292	–256	0
Arrest	2,103.29	Arrest	0.71	1,503	0	0.45	951	0	552	0
Juvenile hall	551.35	Day	15.62	8,611	551	18.14	10,004	1,654	–1,393	–1,103
Camp	402.88	Day	8.51	3,428	0	14.90	6,003	0	–2,575	0
Court	3,796.31	Appear.	1.23	4,664	3,796	1.30	4,923	3,796	–259	0
Total				19,041	19,041		23,008	9,999	–3,967	–1,114

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.

initiative that served the most participants. 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 youth 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 ($12,810) than in the six months prior to program entry ($9,661), primarily because of the cost associated with administering the programs. Most of the JJCPA programs, however, produced average cost savings in arrests, and several programs also reduced camp and court costs, some by a substantial amount. If these cost savings were accumulated over a longer period of time, they might offset the relatively high initial investment made in program costs. We are not able to extend the time frame to measure changes, however, because not enough time has elapsed to allow us to obtain data beyond a six-month period. With a longer follow-up period, the initial program costs may be offset by reductions in subsequent arrests and court appearances.

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

It is somewhat surprising to note that participants in the Enhanced Services to High-Risk/High-Need Youth initiative actually had significantly lower total juvenile justice costs in the follow-up period than in the baseline period—a savings of $2,912 per participant. This overall savings 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 and the low costs of programs targeting at-risk youth. Individual programs that showed lower total costs in the follow-up period than baseline costs included SNC, HRHN, SBHS-PROB, and SBMS-PROB.

Table 3.16
Mean Estimated Cost per Participant, by JJCPA Program, FY 2012–2013 ($)

	Baseline			Follow-Up				
Program	Mean	95% CI		Mean	95% CI		Participants	Difference
Enhanced Mental Health Services	13,773	13,357	14,189	22,464	21,878	23,051	6,990	–8,691
MH	13,695	13,278	14,113	22,512	21,919	23,105	6,858	–8,817
SNC	38,395	25,941	50,850	32,112	21,625	42,598	35	6,283
MST	10,403	7,572	13,233	15,601	12,315	18,886	97	–5,198
Enhanced Services to High-Risk/High-Need Youth	15,619	14,699	16,539	12,707	11,986	13,428	2,073	2,912
YSA	10,066	7,808	12,324	14,228	11,956	16,500	166	–4,162
GSCOMM/YWAR	1,767	1,176	2,359	2,248	1,865	2,631	639	–481
HRHN	23,327	21,881	24,774	17,779	16,653	18,905	1,268	5,548
Enhanced School- and Community-Based Services	5,734	5,514	5,954	6,380	6,146	6,615	10,463	–646
SBHS-PROB	9,536	9,065	10,006	7,580	7,145	8,014	2,517	1,956
SBMS-PROB	9,529	5,835	13,222	6,708	4,709	8,707	62	2,821
SBHS-AR	166	105	227	1,526	1,338	1,715	1,025	–1,360
SBMS-AR	112	17	206	1,305	1,062	1,547	444	–1,193
ACT	3	–1	7	68	30	105	3,144	–65
PARKS	345	203	487	1,918	1,698	2,139	1,396	–1,573
HB	1,921	564	3,279	7,558	6,459	8,657	59	–5,637
IOW	19,041	17,971	20,111	23,008	21,820	24,197	1,816	–3,967
All programs	9,661	9,448	9,875	12,810	12,553	13,066	19,526	–3,148

NOTE: A positive number in the 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.

Juvenile Justice Cost Savings, by Initiative

For each of the three FY 2012–2013 initiatives, Table 3.17 shows the 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, there are noticeable differences in mean costs among the three initiatives. The Enhanced Mental Health Services initiative, which serves only probationers, showed lower arrest costs but much higher camp, juvenile hall, and court costs for youth who had entered the program than before they had entered. The Enhanced Services to High-Risk/High-Need Youth initiative, which targets a large number of at-risk youth, saw the bulk of its expenses in program costs, whereas its costs for camp and court were lower in the six months after youth entered the program, with camp costs averaging $5,423 less in the follow-up period than in the baseline period. The Enhanced

Table 3.17
Mean Net Costs for Initiatives, FY 2012–2013 ($)

Juvenile Justice Cost	Enhanced Mental Health Services	Enhanced Services to High-Risk/High-Need Youth	Enhanced School- and Community-Based Services
Program	–462	–2,624	–735
Supervision	–278	–77	–199
Arrest	473	–96	278
Juvenile hall	–3,183	–42	–254
Camp	–4,553	5,423	–215
Court	–686	320	389
Total	–8,691	2,912	–646

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.

School- and Community-Based Services initiative, which targets a combination of probationers and at-risk youth, showed increased juvenile hall and camp costs during the follow-up period but lower arrest and court costs than in the baseline period.

When we look at JJCPA programs at the initiative level, we find that two of the three initiatives had lowered arrest costs in the follow-up period, and two also had lower court costs in the follow-up. The Enhanced Mental Health Services initiative had considerably higher camp costs in the follow-up period, but the Enhanced Services to High-Risk/High-Need Youth initiative showed the opposite pattern, with considerable savings in camp costs during the follow-up period. Participants in all three initiatives had higher mean costs for 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 zero 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 youth, such as MH and IOW, 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 youth rather than by the programs. Taken together, these findings suggest that JJCPA programs and supervision are demonstratively affecting the behavior of many JJCPA participants.

CHAPTER FOUR

Summary and Conclusions

In this chapter, we summarize the evaluation findings for FY 2012–2013. In addition, we comment on limitations of the evaluation and offer suggestions for improving the research design for a subset of JJCPA programs.

Brief Summary of Findings

- Overall, for big six and supplementary outcomes, program youth showed significantly more positive outcomes than comparison-group youth.
- In programs that used historical comparison groups, only a few big six outcomes differed significantly between the two cohorts, thus meeting the program goal of doing at least as well as the previous year's cohort.
  - Simple comparisons between the groups were, for the most part, supported by difference-in-differences analyses.
- With the exception of SBHS-PROB, programs that used contemporaneous comparison groups were small and showed no significant differences between program and comparison-group youth.
  - SBHS-PROB participants showed more positive outcomes for three of the big six outcomes, while comparison-group youth did significantly better on two outcomes.
- Programs that used a pre-post evaluation design targeted mostly at-risk youth, 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.
- For most programs, 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 costs of arrests, court, and camp.
- Several programs had smaller samples for supplemental outcomes than for big six outcomes.
- This report is based on officially recorded outcome data only and makes 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 youth in the MH program represent 91 percent of all youth in the Enhanced Mental Health Services initiative for whom big six outcomes were reported, the results for the initiative as a whole will necessarily be influenced primarily by those for the MH program. Echoing the results for MH participants, arrest rates were significantly higher for program youth in the Enhanced Mental Health Services initiative than for comparison-group youth, and there were no significant differences between program and comparison groups for the other big six outcomes. The difference-in-differences analyses for MH agreed with the results of a simple comparison between the two cohorts. Most supplemental outcomes in the Enhanced Mental Health Services initiative were significantly improved in the six months after program entry compared with the six months before entering the program. School suspensions and expulsions for MST participants also showed improvements that were not statistically significant because of the smallness of the samples.

Overall, program youth in the Enhanced Services to High-Risk/High-Need Youth initiative had significantly higher rates of completion of probation and completion of community service than comparison-group youth. Differences between the two groups in rates of arrest, incarceration, completion of restitution, and probation violations were not statistically significant. The relevant supplemental outcomes for GSCOMM and HRHN participants were significantly improved in the six months after entering the program compared with the six months before entering. One of the two supplemental outcome measures for YSA, the percentage of positive tests, was also significantly lower in the follow-up period than at program entry.

Taken as a whole, youth in the Enhanced School- and Community-Based Services initiative had significantly better outcomes than the baseline period or comparison group on three of the big six measures: completion of probation, completion of restitution, and completion of community service. Differences in arrest rates, incarceration rates, and probation violations were not statistically significant. For the programs that used educational measures as supplemental outcomes, school attendance improved significantly in the term following program entry as compared with the previous term, and there were significant reductions in school suspensions. For the school-based programs, test scores for strength were significantly higher and for risk and barriers significantly lower in the six months following program entry than at the time of program entry. HB housing-project crime rates were lower in FY 2012–2013 than in FY 2011–2012, but significance testing between the two rates is not possible because they are not statistical samples.

Historical and Contemporaneous Comparison Groups and Pre-Post Comparisons

Three of the four programs that used contemporaneous comparison groups (SNC, MST, and SBMS-PROB) were quite small. SNC and MST participants were not significantly different from comparison-group youth in any of the big six outcomes, but SNC youth significantly increased their GAF scores in the six months after program entry, and MST youth significantly improved school attendance in the term following program entry as compared with the previous one. SBMS-PROB participants had significantly higher rates of completion of probation and completion of community service than comparison-group youth and showed significant improvement in school attendance, school suspensions, and 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, and expulsions, and overall strength and risk scores) following program entry. For big six outcomes, SBHS-PROB participants had significantly higher rates of completion of probation, restitution, and community service, but comparison-group youth had significantly lower rates of incarceration and probation violations. Arrest rates for the two groups were not significantly different.

The programs that used historical comparison groups had significant improvement in almost all secondary outcomes. Only a few big six outcomes differed significantly between the two cohorts, thus meeting the program goal of doing at least as well as the previous year's cohort. The two cohorts of SBHS-AR, SBMS-AR, YSA, and GSCOMM (including YWAR) participants had no significant differences in any of the big six outcomes. The FY 2011–2012 cohorts of MH, HRHN, and IOW had significantly lower rates of arrest than their FY 2012–2013 counterparts. The FY 2012–2013 cohort of HRHN participants had significantly higher rates of completion of probation and completion of community service than the FY 2011–2012 cohort. The two cohorts did not differ significantly for any other big six outcomes for these programs.

The three programs that utilized a pre-post comparison design—ACT, PARKS, and HB—primarily targeted at-risk youth, so the only reportable big six outcomes were arrest and incarceration. There were no significant differences between arrest or incarceration rates between the two periods. ACT and HB participants significantly improved their school attendance after program entry.

Outcomes of Simple Comparisons Between Cohorts

The BSCC mandates that, for seven Los Angeles County JJCPA programs (MH, YSA, GSCOMM/YWAR, HRHN, SBHS-AR, SBMS-AR, and IOW), outcomes are to be evaluated by comparing the current cohort's results 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 4.1 indicates, the FY 2012–2013 cohort equaled or surpassed the performance of the FY 2011–2012 cohort in 31 of 34 outcomes. In two outcomes, the current year's cohort performed significantly better than its counterpart from the year before.

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.[1] 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. A simple comparison makes the implicit assumption that the two cohorts are basically comparable at baseline, whereas difference-in-differences analysis tests that assumption by looking at outcomes both before and after program entry. If the two cohorts have different baseline risk profiles, this method will control for such differences. Table 4.2 presents the results of

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

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

Program	Arrest	Incarceration	Completion of Probation	Completion of Restitution	Completion of Community Service	Probation Violation
MH	FY 2011–2012	—	—	—	—	—
YSA	—	—	—	—	—	—
GSCOMM/ YWAR	—	—	—	—	—	—
HRHN	FY 2011–2012		FY 2012–2013	—	FY 2012–2013	—
SBHS-AR	—	—	NA	NA	NA	NA
SBMS-AR	—	—	NA	NA	NA	NA
IOW	FY 2011–2012	—	—	—	—	—

NOTE: *FY 2011–2012* in this table indicates that the FY 2011–2012 cohort had a significantly more positive result, *FY 2012–2013* that the FY 2012–2013 cohort had a significantly more positive result. A dash indicates no significant difference between the two cohorts. NA = not applicable.

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

Program	Arrest	Incarceration	Completion of Probation	Completion of Restitution	Completion of Community Service	Probation Violation
MH	FY 2011–2012	—	—	—	—	—
YSA	—	—	—	—	—	—
GSCOMM/ YWAR	—	—	—	—	—	—
HRHN	—	—	—	—	—	—
SBHS-AR	—	—	NA	NA	NA	NA
SBMS-AR	—	—	NA	NA	NA	NA
IOW	—	FY 2011–2012	—	—	—	—

NOTE: *FY 2011–2012* in this table indicates that the FY 2011–2012 cohort had a significantly more positive result, *FY 2012–2013* that the FY 2012–2013 cohort had a significantly more positive result. A dash indicates no significant difference between the two cohorts. NA = not applicable.

difference-in-differences analyses for the seven JJCPA programs that used the previous year's cohort as a comparison group.

Among the programs that used the previous year's cohort as a comparison group, a successful outcome was defined as the current year's cohort performing at least as well as last year's. As Table 4.2 shows, difference-in-differences analyses indicate that the FY 2011–2012 cohort for MH had greater differences between baseline and follow-up in arrest rates than their FY 2012–2013 counterparts. Although there were no significant differences in baseline rates

between the two cohorts, the FY 2012–2013 cohort had significantly more follow-up arrests than its FY 2011–2012 counterpart.

For incarceration rates of the IOW cohorts, the opposite was true: The FY 2012–2013 cohort had significantly higher rates of incarceration at baseline. Although there was no significant difference between cohorts in the follow-up period, a difference-of-differences analysis found that the FY 2011–2012 cohort showed more improvement between baseline and follow-up than did the FY 2012–2013 cohort.

Difference-in-differences analyses found no other 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. For some outcomes for some programs, there were significant differences between the cohorts at both baseline and follow-up, but these differences canceled each other out, resulting in nonsignificance between the cohorts in the amount of change between baseline and follow-up. Out of a total of 34 outcomes for these seven programs, participants met expectations in 32 outcomes, according to a difference-in-differences analysis.

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 youth show more positive outcomes than comparison-group youth. This pattern holds for all JJCPA programs, regardless of evaluation design. From year to year, a particular big six outcome may not always be more positive for program youth, but, overall, there is a consistent pattern of program youth meeting program goals. This suggests that, within a given JJCPA program, services are being delivered consistently over time.

Supplemental outcomes also show very similar results from year to year, with almost all follow-up measures significantly more positive than baseline measures. However, there is a great deal of variation from program to program in the portion of participants measured for supplemental outcomes. In FY 2012–2013, for example, 1,618 out of 2,517 (64.3 percent) SBHS participants reported school attendance, and 1,635 (65.0 percent) were tested for strengths and risks. In the MH program, by contrast, only 92 of 1,324 (7.0 percent) who received mental health treatment reported BSI scores. These program-to-program discrepancies in percentage who report supplemental outcomes also tend to be consistent from year to year.

Cost Analysis

We also estimated total juvenile justice costs per JJCPA participant for FY 2012–2013. These are based on estimated costs for program administration, probation costs (routine supervision, camp stays, and days in juvenile hall), arrests, and court appearances. For programs that measured school attendance, we also included a benefit (saving) of improved attendance. Although the overall total juvenile justice cost per youth may not be completely accurate because of the limitation of our estimates, putting a value on each cost does allow us to compare the total juvenile justice cost in the six months after starting the program and the comparable cost in the six months before starting.

For most JJCPA programs, the largest contributor to total juvenile justice cost is the cost of the JJCPA program itself. Most JJCPA youth had higher total juvenile justice costs in the six months after entering the program than in the six months before entering the program, an outcome driven by these program costs. However, we 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 participation were not available to us. Therefore, the total preprogram cost, which, by definition, includes no program cost, may appear to be lower than it actually was.
- Six months may not be long enough to assess the longer-term savings in total juvenile justice costs that may be attributable to participating in the JJCPA program.

Several JJCPA programs did produce average savings in several important outcomes, including the costs of arrests, court, and camp. SNC, 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 Youth initiative produced lower estimated overall costs in the follow-up period than in the baseline period.

Limitations of This Evaluation

Comparison Groups Versus Program Youth

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

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

As we have noted, no randomized designs were used, and we were unable to verify the comparability of comparison groups for some of the programs, so observed differences between treatment and comparison groups may reflect pretreatment differences between the groups rather than treatment effects of the programs. To address this, we have used difference-in-differences analyses for programs that use the previous year's cohort as a comparison group. Another limitation is the ability to follow program participants for only six months. Seven JJCPA programs used the previous year's cohort as a comparison group. These historical comparison groups produce a weaker design than one that includes a contemporaneous comparison group.

Data Quality

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

Data for some programs were relatively complete. In other programs, only a small fraction of program youth had data available for supplementary measures, calling into question the appropriateness of any findings based on such a small subsample. For example, of the 1,324 MH participants whose outcomes were reported, only 92 (7.0 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

BSCC-mandated outcomes, as well as supplemental outcomes, are based 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 are unable to report on implementation measures or what was delivered.

This is the 12th year of RAND's JJCPA evaluation findings. Over the years, the strength and breadth of the evaluation have improved, as has the overall quality of the outcome data analyzed. More-rigorous comparison groups have been identified for some programs, enhanced, in some instances, by statistical techniques to equalize program and comparison groups on several factors, such as demographics, 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 2012–2013. Compared with the FY 2007–2008 budget of $34,209,043, the FY 2012–2013 budget of $23,751,138 represents a reduction of 30.6 percent even without an adjustment for inflation. In recent years, Probation has adjusted the criteria for participation in some JJCPA programs and made other changes that have allowed approximately as many youth to receive JJCPA services as during the years of higher funding. The level of JJCPA funding for future years remains uncertain.

As noted earlier, FY 2012–2013 was the 12th consecutive year for which outcomes were reported 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 youth 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

Community Providers of JJCPA Program Services

Table A.1
Community Providers of Services to JJCPA Program Participants

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

Table A.1—Continued

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

Table A.1—Continued

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

Table A.1—Continued

Program	Description
DiDi Hirsch	Mental health services and anger management
Downtown Community Development YMCA	Recreation and after-school program, community-service hours, and job training
D'Veal Family and Youth Services	School-based individual and family counseling, and anger management
East Los Angeles Regional Center	Services to individuals with developmental disabilities and their families
Eastlake Youth Services	Parent and individual counseling, drug intervention, and mental health services
Edward Roybal Family Mental Health	Comprehensive therapeutic treatment in anger management and individual and family counseling
Eggleston Youth Center	Child and family counseling
El Centro de Amistad	School- and home-based counseling, psychiatric services, and family support services
El Centro del Pueblo	Individual and family counseling, family preservation, in-home outreach counseling, parenting training, psycho-educational counseling, and mental health services
El Monte Community Relations	Community-service hours
El Nido Family Centers	Individual, group, and family counseling and parenting classes
El Proyecto del Barrio	Substance abuse treatment, workforce readiness, health and mental health care, tutoring, study skills, and educational support
Enki Health and Research Systems	Individual, family, and group counseling and anger-management services
Equilibrium Health Services	Addiction and substance abuse treatment services
Families in Action	Parenting classes, youth education classes, anger management, and workshop for couples
Families in Transitions	Family services (clothing, food, empowerment workshops, and mentoring) for homeless families
Family Development Network	Tutoring, parenting, anger management, individual counseling, and after-school activities for probation and at-risk youth
Family Guidance Center	Parenting classes and individual counseling
Family Outreach and Community Intervention Services	Drug counseling, parenting, and group and individual counseling
Fist of Gold	Extracurricular sports, recreation, and boxing
Five Acres in Pasadena	Therapeutic behavioral services, community-service opportunities, and wraparound services
Focis	Counseling and parenting classes
Foothill Family Services	Individual and family counseling, anger management, and parenting classes
For the Child	School-, home-, and agency-based mental health services for children ages 2–18 and their families: individual and family counseling, case management, parenting classes, and domestic-violence treatment programs
Friends of the Family	Individual and family counseling and Department of Children and Family Services (DCFS) Prevention Initiative Demonstration Project lead agency

Table A.1—Continued

Program	Description
Gang Alternative Program	Parenting classes, drug and gang intervention, and services to improve school performance and attendance and reduce family conflict
Gang Reduction and Youth Development Prevention Agency	Individual and family counseling
Gang Resistance Education and Training (G.R.E.A.T.)	Gang-resistance education and training
Gateways Child and Adolescent Outpatient Program	Crisis intervention; psychiatric evaluation; individual, family, and group therapy; substance abuse prevention and treatment; and parenting groups
Girl Scouts of San Fernando Valley	Dedicated to helping all girls everywhere fulfill their potential and gain valuable skills to ensure their future success
Goals for Life	Teen counseling
Grace Resource Center	Community-service hours
Guidance Health Center	Individual and family counseling
Harbor Boys and Girls Club	Homework assistance; arts and crafts; Smart Moves programs; and sports, fitness, and recreation in the Harbor Hills Housing Development Projects in the city of Lomita
Hathaway Family Center	Individual and family counseling, drug and alcohol counseling, parenting, and community services
Hathaway Sycamores	Group home, foster care, family reunification, mental health, and family support services
Healthy Start	Crisis intervention and mental health services
Helping Kids to Recover	Counseling
Helpline Youth Counseling	Substance abuse services and individual, family, and group counseling
Hillsides	Family preservation in-home outreach counseling, parenting training, psycho-educational counseling, and mental health services
Hollygrove Eastfield Ming Quong FamiliesFirst	Family finding, wraparound, full-service partnership, outpatient mental health, and therapeutic behavioral services (TBS)
Holy Family Church	Community-service hours and individual and group counseling
Homeboy Industries	Community-service hours, tattoo removal, and job placement
Homework Center	After-school tutoring and homework help
Hoover High School	After-school tutorial services, work experience program, student resource center (mentoring and gang intervention and prevention), and counseling services
Idealcare Health Services	Substance abuse counseling
Independence Community Treatment Clinic	Outpatient recovery services for teens and adolescents; individual, couples, and group therapy; and anger management
Inland Valley Volunteer Center	Referral and resource center
Integrated Care Systems	Individual, group, and family counseling; tutoring services; community services; and substance abuse counseling
Jackie Robinson Park	Counseling, community services
Job Corps	Workforce readiness

Table A.1—Continued

Program	Description
Joint Efforts	Community-based organization that provides 12-step meetings, drug testing, drug treatment and prevention, and anger management
Jordan Downs Housing	Tutoring, individual counseling, and parenting classes for residents and youth in housing projects
Juvenile Impact Program	Parenting classes and "boot camp"
Kedren Community Mental Health	Community mental health services and child-development programs
Kids in Sport	Sports activities in baseball, basketball, soccer, softball, swimming, and volleyball for boys and girls ages 5–17
La Mirada Volunteer Center	Community-service hours, after-school programs, and job training
Lakewood High School Resources	Individual and family counseling, community services, job training, and parenting classes
Latino Family Services	Substance abuse treatment
Learning Rights Law Center	Assistance to low-income families to resolve their children's education issues and gain access to an appropriate education and needed services
Lighthouse Drug Center	Drug and alcohol counseling
Loma Alta Park	Community-service hours and volunteer opportunities
Long Beach Boys and Girls Club	National youth basketball initiative, launched by the National Basketball Association and the Women's National Basketball Association, to connect players, parents, and coaches
Long Beach Personal Involvement	Family-preservation services, in-home case management to help families mobilize formal and informal resources, individual and family counseling, community services, job training, and parenting classes
Long Beach Truancy Counseling Center	Truancy counseling, referrals for job training, and after-school programs
Long Beach Volunteer Center	Community-service hours and job training
Long Beach YMCA	Recreation and tutoring services
Los Angeles Centers for Alcohol and Drug Awareness (L.A. CADA)	Alcohol and drug rehabilitation, education, and parent support
Los Angeles City Attorney's Office	School-based services, including parent interventions (Operation Bright Future) and safe passages programs
Los Angeles City Public Libraries	Educational enhancements and literacy programs
Los Angeles County DCFS	Family reunification; child protection; and handling child-abuse, neglect, and abandonment cases
Los Angeles County Library	Online tutorial services
Los Angeles Police Department Explorers	Preparation for future careers in law enforcement and community-service hours
Los Angeles Police Department Jeopardy	After-school gang-prevention, educational, and recreation programs
Los Angeles Police Department Juvenile Impact Program	Boot-camp program for at-risk youth between the ages of 14 and 17, parent education, and family support services
Los Angeles Unified School District Palabra	Gang intervention, prevention, parenting, and individual counseling

Table A.1—Continued

Program	Description
Luna Recovery	Drug and alcohol counseling, Parent Project, and individual and group counseling
Management Solutions Group	Anger management and individual and family counseling
Marijuana Anonymous (MA)	12-step substance abuse treatment and counseling
Mary Immaculate Church of Pacoima	Faith-based youth after-school literacy and tutoring, family support services, and meeting space
Masjid Gabrael	Community-service hours
Meeting Each Need with Dignity (MEND)	Individual and family support services for poverty issues
Mela Counseling	Drug and alcohol counseling and treatment
Mentoring and Partnership for Youth Development (MPYD)	School-based mentoring and teen empowerment program at John Muir High School in Pasadena
Montebello Methodist Church	Individual and family counseling, Parent Project, and community services
Montebello Unified School District (MUSD) Project Safety Net	Substance abuse counseling and school campus (four- to six-month program)
Mustangs on the Move	School-based mentoring program at John Muir High School in Pasadena
My Friends House Church Support Center	Community-service hours
Narcotics Anonymous (NA)	12-step substance abuse treatment and counseling
National Council on Alcoholism and Drug Dependence (NCADD)	Drug and alcohol counseling and treatment (San Gabriel Valley to Pomona Valley)
Neighborhood Legal Services	No-cost and low-cost legal services and representation for low-income clients
New Beginnings	Drug and alcohol counseling and treatment, drug testing
New Hope Counseling	Individual and family counseling
New Horizons Family Center	Individual and family counseling, anger management, and parenting classes
New Life Ministries	Parenting classes and individual counseling
Northeast Valley Health Corporation	School-based health clinics and no-cost and low-cost health-care services for uninsured children and adults
Norwalk Public Safety	Community-service hours
Now and Forever Foundation	Drug testing, anger management, gang diversion, domestic violence, theft prevention, relapse prevention, and community service
Pacific Asian Counseling Services	Individual and group counseling, anger management, community services, and translation
Pacific Clinics	Parenting classes and individual and family counseling
Pacoima Beautiful	Graffiti removal and community beautification
Pacoima Charter Elementary School	Community mobilization and parent empowerment
Pacoima Community Initiative	Coordination of local public-safety, family support, and educational initiatives

Table A.1—Continued

Program	Description
Parent Project	Parenting classes
Parents of Watts	Individual, group, and family counseling; parenting classes; anger-management counseling; tutoring; and community services
Pasadena Humane Society	Community-service hours and volunteer opportunities
Pasadena Parks and Recreation	Community-service hours, volunteer opportunities, and parenting classes
Pathways	Individual and group grief counseling
Penny Lane	FFT, family preservation, in-home outreach counseling, parenting training, group home, foster care, psycho-educational counseling, and mental health services
People Who Care	Individual and family counseling, parenting classes, anger-management counseling, tutoring, and community services
Police Athletic League	Recreation and after-school program, community-service hours, and job training
Pomona Boys and Girls Club	Community-service hours
Pomona Christian Center	Community center
Pomona Fists of Gold	Community-service hours
Pomona Inland Valley Resource Center	Community-service hours and graffiti removal
Pomona Open Door	Counseling to adolescents and adults
Pomona Unified School District	Individual and family counseling (San Gabriel and Pomona Valley area)
Pomona Unified School District Project Tools	Parenting and youth program at four Pomona schools
Pomona Unified School District student assistance program (SAP)	Support group, grief and loss support group, and attendance group
Pomona Valley Youth Employment Services	Anger management, community resources and linkages, community service, family preservation services and DCFS, life skills workshops, parenting, and volunteer programs
Pomona YMCA	Community-service hours and enrichment activities
Positive Alternatives for Youth	Individual and family counseling and alcohol and drug prevention
Positive Choices	Drug counseling, including testing, individual and group counseling, and community services
Pride Platoon	Treatment, prevention, and disciplinary components to alter negative behavior, specifically for at-risk youth, overseen by Baldwin Park Police personnel
Project Amiga	Parenting classes and computer classes
Project Grad	Support for student opportunity and access for underserved economically disadvantaged students in elementary, middle, and high school
Project IMPACT	Individual, group, and family counseling and parenting classes
Project Jade	Drug and alcohol counseling and treatment
Project Leads	Gang intervention

Table A.1—Continued

Program	Description
Prototypes	Drug and alcohol counseling and treatment and mental health therapy
Providence Community Services	Substance abuse counseling and prevention, behavior modification, anger management, and individual and family counseling
Providence/Holy Cross Hospital	Tattoo removal and community-service hours
Pueblo y Salud	Alcohol and tobacco prevention programs and environmental justice initiatives
Reach Families Christian Church	Life enhancement program
Salvation Army	Community-service hours and volunteer opportunities
San Fernando Valley Coalition on Gangs	Coordination of regional gang prevention, intervention, and suppression efforts
San Gabriel High School	After-school tutoring
Santa Anita Family Services	Individual counseling (San Gabriel Valley area)
Sexual Offenders Program	Counseling to adolescents and adults
Shield for Families	Substance abuse counseling; individual, group, and family counseling; anger-management counseling; mental health counseling; and access to MST and FFT
Soledad Enrichment Action	Teen counseling group, teen empowerment classes, and parenting classes
Southeast Drug and Alcohol Program	Drug and alcohol counseling and treatment
Spirit Family Services	Individual, group, and family counseling; anger management; violence prevention; and parenting skills (San Gabriel Valley)
Spirit Family Services/Claro Program	Mentoring for youth who are taggers (graffiti painters)
St. John of God	Community-service hours and individual and group counseling
St. Peter Armenian Church and Youth Ministries Center	Community-service hours
Starview Community Services	Individual and group counseling, anger management, and parenting classes
Stirling Behavioral Health	School-based counseling and psychiatric services
Stop the Violence	Individual and family counseling
Superior Court Community Service Office	Community-service hours
Sycamores	School-based individual and family counseling and anger management
Tarzana Treatment Center	Substance abuse services and individual, family, and group counseling
Teaching Obedience, Respect, Courage and Honor (TORCH)	Intensive 12-week youth and family program designed to "shock" participants' consciences and awaken them to the realities of prison life
Tia Chucha's Cultural Center	Arts workshops, events, and a culturally focused independent bookstore in an effort to promote arts enrichment and literacy in the culturally neglected northeast San Fernando Valley and beyond
Toberman Neighborhood Center	Counseling and parenting classes

Table A.1—Continued

Program	Description
Toberman Settlement House	Gang intervention, life skills, mentoring, and individual and family counseling
Tri-City Mental Health	Mental health services for children and families
Try Again	Counseling, community-service hours, and at-risk youth groups
University of Southern California Trojans Kids Corner Youth College Motivation Program	Promotion of education and athletics
Unusual Suspects Theatre Company	Theater arts for at-risk teens
Urban Education Partners	Learning environments that support high student achievement by strengthening families, schools, and communities
Valley Anger Management	Individual counseling and conflict resolution
Valley Child Guidance Center	Individual and family groups, resources for parents of youth at high risk, sexual-abuse treatment resources, child-abuse prevention, and in-home counseling
Valley Economic Development Center	Employment and workforce readiness, and business development services
Venice 2000	Gang intervention
Venice Community Housing Corporation	Low-cost housing services and educational and social services
Verdugo Job Skills Center	Work experience and training for youth between the ages of 16 and 24
Villa Elena Health Care Center	Community services and individual and group counseling
Volunteer Center	Community services and individual counseling
Volunteer Center of South Bay	Referrals to minors on probation for court-ordered community services and individual and family counseling
Volunteer Center Simms Park	Community-service hours, job training, and parenting classes
West Coast Counseling Center	Substance abuse counseling and counseling and tutoring
West San Gabriel Valley Boys and Girls Club	Community-service hours
West San Gabriel Valley Juvenile Diversion Project	Youth and family services
What's Up	Outpatient substance abuse treatment for adolescents
William Grant Still Cultural Center (City of Los Angeles Department of Cultural Affairs)	Art center focusing on the artistic efforts of the community reflecting the multicultural diversity of its neighborhood
Wilmington Recovery Center	12-step meetings, drug testing, drug treatment and prevention, drug counseling, including testing, job training, community services, and parenting classes
Windsor Palms Convalescent Home	Community-service hours
Women's Community Reintegration Service and Education Center	DMH and Los Angeles County Sheriff's Department collaboration for mothers reentering the community from jail

Table A.1—Continued

Program	Description
WorkSource Centers	Employment and workforce readiness
World Literacy Crusade	Substance abuse counseling; individual, group, and family counseling; parenting classes; anger-management counseling and tutoring; and mental health counseling
Wraparound Services	Voluntary program offering therapy, parenting skills, support group, vocational assessment, recreational opportunities, school work, and emotional and behavioral counseling
Y-ACES	YMCA after-school enrichment program
YMCA	Community-service hours
Youth Opportunity Movement	Individual counseling, parenting, community service, and job training
Youth Speak Collective	Literacy, community support services, recreation, and leadership development

SOURCE: List provided by Los Angeles County Probation Department.

APPENDIX B

Comparison Groups and Reference Periods for JJCPA Programs

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

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

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

The HRHN program began reporting outcomes each year in FY 2005–2006. In FY 2005–2006 and FY 2006–2007, this program used a historical comparison group made up of FY 2003–2004 participants in either the Gang Intervention Services (GIS) program or CCTP who were not also currently participants in the HRHN program. We used propensity scoring to match HRHN participants to comparison-group youth, based on age, gender, race and ethnicity, criminal history, offense severity, cluster, and whether assigned a gang-avoidance order. Beginning in FY 2007–2008, current HRHN participants were compared

with HRHN participants from the previous year, with the goal that the 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, a similar approach was used in evaluating MH, SBMS-AR, and SBHS-AR by comparing current participants in each program and those of the previous year. Beginning with FY 2008–2009, only those MH participants who actually received treatment (as opposed to all who were screened) were used in reporting outcomes.

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

Research designs established in FY 2008–2009 have been used in all subsequent years, including FY 2012–2013.

APPENDIX C

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 the successful completion of probation for youth.
2. arrest: Although arrest is a valid and strong indicator of both recidivism and delinquency, not all arrests result in sustained petitions by the court. Therefore, Probation considers arrest an important indicator with this caveat and qualifier.
3. violation of probation: As with arrests, violations are a key indicator of recidivism and delinquency. However, they represent subsequent sustained petitions only and do not necessarily prevent successful completion of probation.
4. incarceration: Similar to arrest, incarceration is a valid indicator of delinquency and recidivism. However, incarceration can also be used as a sanction for case-management purposes, and courts often impose incarceration as a sanction to get the youth's attention.
5. successful completion of restitution: This is an important measure that gives value and attention to victims. Because restitution is often beyond the youth's financial reach, the court may terminate probation even though restitution is still outstanding.
6. successful completion of community service: Like restitution, this measure gives value and attention to victims and the community. Although this is an important measure, it does not reflect recidivism.

APPENDIX D

Community-Based Organizations That Contracted to Provide Services for JJCPA Programs in FY 2012–2013

Table D.1
Community-Based Organizations That Contracted to Provide Services for JJCPA Programs in FY 2012–2013

JJCPA Contract Agencies	Primary Service(s) Offered	Cluster
Alcoholism Council of the Antelope Valley	Substance abuse treatment	5
Asian American Drug Abuse Program	Substance abuse treatment	4
Asian Youth Center	Gang intervention	1, 2, 5
	Gender specific	5
	Home-based HRHN, female	1
	Home-based HRHN, male	1
Aviva Family and Children's Services	Gang intervention	3
	Home-based HRHN, female	5
	Home-based HRHN, male	3
Behavioral Health Sciences	Substance abuse treatment	1
California Hispanic Comm. on Alcohol and Drug Abuse, Inc.	Substance abuse treatment	1, 4
Child and Family Guidance Center	MST	3
Children's Hospital of Los Angeles	Substance abuse treatment	3
Communities in Schools	HRHN employment	3
Didi Hirsch Community Mental Health Center	Substance abuse treatment	3
Goodwill Southern California	HRHN employment	3, 5
Helpline	Gang intervention	4
	Substance abuse treatment	4
Inter-Agency Drug Abuse Recovery Program	Gang intervention	3
	Gender specific	1
	Home-based HRHN, female	2
	Home-based HRHN, male	1

Table D.1—Continued

JJCPA Contract Agencies	Primary Service(s) Offered	Cluster
Jewish Vocational Services	Gender specific	3
Pacific Clinics	Substance abuse treatment	1, 5
Penny Lane	Home-based HRHN, female	5
Phoenix House	Substance abuse treatment	
Providence Community Services	MST	4
San Fernando Valley Community Mental Health	MST	3
San Gabriel Valley Conservation Corps	HRHN employment	1
Shields for Families	MST	4
	Substance abuse treatment	2, 4
Skills for Prevention, Intervention, Recovery, Individual Treatment and Training (SPIRITT) Family Services	Substance abuse treatment	1, 5
Soledad Enrichment Action	HRHN employment	1, 5
	Gang intervention	2
	Gender specific	2
	Home-based HRHN, male	2, 5
South Bay Workforce and Investment Board	HRHN employment	2
Southern California Alcohol and Drug Programs	Home-based HRHN, male	4
Special Services for Groups	HRHN employment	3
	Substance abuse treatment	2
Stars View Children and Family Services	Gender specific	4
	Home-based HRHN, female	4
Starview Community Health	FFT and MST	2, 4
	FFT	2
Tarzana Treatment Centers	Home-based HRHN, male	3

APPENDIX E

Board of State and Community Corrections–Mandated and Supplemental Outcomes for Individual JJCPA Programs, FY 2012–2013

This appendix provides detailed statistics for the FY 2012–2013 outcomes for each of the JJCPA programs, by initiative, and includes a description of the comparison group for each program.

Initiative I: Enhanced Mental Health Services

Table E.1
Outcomes for Mental Health Screening, Assessment, and Treatment, FY 2012–2013

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	634	47.89	1,324	625	40.61[a]	1,539
Incarceration	285	21.53	1,324	296	19.23	1,539
Completion of probation	87	6.78	1,283	118	7.92	1,490
Completion of restitution	107	11.42	937	111	10.90	1,018
Completion of community service	51	5.99	852	46	5.46	842
Probation violation	256	19.95	1,283	315	21.10	1,493

	Baseline		Follow-Up	
BSCC Supplemental Outcome	**Mean**	**Sample Size**	**Mean**	**Sample Size**
BSI score	48.89	92	46.22[a]	92

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 2011–2012). Mandated outcomes are measured at six months after release from juvenile hall. The supplemental outcome is measured at program entry and at three weeks after program entry or release from juvenile hall, whichever comes first.

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

Table E.2
Outcomes for Special Needs Court, FY 2012–2013

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	10	28.57	35	9	19.15	47
Incarceration	4	11.43	35	2	4.26	47
Completion of probation	1	3.33	30	6	15.38	39
Completion of restitution	1	5.26	19	5	16.67	30
Completion of community service	0	0.00	11	1	4.17	24
Probation violation	8	26.67	30	7	17.95	39

	Baseline		Follow-Up	
BSCC Supplemental Outcome	**Mean**	**Sample Size**	**Mean**	**Sample Size**
GAF score	45.42	31	52.16[a]	31

NOTE: The comparison group consists of near misses from SNC in FY 2010–2011, FY 2011–2012, and FY 2012–2013, identified in collaboration with SNC staff, Probation Department staff, and RAND staff. SNC screened to identify near misses for SNC eligibility. Mandated outcomes are measured at six months after program entry (treatment group) and at six months after nonacceptance by SNC (comparison group). The supplemental outcome is measured at program entry and at six months after program entry.

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

Table E.3
Outcomes for Multisystemic Therapy, FY 2012–2013

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	31	31.96	97	30	37.04	81
Incarceration	12	12.37	97	10	12.35	81
Completion of probation	11	11.83	93	6	8.00	75
Completion of restitution	14	18.18	77	11	18.33	60
Completion of community service	8	11.76	68	3	5.08	59
Probation violation	12	12.90	93	8	10.67	75
	Baseline			**Follow-Up**		
BSCC Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
School attendance		81.40	27		88.58[a]	27
School suspensions	9	34.62	26	3	11.54	26
School expulsions	1	4.00	25	0	0.00	25

NOTE: The comparison group consists of youth who qualified for MST in FY 2010–2011, FY 2011–2012, or FY 2012–2013 but did not participate in the program and were agreed on by MST staff, Probation Department staff, and RAND staff. The MST team identified these cases. Mandated outcomes are measured at six months after program entry (treatment group) and at six months after MST qualification (comparison group). Supplemental outcomes are measured at the last complete academic period before program entry and at the first complete academic period after program entry.

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

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

Table E.4
Outcomes for Youth Substance Abuse Intervention, FY 2012–2013

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	44	26.51	166	72	28.35	254
Incarceration	12	7.23	166	26	10.24	254
Completion of probation	16	10.32	155	24	10.26	234
Completion of restitution	24	19.51	123	40	22.22	180
Completion of community service	12	9.52	126	19	10.50	181
Probation violation	26	16.77	155	47	18.50	254
	Baseline			**Follow-Up**		
BSCC Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
Percentage of all tests that were positive	50	40.98	122	75	30.61[a]	245
Percentage of all youth tested who had at least one positive test	30	28.30	106	29	27.36	106

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2011–2012). Percentage of positive tests and percentage of youth who tested positive are measured at six months before program entry and at six months after program entry, or at program exit, whichever comes first.

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

Table E.5
Outcomes for Community-Based Gender-Specific Services, FY 2012–2013

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	19	2.97	639	25	3.34	748
Incarceration	3	0.47	639	3	0.40	748
Completion of probation	15	18.07	83	27	23.08	117
Completion of restitution	21	33.33	63	30	34.09	88
Completion of community service	12	17.91	67	21	22.58	93
Probation violation	8	9.64	83	6	5.17	116

	Baseline		Follow-Up	
BSCC Supplemental Outcome	**Mean**	**Sample Size**	**Mean**	**Sample Size**
Self-efficacy for girls	27.55	366	29.04[a]	366

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2011–2012). Probation outcomes do not include at-risk youth; this program serves both at-risk and probation juveniles. Mandated outcomes are measured at six months after program entry. The supplemental outcome is measured at program entry and at six months after program entry or at program exit, whichever comes first.

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

Table E.6
Outcomes for High-Risk/High-Need Youth, FY 2012–2013

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	439	34.62	1,268	542	30.47[a]	1,779
Incarceration	147	11.59	1,268	209	11.75	1,779
Completion of probation	267	21.78[a]	1,226	310	17.92	1,730
Completion of restitution	264	26.97	979	323	24.45	1,321
Completion of community service	208	22.68[a]	917	200	17.39	1,150
Probation violation	193	15.74	1,226	278	16.10	1,727
	Baseline			**Follow-Up**		
BSCC Supplemental Outcome	**Number[a]**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
Employment	0	0.00	329	148	44.98	329
Family relations		4.23	684		5.83[a]	684

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2011–2012). Mandated outcomes are measured at six months after program entry. Employment is measured at six months prior to program entry and at six months after program entry. Family relations are measured at program entry and six months after program entry or at program exit, whichever comes first.

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

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Table E.7
Outcomes for School-Based Probation Supervision for High School Probationers, FY 2012–2013

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	506	20.10	2,517	454	22.00	2,064
Incarceration	132	5.24	2,517	77	3.72[a]	2,064
Completion of probation	423	17.57[a]	2,408	28	1.39	2,047
Completion of restitution	647	32.32[a]	2,002	312	19.15	1,630
Completion of community service	344	17.52 [a]	1,964	14	0.86	1,671
Probation violation	160	6.64	2,408	67	3.25[a]	2,047
	Baseline			**Follow-Up**		
BSCC Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
School attendance		77.22	1,618		91.13[a]	1,618
School suspensions	387	28.73	1,347	131	9.73[a]	1,347
School expulsions	53	4.26	1,245	8	0.64[a]	1,245
Strength score		8.46	1,635		14.98[a]	1,635
Risk score		7.03	1,635		3.67[a]	1,635

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

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

Table E.8
Outcomes for School-Based Probation Supervision for Middle School Probationers, FY 2012–2013

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	11	17.74	62	76	24.65	308
Incarceration	5	8.06	62	14	4.66	308
Completion of probation	4	8.16[a]	49	3	1.09	306
Completion of restitution	10	28.57	35	41	16.97	244
Completion of community service	4	10.53[a]	38	1	0.27	237
Probation violation	2	4.08	49	8	2.56	306
	Baseline			**Follow-Up**		
BSCC Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
School attendance		79.19	31		94.67[a]	31
School suspensions	12	37.50	32	5	15.63[a]	32
School expulsions	1	3.57	28	0	0.00	28
Strength score		7.78	45		15.44[a]	45
Risk score		7.22	45		3.84[a]	45

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

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

Table E.9
Outcomes for School-Based Probation Supervision for At-Risk High School Youth, FY 2012–2013

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	53	5.17	1,025	40	5.76	694
Incarceration	8	0.78	1,025	7	1.01	694
Completion of probation		NA			NA	
Completion of restitution		NA			NA	
Completion of community service		NA			NA	
Probation violation		NA			NA	
	Baseline			**Follow-Up**		
BSCC Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
School attendance		82.21	605		90.59[a]	605
School suspensions	128	25.86	495	36	7.27[a]	495
School expulsions	2	0.45	442	3	0.68	442
Strength score		9.16	696		18.67[a]	696
Barrier score		7.96	696		4.78[a]	696

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2011–2012). Mandated outcomes are measured at six months after program entry. School-based supplemental outcomes are measured at the last complete academic period before program entry and at the first complete academic period after program entry. Strength and barrier outcomes are measured at program entry and six months after program entry or at program exit, whichever comes first. NA = not applicable.

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

Table E.10
Outcomes for School-Based Probation Supervision for At-Risk Middle School Youth, FY 2012–2013

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	15	3.38	444	11	1.96	560
Incarceration	3	0.68	444	1	0.18	560
Completion of probation		NA			NA	
Completion of restitution		NA			NA	
Completion of community service		NA			NA	
Probation violation		NA			NA	
	Baseline			**Follow-Up**		
BSCC Supplemental Outcome	**Number**	**Mean**	**Sample Size**	**Number**	**Mean**	**Sample Size**
School attendance		78.20	294		96.47[a]	294
School suspensions	96	38.87	247	44	17.81[a]	247
School expulsions	1	0.49	203	1	0.49	203
Strength score		8.95	312		17.75[a]	312
Barrier score		7.71	312		3.95[a]	312

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2011–2012). Mandated outcomes are measured at six months after program entry. School-based supplemental outcomes are measured at the last complete academic period before program entry and at the first complete academic period after program entry. Strength and barrier outcomes are measured at program entry and six months after program entry or at program exit, whichever comes first. NA = not applicable.

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

Table E.11
Outcomes for Abolish Chronic Truancy, FY 2012–2013

	Baseline			Follow-Up		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	3	0.10	3,144	8	0.25	3,144
Incarceration	0	0.00	3,144	3	0.10	3,144
Completion of probation		NA			NA	
Completion of restitution		NA			NA	
Completion of community service		NA			NA	
Probation violation		NA			NA	

	Baseline		Follow-Up	
BSCC Supplemental Outcome	**Mean**	**Sample Size**	**Mean**	**Sample Size**
School absences	16.10	1,456	9.23[a]	1,456

NOTE: Mandated outcomes are measured at six months before and at six months after program entry. The supplemental outcome is measured for the 180 days before and the 180 days after program entry. NA = not applicable.

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

Table E.12
Outcomes for After-School Enrichment and Supervision, FY 2012–2013

	Baseline			Follow-Up		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	27	1.93	1,396	17	1.22	1,396
Incarceration	6	0.43	1,396	6	0.43	1,396
Completion of probation		NA			NA	
Completion of restitution		NA			NA	
Completion of community service		NA			NA	
Probation violation		NA			NA	

	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.)	4	0.29	1,396	3	0.21	1,396

NOTE: Mandated outcomes are measured at six months before and at six months after program entry. School attendance is measured at the last complete academic period before program entry and at the first complete academic period after program entry. After-school arrests are measured at six months before and at six months after program entry. Probation outcomes do not include at-risk youth; this program serves both at-risk and probation juveniles. NA = not applicable.

Table E.13
Outcomes for Housing-Based Day Supervision, FY 2012–2013

	Baseline			Follow-Up		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	8	13.56	59	4	6.78	59
Incarceration	2	3.39	59	2	3.39	59
Completion of probation		NA			NA	
Completion of restitution		NA			NA	
Completion of community service		NA			NA	
Probation violation		NA			NA	

	Baseline		Follow-Up	
BSCC Supplemental Outcome	**Mean**	**Sample Size**	**Mean**	**Sample Size**
School days attended	80.51	26	97.22[a]	26
	FY 2011–2012	**Sample Size**	**FY 2012–2013**	**Sample Size**
Housing-project crime rate	919	16,146	841	11,910

NOTE: Mandated outcomes are measured at six months before and at six months after program entry. School attendance is measured at the last complete academic period before program entry and at the first complete academic period after program entry. Housing-project crime rate (per 10,000 population) is measured for the previous year of the program and for the current year. There were too few probationers to report probation outcomes; this program serves both at-risk and probation juveniles. NA = not applicable.

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

Table E.14
Outcomes for Inside-Out Writers, FY 2012–2013

	Program			Comparison		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	596	32.82	1,816	497	25.58[a]	1,943
Incarceration	349	19.22	1,816	359	18.48	1,943
Completion of probation	202	11.87	1,702	235	13.03	1,804
Completion of restitution	194	16.44	1,180	160	13.88	1,153
Completion of community service	103	9.49	1,085	79	8.05	981
Probation violation	196	11.52	1,702	238	13.27	1,793

	Baseline		Follow-Up	
BSCC Supplemental Outcome	**Mean**	**Sample Size**	**Mean**	**Sample Size**
Juvenile hall behavioral violations—SIRs	0.17	1,816	0.15	1,816

NOTE: The comparison group consists of all program participants whose outcomes were reported for the previous fiscal year (FY 2011–2012). Mandated outcomes are measured at six months after juvenile hall exit. The supplemental outcome is measured in the first month of the program and at six months after program entry or in the last month of the program, whichever comes first.

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

APPENDIX F

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

This appendix provides statistics for the FY 2012–2013 big six outcomes by gender, for those programs for which gender data were available. Note that, in FY 2012–2013, gender information was not available for ACT, GSCOMM, HRHN, IOW, MH, PARKS, YSA, or YWAR (although one assumes all YWAR participants to be female).

Table F.1
Outcomes for Multisystemic Therapy, FY 2012–2013

	Females			Males		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	3	16.67	18	28	35.44	79
Incarceration	2	11.11	18	10	12.66	79
Completion of probation	3	17.65	17	8	10.53	76
Completion of restitution	2	15.38	13	12	18.75	64
Completion of community service	2	25.00	8	6	10.00	60
Probation violation	3	17.65	17	9	11.84	76

Table F.2
Outcomes for School-Based Probation Supervision for High School Probationers, FY 2012–2013

	Females			Males		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	76	11.84	548	430	21.84	1,969
Incarceration	21	3.83	548	111	5.64	1,969
Completion of probation	121	24.40	496	302	15.79	1,912
Completion of restitution	159	39.55	402	488	30.50	1,600
Completion of community service	106	25.67	413	238	15.34	1,551
Probation violation	27	5.44	496	133	6.96	1,912

Table F.3
Outcomes for School-Based Probation Supervision for Middle School Probationers, FY 2012–2013

	Females			Males		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	3	20.00	15	8	17.02	47
Incarceration	1	6.67	15	4	8.51	47
Completion of probation	2	22.22	9	2	5.00	40
Completion of restitution	2	50.00	4	8	25.81	31
Completion of community service	2	28.57	7	2	6.45	31
Probation violation	0	0.00	9	2	5.00	40

Table F.4
Outcomes for School-Based Probation Supervision for At-Risk High School Youth, FY 2012–2013

	Females			Males		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	16	3.52	454	37	7.28	508
Incarceration	1	0.22	454	7	1.38	508
Completion of probation		NA			NA	
Completion of restitution		NA			NA	
Completion of community service		NA			NA	
Probation violation		NA			NA	

NOTE: Gender was unknown for 63 youth in this program. NA = not applicable.

Table F.5
Outcomes for School-Based Probation Supervision for At-Risk Middle School Youth, FY 2012–2013

	Females			Males		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	5	2.36	212	10	4.37	229
Incarceration	1	0.47	212	2	0.87	229
Completion of probation		NA			NA	
Completion of restitution		NA			NA	
Completion of community service		NA			NA	
Probation violation		NA			NA	

NOTE: Gender was unknown for three youth in this program. NA = not applicable.

Table F.6
Outcomes for Housing-Based Day Supervision, FY 2012–2013

	Females			Males		
BSCC-Mandated Outcome	**Number**	**Percentage**	**Sample Size**	**Number**	**Percentage**	**Sample Size**
Arrest	1	4.00	25	3	8.82	34
Incarceration	1	4.00	25	1	2.94	34
Completion of probation		NA			NA	
Completion of restitution		NA			NA	
Completion of community service		NA			NA	
Probation violation		NA			NA	

NOTE: NA = not applicable.

APPENDIX G

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 2012–2013, cluster information was not available for ACT, GSCOMM, HRHN, IOW, MH, MST, PARKS, SNC, YSA, or YWAR.

Table G.1
Outcomes for School-Based Probation Supervision for High School Probationers, FY 2012–2013

Cluster	1		2		3		4		5	
Outcome	**%**	**SS**	**%**	**SS**	**%**	**SS**	**%**	**SS**	**%**	**SS**
Arrest	20.86	417	25.19	536	15.67	351	17.50	600	19.87	599
Incarceration	6.00	417	8.58	536	3.13	351	4.83	600	3.34	599
Completion of probation	17.04	405	14.64	519	16.81	339	18.53	545	20.27	587
Completion of restitution	33.82	340	28.50	414	35.08	305	35.32	419	30.93	514
Completion of community service	18.27	323	15.04	419	16.73	257	18.35	436	18.85	520
Probation violation	7.65	405	7.90	536	4.13	339	6.24	545	6.47	587

NOTE: Cluster was unknown for 14 youth in this program. SS = sample size.

Table G.2
Outcomes for School-Based Probation Supervision for Middle School Probationers, FY 2012–2013

Cluster	1		2		3		4		5	
Outcome	**%**	**SS**	**%**	**SS**	**%**	**SS**	**%**	**SS**	**%**	**SS**
Arrest	33.33	6	29.17	24	5.00	20	12.50	8	0.00	3
Incarceration	0.00	6	16.67	24	0.00	20	12.50	8	0.00	3
Completion of probation	20.00	5	4.55	22	7.69	13	0.00	6	33.33	3
Completion of restitution	40.00	5	0.00	12	45.45	11	0.00	4	100.00	3
Completion of community service	33.33	3	5.56	18	11.11	9	0.00	5	33.33	3
Probation violation	0.00	5	0.00	22	15.38	13	0.00	6	0.00	3

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

Table G.3
Outcomes for School-Based Probation Supervision for At-Risk High School Youth, FY 2012–2013

Cluster	1		2		3		4		5	
Outcome	**%**	**SS**	**%**	**SS**	**%**	**SS**	**%**	**SS**	**%**	**SS**
Arrest	5.74	209	4.43	158	2.27	44	4.44	293	6.37	314
Incarceration	2.39	209	0.63	158	2.27	44	0.00	293	0.32	314
Completion of probation	NA		NA		NA		NA		NA	
Completion of restitution	NA		NA		NA		NA		NA	
Completion of community service	NA		NA		NA		NA		NA	
Probation violation	NA		NA		NA		NA		NA	

NOTE: Cluster was unknown for seven youth in this program. NA = not applicable.

Table G.4
Outcomes for School-Based Probation Supervision for At-Risk Middle School Youth, FY 2012–2013

Cluster	1		2		3		4		5	
Outcome	**%**	**SS**	**%**	**SS**	**%**	**SS**	**%**	**SS**	**%**	**SS**
Arrest	0.00	109	11.90	42	4.55	88	4.17	96	1.85	108
Incarceration	0.00	109	4.76	42	0.00	88	1.04	96	0.00	108
Completion of probation	NA		NA		NA		NA		NA	
Completion of restitution	NA		NA		NA		NA		NA	
Completion of community service	NA		NA		NA		NA		NA	
Probation violation	NA		NA		NA		NA		NA	

NOTE: Cluster was unknown for one youth in this program. NA = not applicable.

Table G.5
Outcomes for Housing-Based Day Supervision, FY 2012–2013

Cluster	1		2		3		4		5	
Outcome	**%**	**SS**	**%**	**SS**	**%**	**SS**	**%**	**SS**	**%**	**SS**
Arrest	4.35	23	0.00	4	7.69	26	20.00	5	—	0
Incarceration	0.00	23	0.00	4	3.85	26	20.00	5	—	0
Completion of probation	NA		NA		NA		NA		NA	
Completion of restitution	NA		NA		NA		NA		NA	
Completion of community service	NA		NA		NA		NA		NA	
Probation violation	NA		NA		NA		NA		NA	

NOTE: Cluster was unknown for one youth in this program. NA = not applicable.

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