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REPORT

# Los Angeles County Juvenile Justice Crime Prevention Act

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Fiscal Year 2007–2008 Report

*Terry Fain • Susan Turner • Greg Ridgeway*

Prepared for the Los Angeles County Probation Department



Safety and Justice

A RAND INFRASTRUCTURE, SAFETY, AND ENVIRONMENT PROGRAM

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

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## Preface

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

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

The RAND Corporation received funding from the Los Angeles County Probation Department to conduct the evaluation of the county's JJCPA programs, including analyzing data and reporting findings to CSA. This report summarizes the fiscal year (FY) 2007–2008 findings reported to CSA, as well as additional program information gathered by the Los Angeles County Probation Department, based on its oversight and monitoring of program implementation and outcomes. The report is a collaboration between RAND and the Los Angeles County Probation Department.

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

- Susan Turner, Terry Fain, Amber Sehgal, Jitahadi Imara, and Felicia Cotton, *Los Angeles County Juvenile Justice Crime Prevention Act: Fiscal Year 2005–2006 Report*, Santa Monica, Calif.: RAND Corporation, TR-498-LACPD, 2007
- Susan Turner, Terry Fain, John MacDonald, Amber Sehgal, Jitahadi Imara, Felicia Cotton, Davida Davies, and Apryl Harris, *Los Angeles County Juvenile Justice Crime Prevention Act: Fiscal Year 2004–2005 Report*, Santa Monica, Calif.: RAND Corporation, TR-368-1-LACPD, 2007

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

## The RAND Safety and Justice Program

This research was conducted under the auspices of the Safety and Justice Program within RAND Infrastructure, Safety, and Environment (ISE). The mission of ISE is to improve the development, operation, use, and protection of society’s essential physical assets and natural resources and to enhance the related social assets of safety and security of individuals in transit and in their workplaces and communities. Safety and Justice Program research addresses occupational safety, transportation safety, food safety, and public safety—including violence, policing, corrections, substance abuse, and public integrity.

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## Summary

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### The Juvenile Justice Crime Prevention Act

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

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

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

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

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

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<sup>1</sup> For at-risk youth (i.e., those not on probation), only arrests and incarcerations are reported herein, since the other four measures relate to conditions of probation.

## JJCPA in the Context of Los Angeles County Probation Department Programs

JJCPA is one of the major vehicles to provide services to juveniles. JJCPA programs are administered by the Los Angeles County Probation Department, 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 2007–2008, the state allocated more than \$34 million to Los Angeles County for JJCPA programs and services. This represents roughly one-third of juvenile field expenditures, one-quarter of detention expenditures, and more than one-third of camp expenditures, or almost 10 percent of all juvenile expenditures.

JJCPA programs are grounded in social-ecological research and the causal model of delinquency studies. The central tenet of this approach is that behavior is multidetermined through the reciprocal interplay of the youth and his or her social ecology, including the family, peers, school, neighborhood, and other community settings. The primary goal of JJCPA programs is to optimize the probability of decreasing crime-producing risk factors and increasing protective factors, with the capacity to intervene comprehensively at the individual, family, peer, and school levels, and possibly the community level, as well. The use of JJCPA and other resources allows the deputy probation officer (DPO) to shape a plan that builds on the strengths of each youth and is uniquely responsive to service needs. In collaboration with school officials, parents, and community partners, JJCPA DPOs are able to coordinate service plans that include various school- and community-based resources.

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

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

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

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 youth.

## **Program Changes and Enhancements in FY 2007–2008**

Using, in part, program outcome analyses from previous years, recommendations from RAND, and stakeholder input, the Los Angeles County Probation Department made several significant enhancements to JJCPA during FY 2004–2005. In the first three years of JJCPA in Los Angeles County, all JJCPA programs were organized into two initiatives (Mental Health and School Success). In FY 2004–2005, programs were realigned into three initiatives: Enhanced Mental Health Services, Enhanced Services to High-Risk/High-Need Youth, and Enhanced School- and Community-Based Services. This structure has been maintained since FY 2004–2005.<sup>3</sup> Table S.1 lists the JJCPA programs in each initiative in FY 2007–2008.

### **Training Enhancements**

Consistent with the implementation of evidence-based programs and the need to strengthen the capacity of JJCPA community service providers, the Probation Department continued training enhancements, begun in FY 2004–2005, when it initiated several training sessions for Probation staff and community-based partners. The focus of this training was to strengthen service delivery through increased collaboration and case-management interventions. The training sessions included Los Angeles Risk and Resiliency Checkup (LARRC), Strength-Based/Family-Focused Case Management Skills training, Parent Project Certified Training, and Social Learning Model (SLM) training.

### **Program Implementation and Enhancements**

In response to program and contract monitoring reviews, family and participant needs, and stakeholders' feedback, the following JJCPA enhancements were implemented, beginning in FY 2004–2005 and continuing in FY 2005–2006: (1) restructuring of the Gang Intervention and Intensive Transition and Gender-Specific programs into the new HRHN program; (2) implementation of family-based, rather than youth-based, interventions; (3) parental-skill training designed to empower parents; (4) implementation of School Safety Collaboratives/Safe Passages program for youth traveling to and from school in high-crime areas as part of the school-based programs; (5) increased emphasis on skill-building training and activities for JJCPA youth to provide anticriminal modeling, social-skill development, aggression-replacement training skills, problem-solving skills, and relapse-prevention skill training; and (6) Correctional Program Assessment Inventory (CPAI) training of contract monitoring staff to measure how closely correctional programs meet known principles of effective intervention.

---

<sup>3</sup> The JJCPA program operating community treatment facilities (CTFs) in FYs 2001–2005 was discontinued in FY 2005–2006.

**Table S.1  
Programs in the Three JJCPA FY 2007–2008 Initiatives**

Initiative and Programs	Abbreviation	Participants	Comparison Group	Comparison-Group Members
<b>I. Enhanced Mental Health Services</b>				
Mental Health Screening, Assessment, and Treatment	MH	8,589	FY 2006–2007 MH participants	10,469
Multisystemic Therapy	MST	92	MST-identified near misses	46
<b>II. Enhanced Services to High-Risk/High-Need Youth</b>				
Special Needs Court	SNC	60	SNC-identified near misses	75
Youth Substance Abuse Intervention	YSA	227	Pre/post comparison	227
Gender-Specific Community	GSCOMM	1,075	Pre/post comparison	1,075
High-Risk/High-Needs	HRHN	1,269	FY 2006–2007 HRHN participants	1,148
<b>III. Enhanced School- and Community-Based Services</b>				
School-Based Probation Supervision for High School Probationers	SBHS-PROB	4,031	Routine probationers	4,200
School-Based Probation Supervision for Middle School Probationers	SBMS-PROB	240	Routine probationers	225
School-Based High School Probation Supervision for At-Risk Youth	SBHS-AR	576	FY 2006–2007 SBHS-AR participants	438
School-Based Middle School Probation Supervision for At-Risk Youth	SBMS-AR	738	FY 2006–2007 SBMS-AR participants	697
Abolish Chronic Truancy	ACT	4,125	Pre/post comparison	4,125
After-School Enrichment and Supervision	PARKS	1,138	Pre/post comparison	1,138
Housing-Based Day Supervision	HB	96	Pre/post comparison	96
Inside-Out Writers	IOW	876	Pre/post comparison	876

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

## Outcomes

The CSA-mandated big six outcomes generally showed a similar pattern in FY 2007–2008 as in previous fiscal years. JJCPA participants were more likely than comparison youth to successfully complete probation, restitution, and community service. Consistent with our findings

from previous years, participants in several JJCPA programs showed higher probation-violation rates than did comparison youth. For programs that used a pre/post design, JJCPA youth tended to show fewer arrests and fewer incarcerations after program entry than before program entry. Programs with contemporaneous comparison groups showed mixed results. Programs that used historical comparison groups also showed generally positive results, though the differences were not always statistically significant.

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

## **Programs and Outcomes in Initiative I: Enhanced Mental Health Services**

Before JJCPA, the Probation Department processed juvenile referrals in a manner similar to most probation departments in California, offering only crisis intervention services. There was no dedicated court to address youth with severe mental-health issues, few if any placement options for crossover populations, and no cost-effective family-based community treatment service. These problems were addressed in FY 2007–2008 by two programs within the Enhanced Mental Health Services initiative: MH and MST. A total of 9,761 youth received services in the programs of the Enhanced Mental Health Services initiative in FY 2007–2008.

### **Summary of Outcomes for the Enhanced Mental Health Services Initiative**

Because youth in the MH program represent almost 99 percent of all youth in the Enhanced Mental Health Services initiative, the results for the initiative as a whole will necessarily be virtually identical to those for the MH program. JJCPA youth in the Enhanced Mental Health Services initiative showed higher completion of community-service rates than youth in the comparison groups. However, program youth had higher arrest and incarceration rates than comparison-group youth, more probation violations, and lower completion-of-restitution rates. The two groups were not significantly different in rates of completion of probation. Supplemental outcomes for both MH and MST were significantly improved in the six months after program entry compared with the six months before entering the program.

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

The High-Risk/High-Need initiative targets program youth at the highest risk as well as those with the highest need. Programs and services in this initiative include SNC, YSA, GSCOMM,<sup>4</sup> and the HRHN program. Many of the youth participating in this initiative are gang involved,

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<sup>4</sup> Gender-Specific Community programs include the Young Women at Risk (YWAR) program.

drug and alcohol users, and low academic performers; have mental-health issues and multiple risk/need factors across multiple domains; and pose a high risk for committing new crimes. Therefore, consistent with juvenile-justice research, the initiative targets higher-risk offenders and criminogenic risk/need factors, considers responsivity factors, and employs social learning approaches. A total of 3,307 youth received services in FY 2007–2008 within the Enhanced Services to High-Risk/High-Need Youth initiative.

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

Overall, program youth in the Enhanced Services to High-Risk/High-Need Youth initiative had higher rates for completion of probation, restitution, and community service than comparison-group youth. However, comparison-group youth had lower rates of arrests, incarcerations, and probation violations. All differences between the two groups were statistically significant. Higher rates of probation violation may result, at least in part, because program youth are more closely monitored than are routine probationers. The relevant supplemental outcomes for SNC, GSCOMM, and HRHN participants were significantly improved in the six months after entering the program compared with the six months before entering, as was one of the two supplemental outcomes for YSA.

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

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

Programs and services included in this initiative are SBHS-PROB, SBMS-PROB, SBHS-AR, SBMS-AR, ACT, PARKS, HB, and IOW. A total of 18,494 youth received services from programs in the school-based initiative during the JJCPA program's FY 2007–2008.

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

Taken as a whole, youth in the Enhanced School- and Community-Based Services initiative had significantly better outcomes on all of the big six measures, as compared to the baseline period or comparison group. For the programs that used educational measures as supplemental outcomes, school attendance improved significantly in the term following program entry as compared with the previous term, and there were significant reductions in school suspensions

and expulsions. All other supplemental outcomes showed significant improvement except for the PARKS program, where a single arrest occurred between 3:00 p.m. and 6:00 p.m. during both the baseline and follow-up periods, and HB housing-project crime rates, which were higher in FY 2007–2008 than in FY 2001–2002.

### JJCPA Per Capita Costs

A total of 31,562 youth were served in JJCPA programs in FY 2007–2008, at a total cost of \$34,209,043, or \$1,084 per participant.<sup>5</sup> As one might expect, some programs had lower per capita costs than others. In general, the larger programs, such as MH, had lower per capita costs, whereas the programs that offered more-extensive services to a smaller population, such as SNC, had higher per capita costs. Table S.2 shows the total budget for each program, the number of youth served in FY 2007–2008, and the cost per program participant. Overall, the cost per youth in the Enhanced Mental Health Services initiative in FY 2007–2008 was \$598, whereas the Enhanced Services to High-Risk/High-Need Youth initiative cost \$3,384 per youth served, and the Enhanced School- and Community-Based Services programs spent \$929 per youth.

### Components of Cost

In addition to the costs of delivering JJCPA services in the various programs, other costs are also incurred by JJCPA participants. These include the costs of supervision for those on probation, of juvenile hall for those who spend time in the halls, of juvenile camp for those assigned to camp, and of receiving a technical violation of probation, and the various costs associated with being arrested and going to court. We have also included, as a saving, the benefits of increased school attendance for youth in the school-based programs. In our analysis of overall JJCPA costs, we have attempted to estimate each on a daily basis to calculate the actual cost of each individual participant.

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

### Total Cost of Programs and Initiatives

Table S.3 shows the mean total cost per participant in JJCPA programs in FY 2007–2008. Weighted averages are also shown for each initiative. It should be noted that the costs for each initiative are largely driven by the costs of the program or programs in that initiative that serve

<sup>5</sup> The number of youth served in FY 2007–2008 is greater than the number of youth for whom outcome measures were reported to CSA, because the time frames are different. Because the cost estimates in this chapter include arrests during the six-month eligibility mandated for big six outcomes, the number of program youth will match the number used to report outcomes to CSA, not the total number served during the fiscal year.

**Table S.2**  
**Per Capita Costs, by JJCPA Program, FY 2007–2008**

Program/Initiative	Youth Served	Budget (\$)	Per Capita Expenditure (\$)
Enhanced Mental Health Services initiative	9,761	5,834,219	598
MH	9,630	5,207,128	541
MST	131	627,091	4,787
Enhanced Services to High-Risk/High-Needs Youth initiative	3,307	11,190,963	3,384
SNC	97	1,546,173	15,940
YSA	275	1,275,913	4,640
YWAR/GSCOMM	1,144	2,279,660	1,993
HRHN	1,791	6,089,217	3,400
Enhanced School- and Community-Based Services initiative	18,494	17,183,861	929
SBHS-PROB, SBHS-AR	6,955	10,239,509	1,472
SBMS-PROB, SBMS-AR	1,587	2,126,476	1,340
ACT	7,526	502,915	67
PARKS	1,184	2,335,727	1,973
HB	166	1,717,780	10,348
IOW	1,076	261,454	243
All programs	31,562	34,209,043	1,084

NOTE: YWAR = Young Women at Risk.

the most participants. Thus, MST costs have very little influence on the overall costs of the Enhanced Mental Health Services initiative, since the vast majority of youth served within that initiative are in the MH program.

As we might expect, overall juvenile-justice costs for JJCPA participants were generally higher in the follow-up period (\$8,110) than in the baseline period (\$6,127), primarily because six months is not a long enough time to evaluate the long-term benefits of changes brought about by participating in JJCPA programs. The majority of the JJCPA programs, however, produced substantial average cost savings in arrests, hall, court, and camp costs. If these cost savings were accumulated over a longer period of time, they might offset the substantial investment made in program costs. We are not able to extend the time frame to measure changes, however, because not enough time has elapsed to allow us to obtain data beyond a six-month period. With a longer follow-up period, the initial program costs may be offset by reductions in subsequent arrests, court appearances, and days spent in halls and camps.

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

**Table S.3**  
**Mean Total Cost per Participant by JJCPA Program, FY 2007–2008**

Program	Baseline (\$)			Follow-Up (\$)			Participants	Difference (\$)
	Mean	95% CI		Mean	95% CI			
Enhanced Mental Health Services initiative	9,582	9,403	9,761	14,810	14,575	15,045	8,681	-5,228
MH	9,625	9,445	9,806	14,863	14,626	15,101	8,589	-5,238
MST	5,595	4,443	6,747	9,851	8,837	10,866	92	-4,256
Enhanced Services to High-Risk/High-Need Youth initiative	8,130	7,806	8,453	7,372	7,142	7,602	2,631	758
SNC	14,108	10,181	18,035	20,054	16,435	23,673	60	-5,946
YSA	6,441	5,503	7,378	9,338	8,509	10,166	227	-2,897
YWAR and GSCOMM	1,019	844	1,195	2,662	844	1,195	1,075	-1,642
HRHN	14,172	13,564	14,779	10,411	9,985	10,836	1,269	3,761
Enhanced School- and Community-Based Services initiative	3,148	3,064	3,233	3,373	3,287	3,458	11,839	-224
SBHS-PROB	5,957	5,784	6,130	5,144	4,980	5,308	4,031	813
SBHS-AR	111	62	161	1,109	979	1,238	589	-998
SBMS-PROB	5,233	4,722	5,743	4,937	4,312	5,561	240	296
SBMS-AR	19	4	34	805	743	866	744	-786
ACT	1	0	1	53	50	56	4,125	-52
PARKS	130	64	195	1,997	1,857	2,137	1,138	-1,867
HB	1,238	456	2,021	7,193	6,893	7,494	96	-5,955
IOW	13,306	12,511	14,100	15,498	14,666	16,329	876	-2,192
All programs	6,127	6,039	6,215	8,116	8,014	8,218	23,151	-1,989

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

It is actually somewhat surprising to note that participants in the Enhanced School- and Community-Based Services initiative had only slightly higher total juvenile-justice costs in the follow-up period than in the baseline period. This finding is driven primarily by cost savings among school-based high-school probationers and the low costs of programs targeting at-risk youth.

### Component Cost Savings by Initiative

For each of the three FY 2007–2008 initiatives, Table S.4 shows the mean net cost for each cost component, i.e., the mean difference between the cost in the six months before entering the program and the six months after entering. The Enhanced Mental Health Services initiative, which serves only probationers, showed lower arrest costs but much higher camp costs after entering the program than before entering. The Enhanced Services to High-Risk/High-Need Youth initiative, which targets a large number of at-risk youth, saw the bulk of its expenses in program costs, whereas costs for arrests, juvenile hall, court, and especially camp were lower in the six months after entering the program. The Enhanced School- and Community-Based Services initiative, which targets a combination of probationers and at-risk youth, saw increased program and supervision costs but savings in arrest, juvenile-hall, and court costs after entering the program.

In general, higher rates of recidivism seem to occur in the JJCPA programs with the higher cost per participant. This may be because these programs target higher-risk youth than do the less expensive programs.

### Limitations of This Evaluation

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

**Table S.4**  
**Mean Cost Savings for Initiatives, FY 2007–2008 (\$)**

Component	Enhanced Mental Health Services	Enhanced Services to High-Risk/High-Need Youth	Enhanced School- and Community-Based Services
Program	-546	-2,890	-804
Supervision	-221	-50	-267
Arrest	786	28	172
Juvenile hall	-916	362	51
Camp	-4,116	3,132	-57
Court	-213	166	546
Total	-5,228	757	-224

NOTE: A positive number in this table indicates that mean costs were lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that costs were higher after entering the program than before entering. Total costs may include savings from improved school attendance. Because of missing data for some components, total cost may not equal the sum of the component costs.

differences between treatment and comparison groups may reflect pretreatment differences between the groups rather than treatment effects of the programs. Another limitation is the ability to follow program participants for only six months.

## **Conclusions**

This is the seventh year of RAND's JJCPA evaluation findings. Over the years, the strength and breadth of the evaluation has improved, as has the overall quality of the outcome data analyzed. More-rigorous comparison groups have been identified for some programs, enhanced in some instances by statistical techniques to equalize program and comparison groups on several factors, such as demographics, location, severity of the instant offense, and the presence of a gang order (a court order not to associate with known gang members). Through the Juvenile Justice Coordinating Council (JJCC), the Probation Department will work to coordinate and integrate JJCPA strategies, initiatives, programs, and resources into system reforms, gang intervention, and violence-reduction efforts.

Results reflect the continuing collaboration between the evaluators and Probation to modify programs based on the integration of evaluation findings and effective juvenile-justice practices. We still see that the effect sizes are relatively small, although county-developed supplemental outcomes tend to be more favorable than state-mandated big six outcomes. Los Angeles County will continue to receive JJCPA funding on an annual basis and will continue to report outcomes to CSA annually.



## Abbreviations

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AA	Alcoholics Anonymous
ACT	Abolish Chronic Truancy
ADA	average daily attendance
ART	Aggression Replacement Therapy
BOC	Board of Corrections
BSI	Brief Symptom Inventory
CBO	community-based organization
CCTP	Camp to Community Transition Program
CI	confidence interval
CPAI	Correctional Program Assessment Inventory
CPOST	Commission on Correctional Peace Officer Standards and Training
CSA	Corrections Standards Authority
CTF	community treatment facility
DA	district attorney
DBT	Dialectical Behavior Therapy
DCFS	Department of Children and Family Services
DCSS	Department of Community and Senior 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: DSM-IV
FFT	Functional Family Therapy
FY	fiscal year

GAF	Global Assessment of Functioning
GED®	General Educational Development Test
GIS	Gang Intervention Services
GSCOMM	Gender-Specific Community
HB	Housing-Based Day Supervision
HRHN	High-Risk/High-Needs
IAP	Intensive Aftercare Program
IOW	Inside-Out Writers
JJCC	Juvenile Justice Coordinating Council
JJCPA	Juvenile Justice Crime Prevention Act
LA CADA	Los Angeles Community Alcohol and Drug Awareness
LARRC	Los Angeles Risk and Resiliency Checkup
LAUSD	Los Angeles Unified School District
MA	Marijuana Anonymous
MAARY-C	Multi-Agency At-Risk Youth Committee
MAYSI	Massachusetts Youth Screening Instrument
MEND	Meeting Each Need with Dignity
MET	Motivational Enhancement Therapy
MH	Mental Health Screening, Assessment, and Treatment
MHA	Mental Health America
MHSA	Mental Health Service Act
MIOCR	Mentally Ill Offender Crime Reduction
MPYD	Mentoring and Partnership for Youth Development
MST	Multisystemic Therapy
MTFC	Multidimensional Treatment Foster Care
NA	Narcotics Anonymous
NCADD	National Council on Alcoholism and Drug Dependence
OJJDP	Office of Juvenile Justice and Delinquency Programs
PAIR	Project for Adolescent Intervention and Rehabilitation
PARKS	After-School Enrichment and Supervision

RP	Relapse Prevention
SAP	Student Assistance Program
SBHS-AR	School-Based High School Probation Supervision for At-Risk Youth
SBHS-PROB	School-Based High School Probation Supervision for Probationers
SBMS-AR	School-Based Middle School Probation Supervision for At-Risk Youth
SBMS-PROB	School-Based Middle School Probation Supervision for Probationers
SIR	special incident report
SLC	social learning curriculum
SLM	Social Learning Model
SNC	Special Needs Court
TAY	Transition Age Youth
TPS	Teaching Prosocial Skills
YMCA	Young Men's Christian Association
YSA	Youth Substance Abuse Intervention
YWAR	Young Women at Risk



## Background and Methodology

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### The Juvenile Justice Crime Prevention Act

In 2000, the California state legislature passed the Schiff-Cardenas Crime Prevention Act, which authorized funding for county juvenile-justice programs and designated the Board of Corrections (BOC) the administrator of funding. A 2001 California Senate bill extended the funding and changed the program's name to the Juvenile Justice Crime Prevention Act (JJCPA). This effort was designed to provide a stable funding source for juvenile programs that have been proven effective in curbing crime among at-risk and young offenders (California Board of Corrections and Rehabilitation, 2009). Counties were asked to submit plans to the state for funding to identify programs that filled gaps in local services. These programs were to be based on empirical findings of effective program elements. The plans were required to include

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

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

JJCPA provided funds to counties to add evidence-based programs and services for juvenile probationers identified with higher needs for special services than those received by routine probationers, at-risk youth who have not yet entered the probation system but who live or attend school in areas of high crime or who have other factors that potentially predispose them to criminal activities, and youth in juvenile halls and camps. Each juvenile is assigned to one or more JJCPA programs according to an assessment of the individual's need for services.

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

(5) successful completion of restitution, and (6) successful completion of community service. Each county can also supply supplemental outcomes to measure locally identified service needs (California Board of Corrections and Rehabilitation, 2009).

JJCPA programs were first implemented in the summer and fall of 2001 and are now in their eighth year of funding. In the seventh year of funding—fiscal year (FY) 2007–2008—56 counties participating in JJCPA had expended nearly \$118.7 million to administer a total of 174 JJCPA programs to 103,118 at-risk youth and young offenders.<sup>1</sup> Statewide, JJCPA participants had statistically slightly lower rates of arrest and incarceration and significantly higher rates of completion of probation and of community service than comparison-group youth. At the state level, JJCPA youth had significantly better school attendance, achieved significantly higher grade-point averages, and were significantly less likely to be suspended from school than comparison-group youth.

In FY 2007–2008, on the state level, JJCPA participants had slightly higher rates of completion of restitution and of probation violations, but differences between the two groups were not statistically significant. A higher rate of probation violations for JJCPA participants is not surprising, since the additional supervision of many JJCPA programs increases the likelihood of detecting probation violations when they occur (California Board of Corrections and Rehabilitation, 2009).

### **JJCPA in the Context of Los Angeles County Probation Department Programs**

JJCPA is one of the major vehicles to provide services to juveniles. JJCPA programs are administered by the Los Angeles County Probation Department (hereafter called the Probation Department or, simply, Probation), whose mission is to promote and enhance public safety, ensure victims' rights, and facilitate the positive behavior change of adult and juvenile probationers. In FY 2007–2008, the state allocated more than \$34 million to Los Angeles County for JJCPA programs and services. This represents roughly one-third of juvenile field expenditures, one-quarter of detention expenditures, and more than one-third of camp expenditures, or almost 10 percent of all juvenile expenditures.

JJCPA programs are grounded in social-ecological research and the causal model of delinquency studies. The central tenet of this approach is that behavior is multidetermined through the reciprocal interplay of the youth and his or her social ecology, including the family, peers, school, neighborhood, and other community settings. The primary goal of JJCPA programs is to optimize the probability of decreasing crime-producing risk factors and increasing protective factors, with the capacity to intervene comprehensively at the individual, family, peer, and school levels, and possibly the community level as well. The use of JJCPA and other resources allows the deputy probation officer (DPO) to shape a plan that builds on the strengths of each youth and is uniquely responsive to service needs. In collaboration with school officials, parents, and community partners, JJCPA DPOs are able to coordinate service plans that include various school- and community-based resources.

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,

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<sup>1</sup> Participants are counted each time they enter a program, so a given individual may be counted in more than one program, or more than once within the same program.

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

## State Requirements and Local Evaluation

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

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

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

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

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

The Probation Department submitted program evaluation designs, approved by BOC, that used quasi-experimental methods. Programs included a group of youth—either routine probationers, probationers in non-JJCPA programs, or at-risk youth receiving Probation

services—with characteristics similar to those of program youth where appropriate, and a pre/post measurement design in instances in which no appropriate comparison group could be identified. Generally, outcomes for program participants are measured for a six-month period after starting the program or after release into the community (for camp and juvenile-hall programs). In addition to the big six, the Probation Department, working with BOC (and later with CSA), defined supplemental outcomes specific to each program, which are also reported to CSA annually.

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

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

RAND verified the comparability of comparison groups for SBHS-PROB and SBMS-PROB by matching program youth to comparison-group youth based on age, gender, race/ethnicity, prior arrest record, type of offense for the most recent arrest (violent, property, drug, or other), prior probation supervision, and orders to avoid gang activity. RAND also worked with SNC and MST personnel to identify program “near misses” appropriately similar to program participants to create a comparison group.<sup>2</sup> Prior to FY 2007–2008, historical comparison groups had been used for Mental Health Screening, Assessment, and Treatment (MH), HRHN, and at-risk youths in the school-based middle- and high-school programs (SBMS-AR and SBHS-AR, respectively). Following a suggestion from CSA, in FY 2007–2008, these were replaced as comparison groups by participants in each program, respectively, from the previous

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<sup>2</sup> Program rejections for MST typically consisted of youth who otherwise qualified for the program but were rejected because of language difficulties or lack of Medicare coverage. SNC rejections were “near misses” who failed to qualify for inclusion in SNC either because they were close to 18 years old or because 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.

fiscal year, with the goal that the current year's participants would perform at least as well as those of the previous year. The remaining JJCPA programs (Abolish Chronic Truancy [ACT], Youth Substance Abuse Intervention [YSA], Young Women at Risk [YWAR], Gender-Specific Community Programs [GSCOMM], After-School Enhancement and Supervision [PARKS], Housing-Based Day Supervision [HB], and Inside-Out Writers [IOW]) used a pre/post design.

We have applied standard statistical techniques (chi-square tests and difference-of-means tests) to assess whether the differences in outcomes between JJCPA 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 may be statistically significant.

Some discussion of the big six is in order. CSA does not rank the relative importance of these measures, nor is there any universally accepted relative importance of these measures of recidivism. For its planning purposes, Los Angeles County has ranked these in order, from most important to least important, in the view of Probation Department standards: successful completion of probation, arrests, probation violations, incarcerations, successful completion of restitution, and successful completion of community service. See Appendix C for an explanation of this rank ordering.

An ideal outcome would be for no program youth to be arrested, be incarcerated, or be in violation of probation and for all to complete probation and (if applicable) community service and restitution. However, since, for most JJCPA programs, the big six outcomes are measured only for six months after entry into the program,<sup>3</sup> and, because most youths' terms of probation last 12 to 18 months, in practice, a 100-percent completion-of-probation rate is not a realistic expectation. For all the big six measures, the most important metric is whether program youth performed significantly better than comparison youth, not the absolute value of any given outcome.

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 youth. Even if program youth and comparison 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 may be due more to their supervision level than to actual misbehavior.

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

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<sup>3</sup> For programs based in juvenile camps, the big six outcomes are measured for the six months after the youth returns to the community, rather than from program start.

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

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

## Overview of Changes and Enhancements

Since the start of JJCPA, there have been a multitude of strategic and program changes. Initially, there were 16 JJCPA programs in Los Angeles County. However, through a process of program evaluation; stakeholder, family, and youth feedback; contract monitoring review; input from offices of the board of supervisors; and lessons learned, JJCPA has been scaled down to 11 programs, some of which have more than one component subprogram. The major changes in JJCPA begun in FY 2004–2005 and continued through FY 2007–2008 center on

- training Probation and CBO staff in evidence-based practices, principles of effective correctional interventions, and case-management interventions that strengthen interagency collaboration and result in comprehensive services for youth and families
- developing a standardized approach to service delivery to reduce variability
- strengthening program linkages and service integration
  - leveraging existing resources with JJCPA programs
  - restructuring JJCPA and the Probation Department’s Camp Community Transition and Intensive Gang Supervision programs to align the services with the latest research, ground these programs in “best practices,” and improve program outcomes
  - enhancing program monitoring and program effectiveness.

### Training Enhancements

Consistent with the implementation of evidence-based programs and the need to strengthen the capacity of JJCPA community service providers, the Probation Department continued training enhancements, begun in FY 2004–2005, when it initiated several training sessions for Probation staff and community-based partners. The focus of this training was to strengthen service delivery through increased collaboration and case-management interventions. The purpose of the training was to identify practical steps to ensure collaborative case management and team-building efforts, reduce variability, and improve outcomes for youth and families. The training sessions included the following:

- Los Angeles Risk and Resiliency Checkup (LARRC) training. LARRC is the Probation Department's research-based assessment instrument that measures risk and protective factors and is used by DPOs and CBOs to guide case-management decisions, case planning, and service referrals.
- strength-based/family-focused case-management skill training. Therapists and staff from MST, Functional Family Therapy (FFT), and the Department of Mental Health (DMH) trained DPOs on development of strength-based case-management tools (engagement, motivation, balancing alliances, matching modeling, validation, reframing, and installation of hope) for DPOs and CBOs.
- Parent Project Certified Training. Parallel to the implementation of the Probation Department's Juvenile Plan, CBOs received training in parental interventions designed to improve and support parental effectiveness, family cohesion, parental monitoring, and communication. The Juvenile Plan represents the department's movement away from a single-factor approach to a multimodal, systemic approach that focuses on the social systems in the youth that are embedded (i.e., family, peer, school, neighborhood). Program interventions empower, support, and stress that parents
  - track and reinforce positive behaviors with social attention and other reinforcers
  - track negative behavior
  - set clear limits and consistently enforce those limits with nonphysical consequences
  - monitor school performance, peer relations, and youth whereabouts
  - decrease exposure to crime-producing activities and behaviors.
- Social Learning Model (SLM) training. Parallel to the restructuring of the Gang Intervention and Intensive Transition programs, the Probation Department implemented a social learning curriculum (SLC) for youth and parents in the HRHN program. The SLM draws from and integrates the principles and practices of several evidence-based programs:
  - aggression-replacement therapy (ART)
  - dialectical behavior therapy (DBT)
  - FFT
  - motivational enhancement therapy (MET)
  - MST
  - relapse prevention (RP).

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

### **Program Enhancements**

In response to program and contract monitoring reviews, family and participant needs, and stakeholders' feedback, the following JJCPA enhancements were implemented, beginning in FY 2004–2005 and continuing through FY 2007–2008:

- restructuring of the Gang Intervention and Intensive Transition and gender-specific programs into the HRHN program. After review of programs and program results, as well as feedback from program staff, stakeholders, and collaborative partners, these programs were restructured to achieve (1) improved program outcomes, (2) improved service delivery, and (3) more-effective program interventions. All of these programs now employ an SLC, drawing from several evidence-based and Blueprint program models; provide home- or community-based service delivery; and better integrate CBO collaborative partners.
- implementation of family-based interventions. Consistent with MST and FFT, JJCPA programs now employ family-focused rather than youth-focused interventions. Family-focused interventions in JJCPA programs target family relations, communication, and parental monitoring; family protective and resiliency factors; parent-empowerment strategies; and family dynamics. Training by therapists and staff from MST and FFT has aided in the implementation of these interventions.
- parental-skill training. The JJCPA program now places great emphasis on parental-skill training designed to empower parents to
  - become their children’s primary prevention agents
  - become partners in the educational process
  - track and reinforce positive behaviors with social attention and other reinforcements
  - track negative behavior
  - set clear limits and consistently enforce those limits with nonphysical consequences
  - monitor peer relations
  - monitor the probationer’s whereabouts
  - decrease the probationer’s exposure to crime-producing activities.
- School Safety Collaboratives/Safe Passages program. In collaboration with school officials and law-enforcement partners, a Safe Passages program for youth traveling to and from school in high-crime areas was implemented as part of the school-based programs. The safety collaborative planning groups solicited and engaged parents, students, neighborhood block club members, faith-based organizations, community-based providers, and other governmental agencies to address issues youth faced on a daily basis (e.g., gang membership recruitment, acts of violence, sexual and physical battery, extortion, and drug sales) that negatively affect school attendance and academic performance.
- increased emphasis on skill-building training and activities for JJCPA youth. JJCPA programs have been greatly modified through the SLC to provide
  - anticriminal modeling
  - social-skill development
  - ART skills
  - problem-solving skills
  - RP skill training.

In addition to these changes, the JJCPA program operating community treatment facilities (CTFs) was discontinued in FY 2005–2006.

### **Changes in Comparison Groups**

As noted, prior to FY 2007–2008, historical comparison groups had been used for SBMS-AR and SBHS-AR, MH, and HRHN. The comparison groups for MH, SBMS-AR, and SBHS-AR dated to 2000, while the HRHN comparison group came from 2003. By FY 2007–2008,

there was simply too much elapsed time to consider these historical groups comparable to the current JJCPA participants, so it was decided to compare the current year's participants to those in the same program the previous year. The goal of this comparison was that this year's participants do at least as well as the previous year's participants in JJCPA-measured outcomes.

The remainder of this report focuses specifically on JJCPA programs in Los Angeles County in FY 2007–2008. Chapter Two details JJCPA programs and presents brief summaries of each program, their evidence-based program underpinnings, and outcome measures reported to CSA for FY 2007–2008. Chapter Three compares, for each JJCPA program and initiative, mean juvenile-justice costs in the six months before beginning the program to similar costs in the six months after beginning the program. Summary and conclusions of the evaluation of JJCPA in FY 2007–2008 are presented in Chapter Four.



## Current JJCPA Programs and FY 2007–2008 Outcome Measures

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In this chapter, we report outcome measures for each JJCPA program in Los Angeles County in FY 2007–2008, including the “big six” outcome measures mandated by CSA, as well as supplemental outcome measures specific to individual JJCPA programs.

### Youth Involved in JJCPA Programs in FY 2007–2008

As we noted in Chapter One, legislation specified that JJCPA programs target at-risk juveniles, juvenile offenders, and their families (California State Assembly, 2000). Although CSA does not require details about the characteristics of JJCPA participants, many are fairly high risk, since the program specifically targets youth who live or attend school in 85 high-risk areas of Los Angeles County. The Probation Department defines a youth as at risk if he or she shows two or more problems in the following areas: family dysfunction (problems of monitoring or high conflict between youth and parent), school problems (truancy, misbehavior, or poor academic performance), and delinquent behavior (gang involvement, substance abuse, or involvement in fights). Overall, in FY 2007–2008, 31,562 youth received JJCPA services. Of these, 10,771 (34.1 percent) were at risk and 20,791 (65.9 percent) were on probation. Youth in one or more JJCPA programs receive services, often provided under contract by CBOs, as well as supervision by a probation officer.

Los Angeles County JJCPA programs are organized into three initiatives: Enhanced Mental Health Services, Enhanced Services to High-Risk/High-Need Youth, and Enhanced School- and Community-Based Services. Table 2.1 lists the JJCPA programs in each initiative in FY 2007–2008, the number of participants for whom outcome measures were reported, the comparison group used, and the size of the comparison group.

### Programs and Outcomes in Initiative I: Enhanced Mental Health Services

Before JJCPA, the Probation Department processed juvenile referrals in a manner similar to most probation departments in California, offering only crisis intervention services. There was no dedicated court to address youth with severe mental-health issues; few, if any, placement options for crossover populations; and no cost-effective family-based community treatment service. These problems were addressed in FY 2007–2008 by two programs within the mental-health service initiative: MH and MST.

**Table 2.1**  
**Programs in the Three JJCPA FY 2007–2008 Initiatives**

Initiative and Programs	Abbreviation	Participants	Comparison Group	Comparison-Group Members
<b>I. Enhanced Mental Health Services</b>				
Mental Health Screening, Treatment, and Assessment	MH	8,589	FY 2006–2007 MH participants	10,469
Multisystemic Therapy	MST	92	MST-identified near misses	46
<b>II. Enhanced Services to High-Risk/High-Need Youth</b>				
Special Needs Court	SNC	60	SNC-identified near misses	75
Youth Substance Abuse Intervention	YSA	227	Pre/post comparison	227
Gender-Specific Community	GSCOMM	1,075	Pre/post comparison	1,075
High-Risk/High Needs	HRHN	1,269	FY 2006–2007 HRHN participants	1,148
<b>III. Enhanced School- and Community-Based Services</b>				
School-based middle- and high-school probation supervision for probationers and at-risk youth	SBHS-PROB	4,031	Routine probationers	4,200
	SBMS-PROB	240	Routine probationers	225
	SBHS-AR	576	FY 2006–2007 SBHS-AR participants	438
	SBMS-AR	738	FY 2006–2007 SBMS-AR participants	697
Abolish Chronic Truancy	ACT	4,125	Pre/post comparison	4,125
After-School Enrichment and Supervision	PARKS	1,138	Pre/post comparison	1,138
Housing-Based Day Supervision	HB	96	Pre/post comparison	96
Inside-Out Writers	IOW	876	Pre/post comparison	876

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.

Youth in the Enhanced Mental Health Services initiative were evaluated based on comparison with an appropriate group for each program. Detailed statistics for FY 2007–2008 outcomes are given in Appendix E, along with a description of the comparison group for each of the three programs. A total of 9,761 youth received services in the programs of the Enhanced Mental Health Services initiative in FY 2007–2008. Table 2.2 lists the programs that constitute the Enhanced Mental Health Services initiative, along with a description of the comparison group for each program.

**Table 2.2**  
**JJCPA Programs in the Enhanced Mental Health Services Initiative**

Program	Comparison Group
MH	Participants in the program during the previous year
MST	Youth “near misses” for MST but identified as similar to MST participants

We next briefly describe each program in the Enhanced Mental Health Services initiative, along with the reported outcomes for FY 2007–2008. Except where specifically noted, all of the outcome differences listed were statistically significant ( $p < 0.05$ ), meaning that JJCPA youth outcomes were significantly different from those of comparison youth.<sup>1</sup> 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 may be considerably smaller because, for instance, school data were not available, or strength and risk evaluation was not done on all program youth. For details on the sample size of each outcome measure, see Appendix E.

### **Mental Health Screening, Assessment, and Treatment**

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

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

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

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

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

**Evidence Base for Program.** This program shares many components with the successful Linkages Project in Ohio (Cocozza and Skowrya, 2000). In that project, the Ohio county

<sup>1</sup> The chi-square test used to measure statistical significance for this evaluation requires that each cell of a  $2 \times 2$  table contain at least five observations. Some programs (e.g., very small programs or those with very low arrest rates) did not meet this requirement, so testing for statistical significance was not appropriate in these cases. In such instances, we report differences as “not statistically testable.”

of Lorain created the Project for Adolescent Intervention and Rehabilitation (PAIR), which targeted youth placed on probation for the first time for any offense. Youth are screened and assessed for mental health and substance-abuse disorders, and individual treatment plans are developed. Youth are then supervised by probation officers and case managers in conjunction with treatment providers. An evaluation of the PAIR program found that it provides an important service and coordinating function for youth, the courts, and the service systems involved (Cocozza and Skowyra, 2000).

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

**Comparison Group and Reference Period.** The comparison group for MH consists of all MH participants in the previous year, FY 2006–2007. Because we have no demographic data for the comparison youth, the only evidence suggesting comparability between the two groups is that they represent everyone who passed through Los Angeles County juvenile halls during a 12-month period (though different periods for the two groups).

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 may differ widely among probationers, so, for those with short stays, outcomes are measured fairly soon after entry into juvenile hall. For others, outcomes may reflect behaviors considerably later than their date of admission.

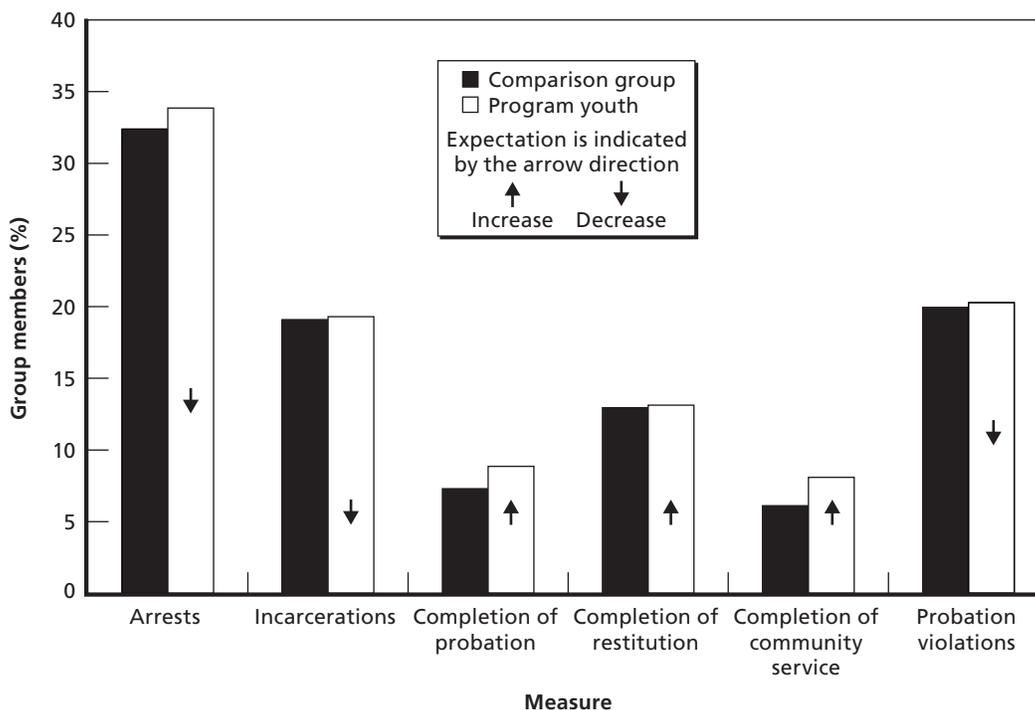
The supplemental outcome for the MH program is based on mean scores on the Brief Symptom Inventory (BSI). The BSI, developed by Leonard R. Derogatis (Derogatis and Melisaratos, 1983), is designed to reflect the psychological distress and symptom patterns of psychiatric and medical patients, as well as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

**Outcomes.** For outcome analyses, we examined 8,589 youth in the MH program and 10,469 comparison youth. FY 2007–2008 MH participants completed probation at a higher rate (8.9 percent) than their counterparts from the previous year (7.3 percent). The latter year's participants also showed higher rates of completion of community service (8.1 percent versus 6.1 percent). Although these differences are small, they are nonetheless statistically significant. However, the earlier year's MH participants had significantly lower arrest rates (32.4 percent, versus 33.8 percent for FY 2007–2008). Differences in the remaining big six outcome measures were not significantly different for the two groups. BSI scores, available for only 349 MH participants, declined for program youth, from a mean of 53.7 at program entry to a mean of 49.6 in the three weeks after entering the program, a statistically significant difference. Outcomes are shown in Figure 2.1, with complete details in Table E.1 in Appendix E.

Details of outcomes by cluster,<sup>2</sup> including sample sizes, are in Table F.1 in Appendix F. Outcomes by gender are in Table G.1 in Appendix G.

<sup>2</sup> *Cluster* is the term used by Probation to refer to a geographical area very closely aligned to a given Los Angeles County supervisory district.

**Figure 2.1**  
**Mental Health Screening, Assessment, and Treatment Outcomes, FY 2007–2008**



RAND TR746-2.1

### Multisystemic Therapy

MST by MST Services, 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 may be necessary in any one or a combination of these systems. Participants in the JJCPA MST program are chronic 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 the youth's natural environment, using the strengths of each system (e.g., family, peers, school, neighborhood, and indigenous support network) to facilitate change. Within a context of support and skill building, the therapist places developmentally appropriate demands on the adolescent and family for responsible behavior. Intervention strategies are integrated into a social-ecological context and include strategic family therapy, structural family therapy, behavioral parent training, and cognitive behavior therapies.

MST is provided using a home-based model of service delivery. This model helps to overcome barriers to service access, increases family retention in treatment, allows for the provision of intensive services (i.e., therapists have low caseloads), and enhances the maintenance of

treatment gains. MST treatment usually involves approximately 60 hours of contact over four months, but frequency and duration of sessions are determined by family need.

**Evidence Base for Program.** Consistent with social-ecological models of behavior and findings from causal modeling studies of delinquency and drug use, MST posits that youth antisocial behavior is determined by multiple causes and is linked with characteristics of the individual youth and his or her family, peer group, school, and community contexts (Henggeler et al., 1998). As such, MST interventions aim to attenuate risk factors by building youth and family strengths (protective factors) on a highly individualized and comprehensive basis. MST typically uses a home-based model of service delivery, in which therapists have small caseloads (four to six families); are available 24 hours per day, seven days per week; and provide services in the home at times convenient to the family. The average length of treatment is up to 60 hours of contact provided during a four-month period. This approach attempts to circumvent barriers to service access often encountered by families of serious juvenile offenders. An emphasis on parental empowerment to modify the natural social network of their children is intended to facilitate the maintenance and generalization of treatment gains (Henggeler et al., 1998).

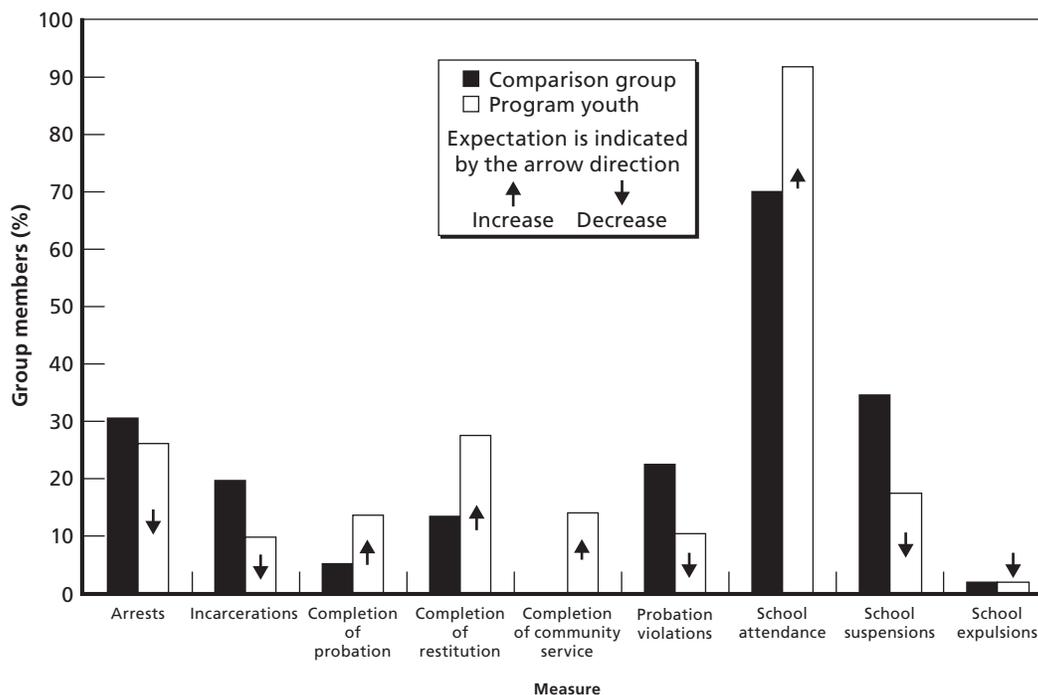
We would note that a meta-analysis of MST studies has indicated that the program's benefit is modest or nonsignificant when one excludes the demonstration programs developed and evaluated by Henggeler and his colleagues (Littell, Popa, and Forsythe, 2005).

**Comparison Group and Reference Period.** The comparison group for MST consists of “near misses” for MST who were identified as similar to MST participants. These youth were not accepted for MST usually because of language barriers or a lack of Medicare coverage. A few comparison-group youth were also denied admission to MST because of a lack of space. Youth to be included in the comparison group were agreed on by MST staff, Probation Department staff, and RAND staff. For the comparison group, we have no data on race/ethnicity, and age is unknown for almost one-third (32.8 percent) of the group. Almost three-fourths (73.9 percent) of MST program youth were Hispanic. A higher percentage of comparison-group youth (82.6 percent) were male than MST program youth (71.7 percent).

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

**Outcomes.** Outcome analyses examined 92 MST youth and 46 comparison youth. MST youth had lower arrest rates (26.1 percent versus 30.4 percent), incarceration rates (9.8 percent versus 19.6 percent), and probation-violation rates (10.2 percent versus 22.5 percent) than the comparison youth, but the differences were not statistically significant. MST youth also had higher rates of successful completion of probation (13.6 percent versus 5.0 percent), restitution (27.4 percent versus 13.3 percent), but, again, the differences were not statistically significant. Successful completion of community service was not statistically testable because none of the comparison group completed community service. School attendance, suspension, and expulsion data were available for 52 of the 92 MST youth. Attendance was significantly higher in the first academic period following entry into the program than in the academic period prior to program entry (91.8 percent versus 70.0 percent), and suspensions were significantly lower after program entry (17.3 percent versus 34.6 percent). School expulsions were equal (1.9 percent) during both academic periods. Outcomes are shown in Figure 2.2, with complete details

**Figure 2.2**  
**Multisystemic Therapy Outcomes, FY 2007–2008**



RAND TR746-2.2

in Table E.2 in Appendix E. Details of outcomes by cluster, including sample sizes, are in Table F.2 in Appendix F. Outcomes by gender are in Table G.2 in Appendix G.

### Summary of Outcomes for the Enhanced Mental Health Services Initiative

Because youth in the MH program represent almost 99 percent of all youth in the Enhanced Mental Health Services initiative, the results for the initiative as a whole will necessarily be virtually identical to those for the MH program. JJCPA youth in the Enhanced Mental Health Services initiative showed higher completion of community-service rates than youth in the comparison groups. However, program youth had higher arrest and incarceration rates than comparison youth, more probation violations, and lower completion-of-restitution rates. The two groups were not significantly different in rates of completion of probation. Supplemental outcomes for both MH and MST were significantly improved in the six months after program entry compared with the six months before entering the program.

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

The High-Risk/High-Need initiative targets program youth at the highest risk of reoffending, as well as those with the highest need for services. Programs and services in this initiative

include SNC, YSA, GSCOMM,<sup>3</sup> and the HRHN program. Table 2.3 lists the programs in this initiative and briefly summarizes 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 mental-health issues and multiple risk and need factors across multiple domains; and pose a high risk for committing new crimes. Therefore, consistent with juvenile-justice research, the initiative

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

In this initiative, SNC youth were evaluated using a comparison group, and YSA and GSCOMM participants were evaluated using a pre/post design, by comparing their outcomes in a reference period before enrollment in the program with their outcomes in a comparable reference period after enrollment.

A total of 3,307 youth (97 in SNC, 275 in YSA, 1,144 in GSCOMM, and 1,791 in HRHN) received services in FY 2007–2008 within the Enhanced Services to High-Risk/High-Need Youth initiative.

### Special Needs Court

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

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

**Table 2.3**  
**Programs in the Enhanced Services to High-Risk/High-Need Youth Initiative**

Program	Comparison Group
SNC	Youth eligible for SNC who could not participate because the program was at capacity, or youth who were "near misses" for eligibility
YSA	Program youth (pre/post design)
GSCOMM	Program youth (pre/post design)
HRHN	Program participants from the previous year

<sup>3</sup> Gender-Specific Community programs include the YWAR program.

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

**Evidence Base for Program.** In April 2000, the U.S. Department of Justice (DOJ) reviewed four recently developed adult mental-health courts in Fort Lauderdale, Florida; Seattle, Washington; San Bernardino, California; and Anchorage, Alaska. Although these specialty courts were relatively new, the evaluation results were limited but promising (Goldkamp and Irons-Guynn, 2000).

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

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

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

**Comparison Group and Reference Period.** Comparison youth for SNC were “near misses” for SNC eligibility during FY 2006–2007 and FY 2007–2008, primarily because they were not deemed sufficiently “serious.” SNC and comparison-group youth showed similar demographic distributions, as indicated in Table 2.4. In theory, this group would constitute an adequate comparison group, providing that guidelines for inclusion and exclusion in the SNC program were followed. However, at a presentation at the Los Angeles County Juvenile Justice Coordinating Council (JJCC) meeting in March 2007, RAND learned that, although SNC is not supposed to include minors declared incompetent or those with violent offenses, the judge can waive these exceptions and often does so. As a result, it was reported that, of the 50 then-active SNC participants, 13 had been declared incompetent and 9 others had been arrested for a violent offense. Thus, we are comparing SNC youth who had more-severe problems than

program guidelines dictate to youth whose problems were deemed not severe enough to qualify for the program, casting significant doubt on the comparability of the two groups.

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

**Outcomes.** Outcome analyses compared 60 SNC youth with 75 comparison-group youth. GAF scores increased significantly, from 37.6 to 44.4 for program youth in the six months after entering the program.<sup>4</sup>

SNC youth were not significantly different from comparison-group youth in any of the big six outcomes. Except for probation violations, for which SNC rates were lower than comparison-group rates, SNC participants performed less well on each of the big six outcomes than comparison-group youth did. All of the differences between the two groups on big six outcomes were either not statistically significant or not statistically testable due to small sample sizes.

**Table 2.4**  
**Demographic Factors for Special Needs Court and Comparison Group**

Factor	SNC	Comparison
Age		
<15	25 (41.7%)	17 (22.7%)
15	10 (16.7%)	13 (17.3%)
16	12 (20.0%)	19 (25.3%)
17	12 (20.0%)	20 (26.7%)
>17	1 (1.67%)	5 (6.7%)
Gender		
Male	47 (78.3%)	54 (72.0%)
Female	13 (21.7%)	21 (28.0%)
Race/ethnicity		
Black	23 (38.3%)	36 (48.0%)
White	3 (5.0%)	5 (6.7%)
Hispanic	34 (56.7%)	32 (42.7%)
Other	0 (0.0%)	2 (2.7%)

SOURCE: Analysis of data from Probation's database.

<sup>4</sup> GAF scores were available for 35 of the 60 SNC participants in FY 2007–2008.

For outcomes, see Figure 2.3, with complete details given in Table E.3 in Appendix E. Outcomes by cluster are presented in table form in Table F.3 in Appendix F. Outcomes by gender are in Table G.3 in Appendix G.

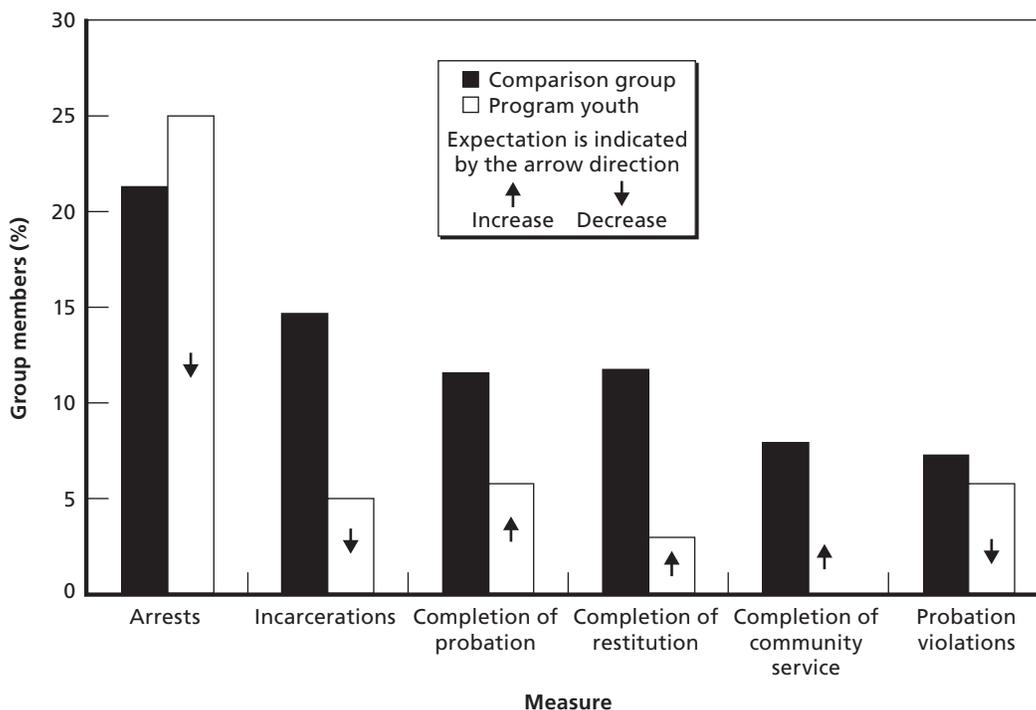
**The Youth Substance Abuse Intervention Program**

Youth with substance-abuse issues are referred by the Camp Community Transition Program, Intensive Gang Supervision, and school-based DPOs to a community-based provider for a comprehensive assessment. A central focus of this programming is to ensure that high-risk probationers transitioning to the community from a camp setting are scheduled for an assessment prior to release from camp and seen by a community-based substance-abuse treatment provider within the first 36 hours following release from the camp facility. If the assessment indicates the need for treatment, the substance-abuse treatment provider employs intensive case management that will require contact with the youth and probation officer. Treatment through individual, family, and group counseling is provided. The treatment is holistic and focuses on the roots of the problem and not just on the substance-abuse manifestation. Drug testing is used to verify abstinence and progress in the program. The treatment provider has access to inpatient services as needed.

Program goals are to

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

**Figure 2.3**  
**Special Needs Court Outcomes, FY 2007–2008**



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

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

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

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

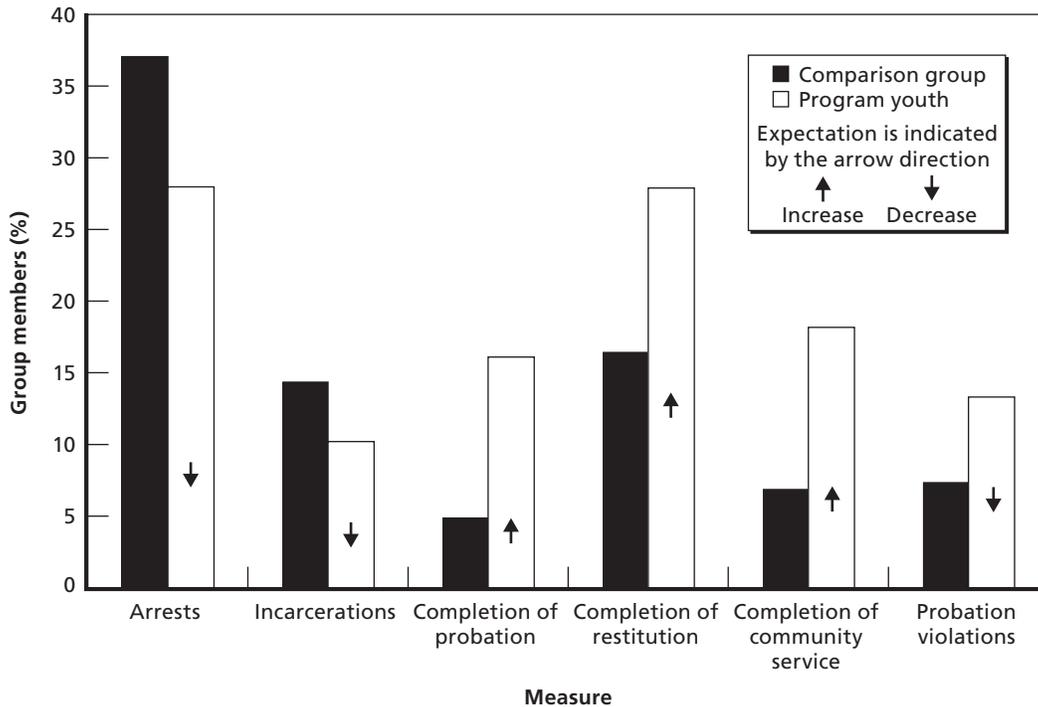
**Comparison Group and Reference Period.** For the big six outcomes, YSA used a pre/post design, comparing the performance of participants during the six months before program entry to performance in the six months following program entry. Such pre/post designs are used only when an appropriate comparison group cannot be identified and are considered a weaker research design than those using others as a comparison group. Selection into the program was triggered by the individual’s substance abuse. An evaluation of the program’s effect on substance abuse and other outcomes that are correlated with substance abuse, including arrests and incarcerations, are subject to “regression to the mean” when a pre/post design is used for evaluation. Regression to the mean occurs when only those individuals with extreme values are selected at one time point and then evaluated again at a later time point. Measurements at the later time points are likely to be less extreme than at the initial time point. Since those selected may have already had extreme substance-abuse rates, only a decrease in substance-abuse rates is likely. Any conclusions drawn from this pre/post comparison should recognize the likelihood that some or all of the change is due to regression to the mean rather than to the program.

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

**Outcomes.** Outcome measures were based on the performance of 264 YSA youth. Significantly fewer youth who participated in this program were arrested in the six months after entering the program (28.0 percent) than in the six months before entering the program (37.1 percent). Compared to the six months prior to program entry, YSA youth also had significantly higher rates of completion of probation (16.1 percent versus 4.9 percent), successful completion of restitution (27.9 percent versus 16.5 percent), and successful completion of community service (18.2 percent versus 6.9 percent). Program youth were also incarcerated at a lower rate (10.2 percent) in the six months after entering the program than in the six months before (14.4 percent), but the difference was not statistically significant. However, YSA youth also had significantly higher rates of probation violations in the six months following program entry (13.3 percent) than in the six months prior to program entry (7.4 percent). For outcomes, see Figure 2.4. For details, see Table E.4 in Appendix E.

Supplemental outcomes for this program include the percentage of youth with positive drug tests 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, 41.5 percent of all tests were positive in the six months before program entry, whereas significantly fewer (31.0 percent) were positive in the six months following program entry. By contrast, 30.1 percent of those tested had a positive test in the six months following program entry, versus 18.9 percent who tested positive in the six months before program entry. Differences in the percentage of tests that were positive and the percentage of participants who tested positive were statistically significant ( $p < 0.05$ ).

**Figure 2.4**  
**Youth Substance Abuse Intervention Outcomes, FY 2007–2008**



Outcomes are presented by cluster in Table F.4 in Appendix F. Outcomes by gender are in Table G.4 in Appendix G.

### **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 gender-specific CBOs.

Program goals are to

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

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

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

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

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

Two-hour class sessions are held once per week.

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

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

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

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

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

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

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

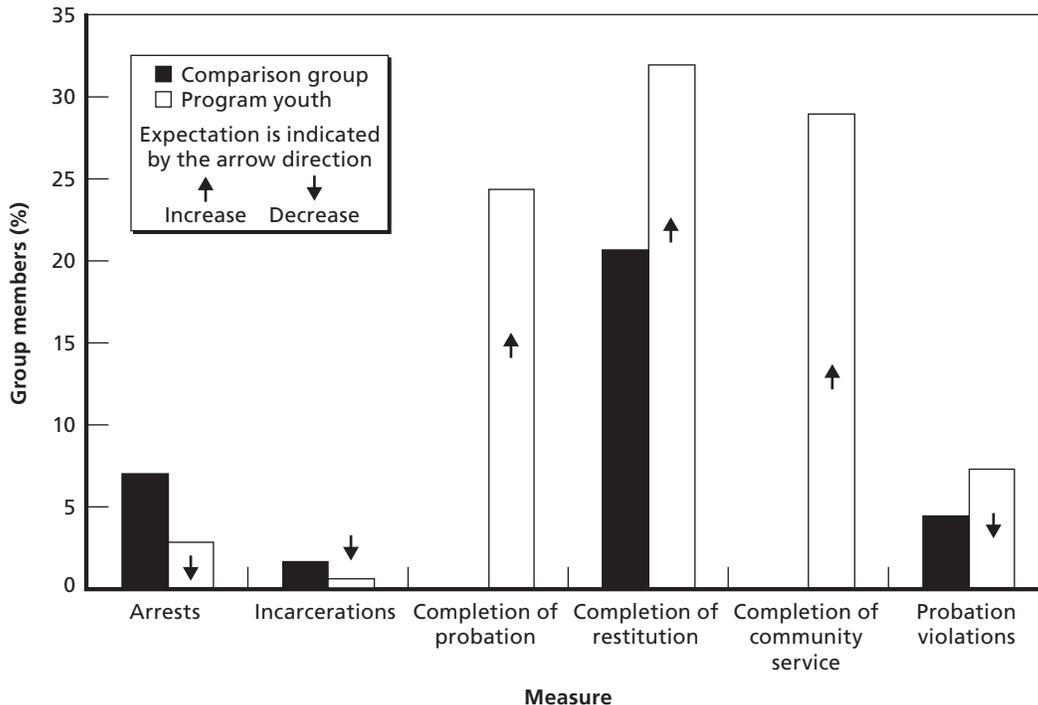
**Comparison Group and Reference Period.** Because most of the participants in GSCOMM were at-risk youth, Probation did not have enough information about them (e.g., demographic

factors) to identify an appropriate comparison group, so a pre/post design was used in evaluating this program. 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. As noted earlier for YSA participants, this produces a potential problem of regression to the mean when using arrests as an outcome measure in a pre/post design.

Big six outcomes for GSCOMM participants were measured during the six months before program entry and in the six months following program entry. 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 1,075 program youth from Gender-Specific Community programs, including YWAR, in the six months before entering the program and at six months after entering. GSCOMM youth showed significantly lower rates of arrest (2.8 percent) in the six months following program entry than in the prior six months (7.0 percent). Similarly, incarceration rates were significantly lower after program entry (0.6 percent) than before (1.7 percent). Completion of restitution was significantly higher in the six months following program entry (32.0 percent) than in the six months prior to program entry (20.7 percent). Completion of restitution was significantly higher in the six months following program entry (32.0 percent) than in the six months prior to program entry (20.7 percent). Improved rates of successful completion of probation and community service were not statistically testable because of small sample sizes. Differences in rates of probation violation were not statistically different between the two time periods. Mean self-efficacy scores for girls improved significantly between program entry (26.1) and six months after program entry (32.1). Outcomes are presented in Figure 2.5, with details shown in Table E.5 in Appen-

**Figure 2.5**  
Gender-Specific Community Outcomes, FY 2007–2008



dix E. Outcomes by cluster for GSCOMM youth—not including YWAR—are shown in Table F.5 in Appendix F. Outcomes by gender are in Table G.5 in Appendix G.

### The High-Risk/High-Needs Program

The HRHN program targets probationers transitioning from camp to the community as well as those on other supervision caseloads 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 youth to job training and job placement.

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

The HRHN program employs an SLC in its home-based service components. The SLC is designed as a set of program enhancements to supplement services for HRHN youth. The SLC provides a standardized approach to service delivery and is designed to positively affect detained youths' thinking patterns, cognitions, and social skills, and to reduce violent behavior and improve youth/parent engagement (Underwood, 2005).

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

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

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

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

The employment component of the HRHN program draws from the *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* (Office of Juvenile Justice and Delinquency Prevention, 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<sup>®</sup>) or high-school diploma and less likely to be arrested in the first year after exiting the program, and females were less dependent on public assistance (Office of Juvenile Justice and Delinquency Prevention, 1995, pp. 108–109). The HRHN employment components are based on many of the design elements in JOBSTART.

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

**Comparison Group and Reference Period.** The comparison group for the HRHN program consisted of youth who had participated in the HRHN program earlier and whose outcomes were measured during the previous year (FY 2006–2007). Table 2.5 compares the characteristics of the two groups for all participants for which each characteristic is known. The

**Table 2.5**  
**Comparison of High-Risk/High-Need Participants in FY 2007–2008 to Those in FY 2006–2007**

Factor	FY 2007–2008	FY 2006–2007
Mean age (years)	16.4	16.3
Male (%)	84.6	82.8
Black (%)	27.7	25.2
White (%)	3.2	4.5
Hispanic (%)	65.0	64.4
Other race/ethnicity (%)	4.1	4.8
Instant offense (%)		
Violent	27.3	25.0
Property	21.5	19.3
Drug	5.8	7.9 <sup>a</sup>
Gang order <sup>b</sup> (%)	57.3	58.9

NOTE: Other variables, such as cluster, were not available for FY 2006–2007, so no comparison between the two groups was possible.

<sup>a</sup>  $p < 0.05$ .

<sup>b</sup> A gang order is a court order that the youth not associate with known gang members.

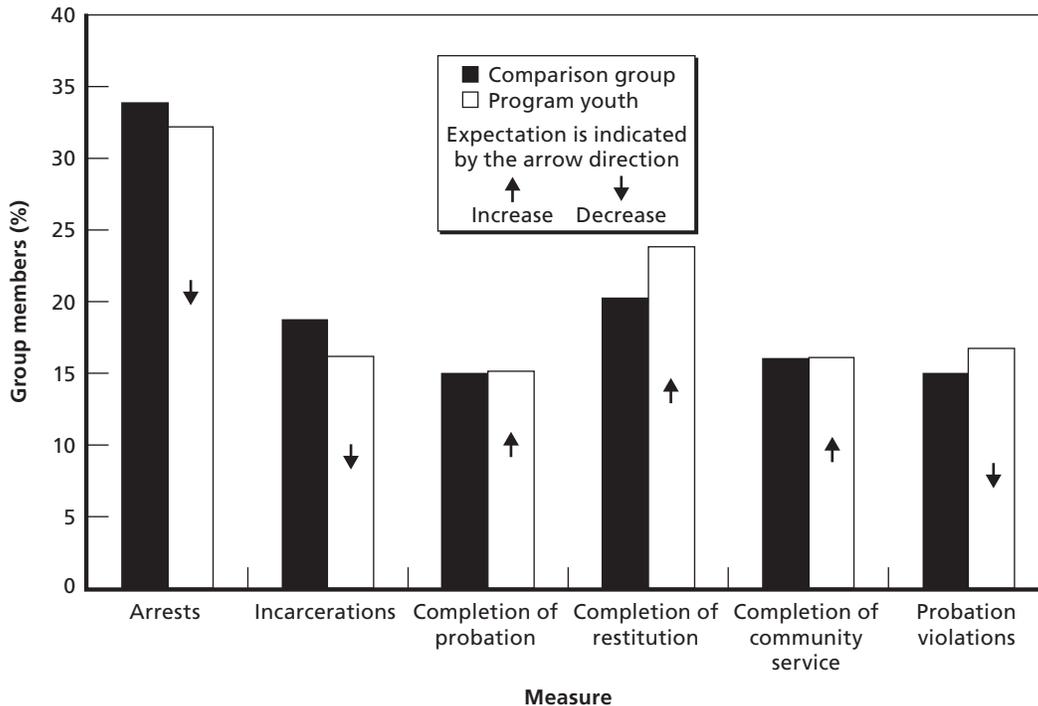
two groups appear well matched, with the HRHN youth of FY 2006–2007 showing a slightly higher percentage of drug offenders than those in FY 2007–2008. All other measured characteristics were not significantly different between the two groups.

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 1,269 HRHN probationers and 1,148 comparison-group probationers. Outcomes were slightly more favorable for current-year HRHN participants on all of the big six outcome measures except probation violations, but differences between the two groups were not statistically significant for any of the big six measures. Of the 592 participants in the HRHN employment component, none was employed in the six months before program entry, whereas 213 (36.0 percent) were employed in the six months following entry into the community phase of the program. For the 303 home-based HRHN participants, mean family-relation scale scores were significantly higher six months after program entry (6.32) than at program entry (1.37).

Outcomes for the HRHN program are shown in Figure 2.6. Details are presented in Table E.6 in Appendix E. Outcomes are shown by cluster in Table F.6 in Appendix F. Outcomes by gender are in Table G.6 in Appendix G.

**Figure 2.6**  
High-Risk/High-Needs Outcomes, FY 2007–2008



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

Overall, program youth in the Enhanced Services to High-Risk/High-Need Youth initiative had higher rates for completion of probation, restitution, and community service than comparison-group youth. However, comparison-group youth had lower rates of arrests, incarcerations, and probation violations. Not all differences between the two groups were statistically significant. Higher rates of probation violation may result, at least in part, from program youth being more closely monitored than are routine probationers. The relevant supplemental outcomes for SNC, GSCOMM, and HRHN participants were significantly improved in the six months after entering the program compared with the six months before entering, as was one of the two supplemental outcomes for YSA.

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

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

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

Programs and services included in this initiative are SBHS-PROB, SBMS-PROB, SBHS-AR, SBMS-AR, ACT, PARKS, HB, and IOW. A total of 18,494 youth received services from programs in the school-based initiative during the JJCPA program's FY 2007–2008. Of the three initiatives, this is the only one that delivered service to more at-risk youth (9,599) than probationers (8,895).

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 2.6 lists the programs in this initiative and briefly summarizes 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 2007–2008. Except where specifically noted, all of the outcome differences listed were statistically significant ( $p < 0.05$ ), meaning that the performance of JJCPA youth was significantly different from that of comparison youth

**Table 2.6**  
**Programs in the Enhanced School- and Community-Based Services Initiative**

Program	Comparison Group
SBHS-PROB	Routine probationers matched to program youth by age, gender, race/ethnicity, offense severity, cluster, time on probation, and gang order
SBMS-PROB	Routine probationers matched to program youth by age, gender, race/ethnicity, offense severity, cluster, <sup>a</sup> 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 youth (pre/post design)

<sup>a</sup> Because more than half of all SBMS-PROB youth came from cluster 2, we compared those in cluster 2 to those in any of the other four clusters in calculating weights.

or from their baseline measures.<sup>5</sup> 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 may be considerably smaller because, for instance, school data were not available, or strength and risk evaluation was not done on all program youth. For details on the sample size of each outcome measure, see Appendix E.

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

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

Program goals include

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

<sup>5</sup> The chi-square test used to measure statistical significance for this evaluation requires that each cell of a 2 × 2 table contain at least five observations. Some programs (e.g., very small programs or those with very low arrest rates) did not meet this requirement, so testing for statistical significance was not appropriate in some instances. In such instances, we report differences as “not statistically testable.”

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

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

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

**Evidence Base for Program.** The School-Based Probation Supervision program is based on the “what works” and resiliency research (Latessa, Cullen, and Gendreau, 2002). The what-works research posits that effective programs (1) assess offender needs and risk; (2) employ treatment models that target such factors as family dysfunction, social skills, criminal thinking, and problem solving; (3) employ credentialed staff; (4) base treatment decisions on research; and (5) ensure that program staff understand the principles of effective interventions (Latessa, Cullen, and Gendreau, 2002). As indicated earlier, the school-based DPOs assess probationers with a validated assessment instrument, the LARRC. The LARRC is based on the what-works research. Further, school-based DPOs enhance strength-based training, including training in MST and FFT case-management interventions.

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

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

**Comparison Group and Reference Period for School-Based High School Probationers.** The comparison group for SBHS-PROB consisted of routine probationers who were weighted to match program youth by age, gender, race/ethnicity, offense severity, cluster, time on probation, and gang order.<sup>6</sup> As Table 2.7 shows, the two groups were well matched when the

<sup>6</sup> 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

**Table 2.7**  
**Factors Used to Match School-Based High-School Probation**  
**Supervision for Probationers and Comparison-Group Youth**

Factor	SBHS-PROB Participants	Comparison Group
Mean age (years)	15.8	15.6
Male (%)	78.6	79.0
Black (%)	25.6	26.1
White (%)	7.4	7.3
Hispanic (%)	63.3	63.2
Other race/ethnicity (%)	3.6	3.4
Instant offense (%)		
Violent	25.9	27.0
Property	25.4	25.4
Drug	6.7	6.5
Gang order (%)	37.7	38.3
Residence (%)		
Cluster 1	20.8	21.0
Cluster 2	22.6	23.4
Cluster 3	14.2	13.9
Cluster 4	18.2	17.7
Cluster 5	23.7	23.9
Probation began (%)		
2004	3.4	3.4
2005	7.9	8.0
2006	19.4	20.0
2007	61.2	60.6

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

appropriate weights are used for the comparison group. However, it is possible that there is an unmeasured or unobserved feature that differs between the two groups and is the cause for the observed outcome effect.

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

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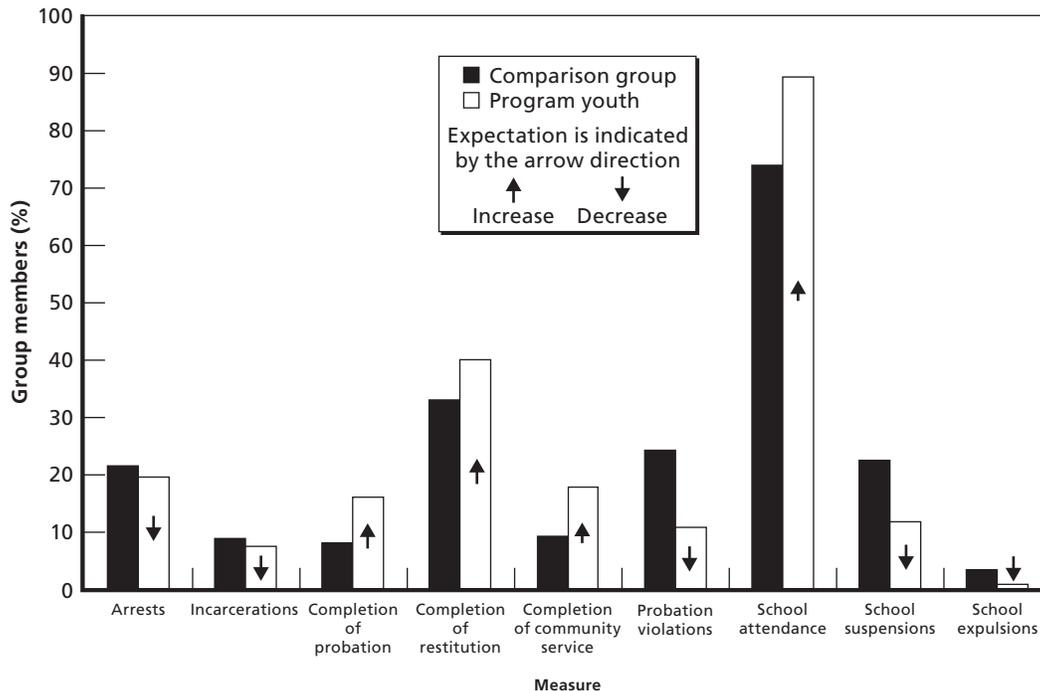
in creating weights for the comparison group. Because 99.8 percent of SBHS probationers and all comparison-group youth had at least one prior arrest, criminal history was not included as a factor in propensity-score matching of the two groups.

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

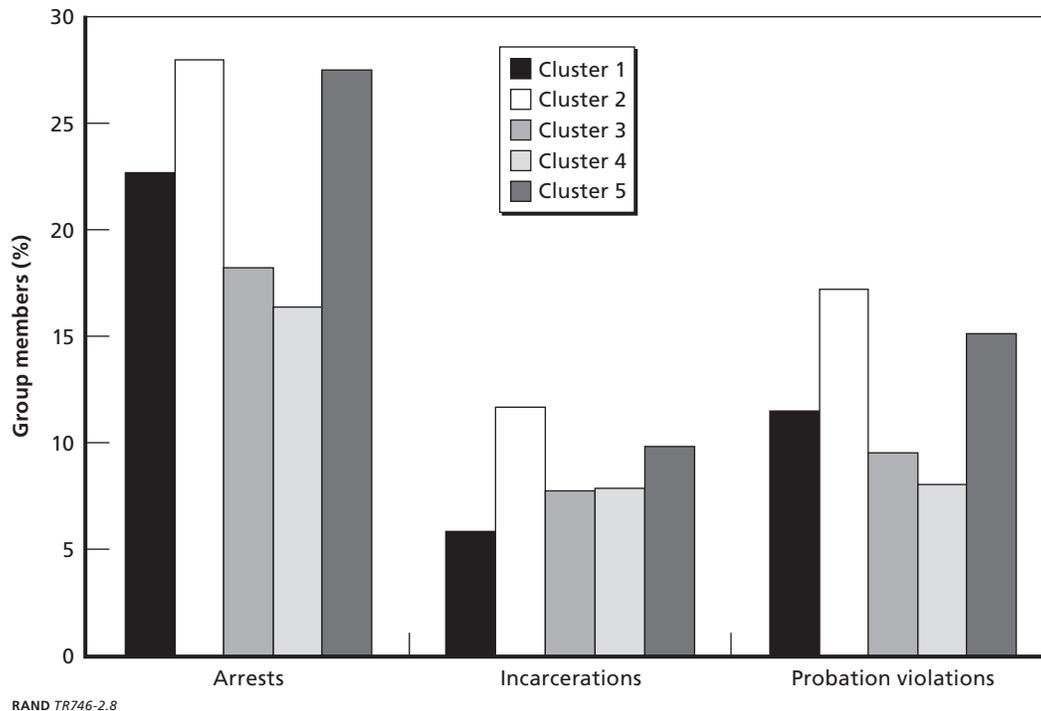
**SBHS-PROB Outcomes.** For outcome analyses, we examined 4,031 school-based high-school probationers and 4,200 comparison-group youth. Consistent with program goals, for program youth, there was a significant increase in the percentage of school days attended (from 74.0 percent to 89.3 percent) and a significant decrease in suspensions (from 22.4 percent to 11.6 percent) and in expulsions (from 3.3 percent to 0.9 percent) in the term after entering the program compared with the term immediately before entering. SBHS-PROB youth also had significantly more-favorable outcomes than comparison-group youth on all of the big six outcomes: Arrest rates were lower (19.4 percent versus 21.5 percent), as were incarceration rates (7.3 percent versus 8.8 percent) and probation violations (10.7 percent versus 24.1 percent). They also had higher rates for successful completion of probation (16.0 percent versus 8.0 percent), restitution (40.0 percent versus 32.9 percent), and community service (17.8 percent versus 9.3 percent) than comparison-group youth. SBHS-PROB risk scores decreased significantly from a mean of 6.5 to a mean of 2.8 six months after entering the program compared with scores at program entry. Strength scores also increased significantly, from 8.4 at program entry to 14.0 six months later. Outcomes are shown in Figure 2.7, with complete details in Table E.7 in Appendix E.

Cluster data were available for more than 99 percent of youth in the high-school program for probationers. Big six outcomes, broken down by cluster, are illustrated in Figures 2.8 and 2.9. More detail on big six outcomes are in Table F.7 in Appendix F. In this program, youth from cluster 2 had higher arrest, incarceration, and probation-violation rates than youth in

**Figure 2.7**  
**School-Based High-School Probationer Outcomes, FY 2007–2008**



**Figure 2.8**  
**School-Based High-School Probationer Outcomes, by Cluster, FY 2007–2008: Arrests, Incarcerations, and Probation Violations**



other clusters. Youth in cluster 2 also showed lower rates of completion of probation, restitution, and community service. Outcomes by gender are in Table G.7 in Appendix G.

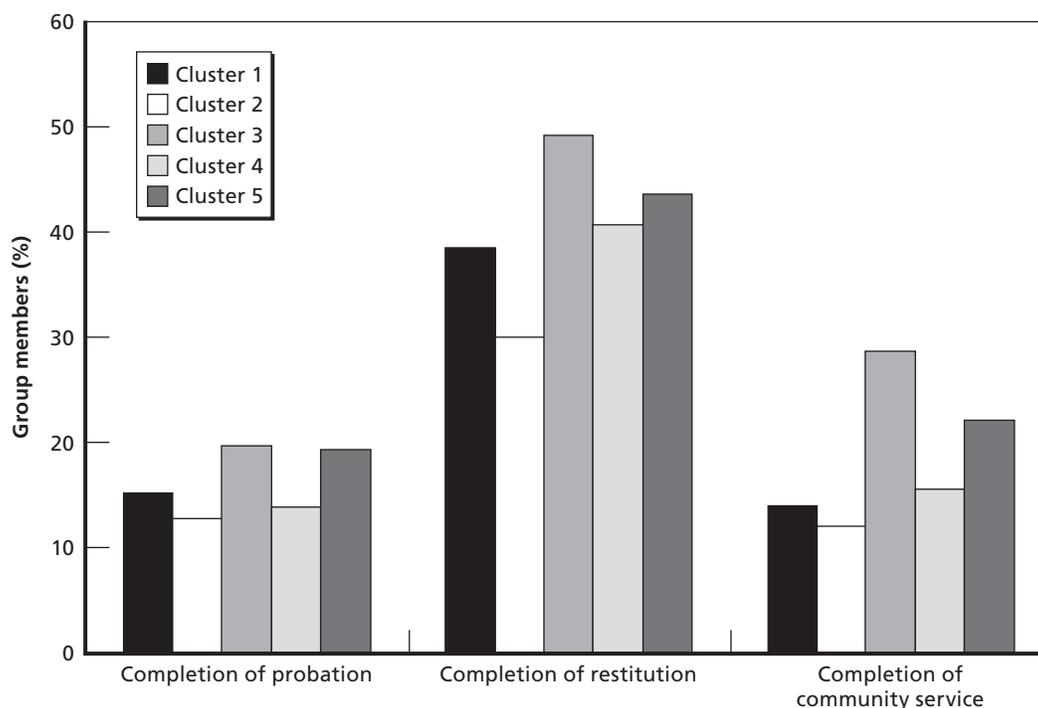
**Comparison Group and Reference Period for SBMS-PROB.** The comparison group for SBMS-PROB consisted of routine probationers who were weighted to match program youth by age, gender, race/ethnicity, offense severity, cluster, and gang order.<sup>7</sup> Because more than half of all SBMS-PROB youth came from cluster 2, we compared those in cluster 2 to those in any of the other four clusters in calculating weights. As Table 2.8 shows, the two groups were adequately matched when the appropriate weights are used for the comparison group. We would note, however, that there may still be an unmeasured or unobserved feature that differs between the two groups and is responsible for the observed effect to the outcomes.

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

**SBMS-PROB Outcomes.** For outcome analyses, we examined 240 school-based middle-school probationers and 225 comparison-group youth. Consistent with program goals, pro-

<sup>7</sup> 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 97.9 percent of SBMS-PROB youth and all comparison-group youth had at least one arrest, criminal history was not included as a factor in propensity-score matching of the two groups.

**Figure 2.9**  
**School-Based High-School Probationer Outcomes, by Cluster, FY 2007–2008: Completion of Probation, Restitution, and Community Service**



RAND TR746-2.9

gram youth showed a significant increase in school attendance (from 74.4 percent to 93.7 percent) and a decrease in suspensions (from 47.1 percent to 17.3 percent) in the school term following program entry, compared with the term immediately before entering. Expulsions also decreased (from 2.9 percent to 0.5 percent), but significance testing for expulsions was not possible because there were fewer than five expulsions after program entry. SBMS-PROB youth also had significantly lower risk scores (1.5 versus 6.2) and higher strength scores (11.8 versus 7.5) six months after entering the program than at program entry. Program youth had significantly higher rates of completion of probation (41.8 percent versus 2.8 percent) and significantly lower rates of probation violation (10.0 percent versus 20.5 percent) than comparison-group youth. Differences in arrest rates, incarceration, and completion of restitution were not statistically different for the two groups. Differences in rates of completion of community service were not statistically testable because too few comparison-group youth successfully completed community service. For outcomes, see Figure 2.10. Details are shown in Table E.8 in Appendix E. Outcomes are shown by cluster in Table F.8 in Appendix F. Outcomes by gender are in Table G.8 in Appendix G.

Cluster data were available for all participants in the middle-school probationer program. Big six outcomes by cluster are shown in Figures 2.11 and 2.12, with details in Table F.9 in Appendix F. Cluster 2 youth had the highest arrest rate and the lowest rates of completion of probation and community service. Cluster 5 participants had the highest rate of incarcerations and probation violations. Outcomes by gender are in Table G.9 in Appendix G.

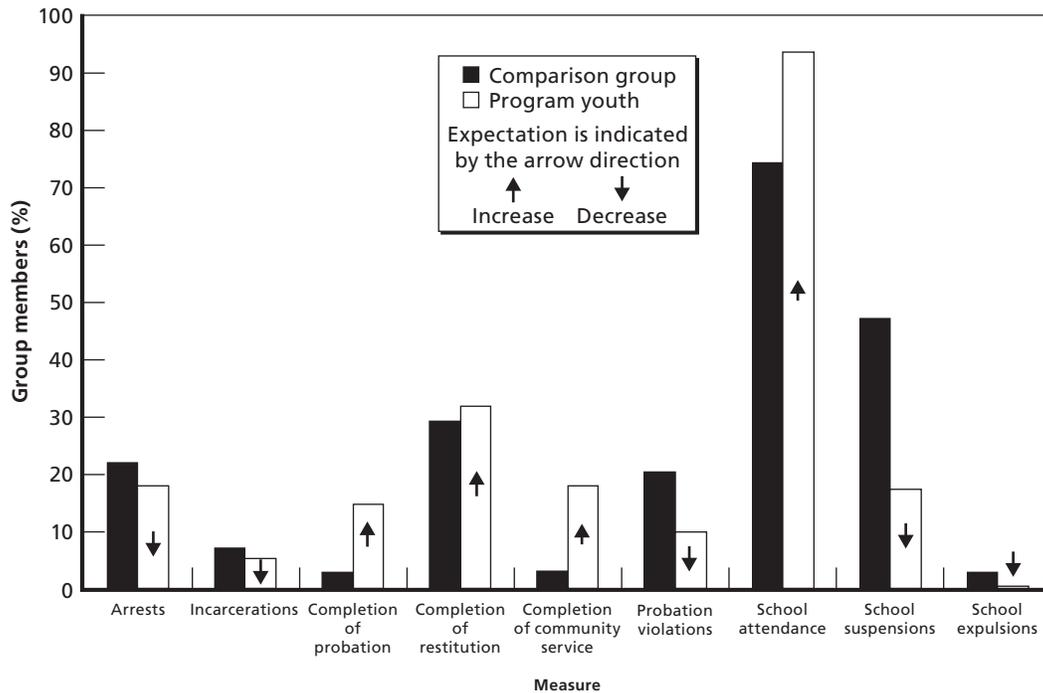
**Comparison Group and Reference Period for SBHS-AR Youth.** The comparison group for the SBHS-AR consists of 438 participants in the SBHS-AR program whose outcomes were

**Table 2.8**  
**Factors Used to Match School-Based Middle-School Probationers and Comparison-Group Youth**

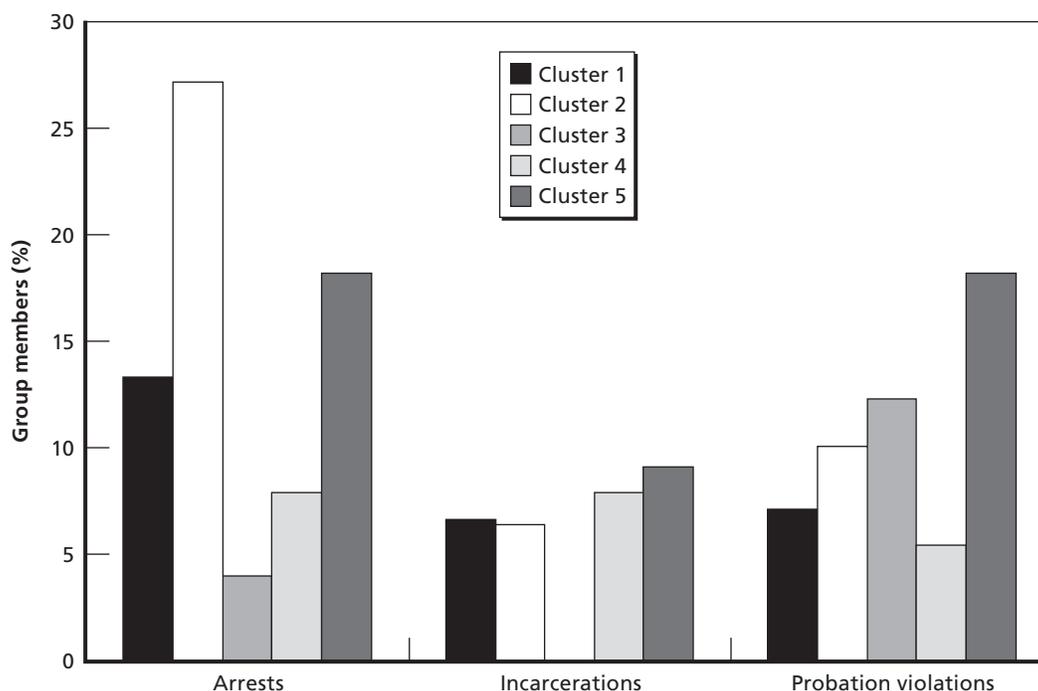
Factor	SBMS-PROB Participants	Comparison Group
Mean age (years)	13.4	12.9
Male (%)	78.3	80.6
Black (%)	33.3	35.5
White (%)	2.5	2.4
Hispanic (%)	62.9	61.0
Other race/ethnicity (%)	1.3	1.2
Instant offense (%)		
Violent	44.2	42.8
Property	18.3	17.2
Drug	2.9	3.2
Gang order (%)	30.8	28.7
Residence (%)		
Cluster 2	52.1	50.4
Cluster 1, 3, 4, or 5	48.0	49.6

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

**Figure 2.10**  
**School-Based Middle-School Probationer Outcomes, FY 2007–2008**



**Figure 2.11**  
**School-Based Middle-School Probationer Outcomes, by Cluster, FY 2007–2008: Arrests, Incarcerations, and Probation Violations**



RAND TR746-2.11

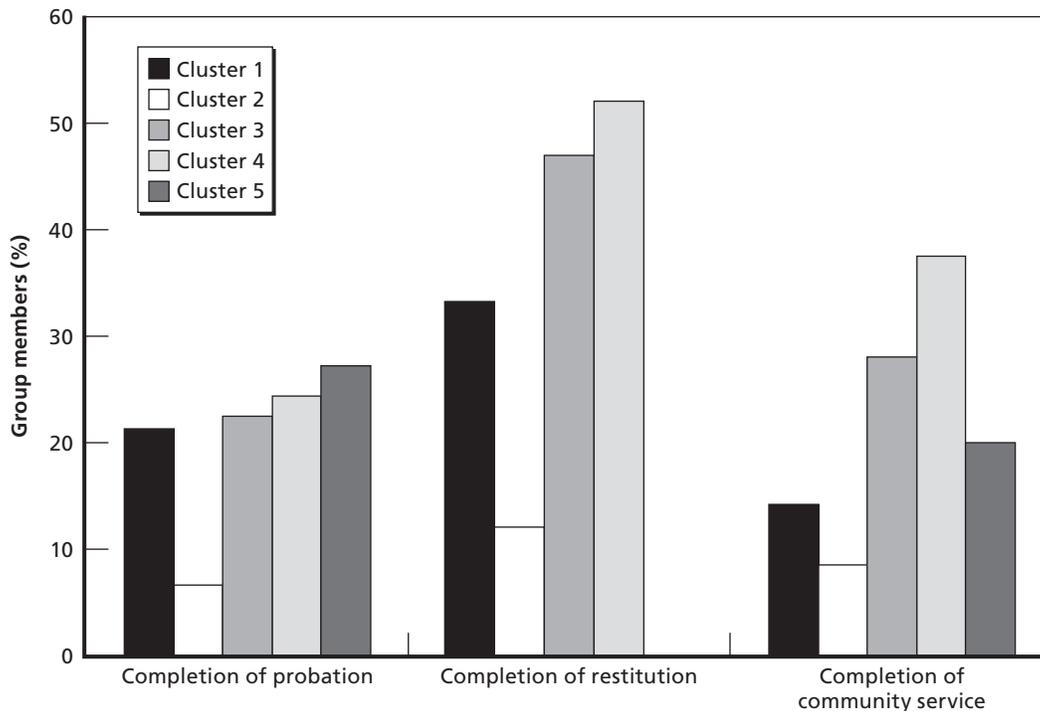
calculated during the previous year (FY 2006–2007), with the goal of doing at least as well in the current year as in the previous year.

As Table 2.9 shows, SBHS-AR participants for the two fiscal years differ in several ways, which calls into question how appropriate the previous year's program participants are to serve as a comparison group for the current year's participants. Although the percentage of black participants is higher in the current year, the primary difference is the location of those who received services. All clusters other than cluster 5 show statistically different percentages between the two years. The proportion of participants in cluster 2 more than doubled in FY 2007–2008 compared to FY 2006–2007, while cluster 3 participation dropped by nearly two-thirds. Cluster 4 also increased its share, while cluster 1 showed a decrease.

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

**SBHS-AR Youth Outcomes.** For outcome analyses, we compared 576 school-based high school youth with 438 comparison-group youth. Consistent with program goals, SBHS-AR youth improved school attendance in the term after entering the program compared with the term immediately before (92.2 percent versus 81.1 percent). Program youth also had significantly fewer school suspensions in the term after entering the program than in the term immediately before entering (14.8 percent versus 32.1 percent). Expulsion rates following program entry were so low that the difference between terms was not statistically testable. Although

**Figure 2.12**  
**School-Based Middle-School Probationer Outcomes, by Cluster, FY 2007–2008: Completion of Probation, Restitution, and Community Service**



RAND TR746-2.12

FY 2007–2008 SBHS-AR youth showed slightly lower arrest rates than their FY 2006–2007 counterparts, the difference was not statistically significant. Differences in incarceration rates were also not statistically significant between the two groups. Probation outcomes were not applicable, since the program serves only at-risk youth. Outcomes are shown in Figure 2.13, with details in Table E.9 in Appendix E.

Cluster data were available for all 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 F.9 in Appendix F. Arrest and incarceration rates were quite low overall for this program, and cluster 3 had more arrests and more incarcerations than any other cluster. Outcomes by gender are in Table G.9 in Appendix G.

**Comparison Group and Reference Period for SBMS-AR Youth.** As with the SBHS-AR group, the comparison group for the SBMS-AR program consisted of 697 youth whose outcomes were reported in the SBMS-AR program during FY 2006–2007.

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 2.10 compares the characteristics of SBMS-AR participants in FY 2007–2008 to those from FY 2006–2007, casting some doubt on the comparability of the two groups. As with the SBHS-AR participants, the characteristics of those in the program are rather differ-

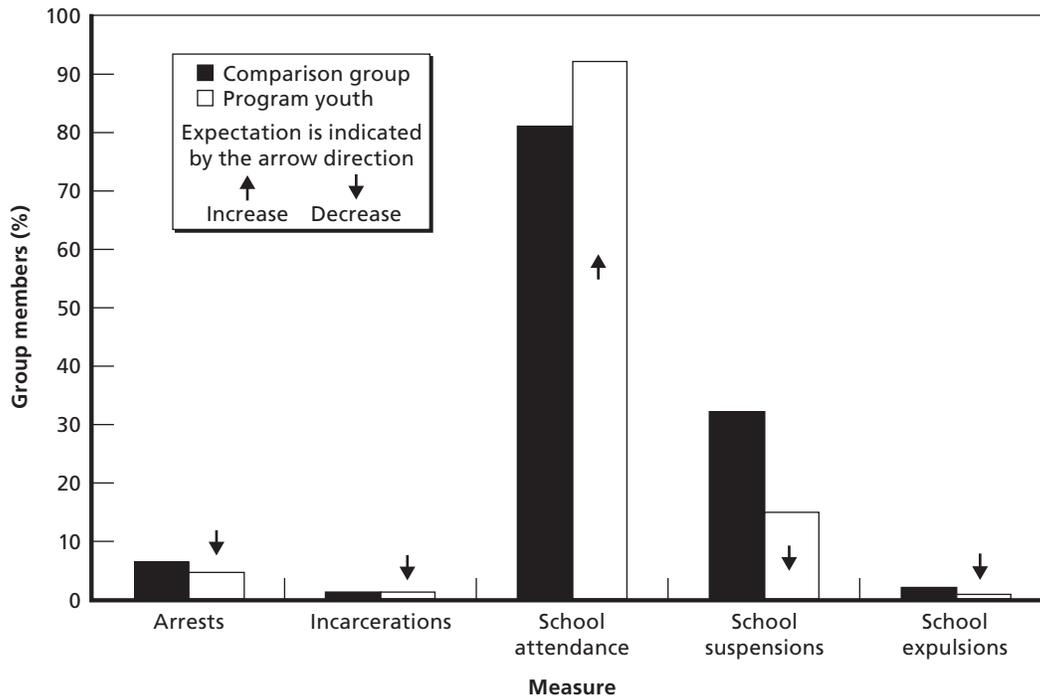
**Table 2.9**  
**Comparison of School-Based High-School At-Risk Participants in FY 2007–2008 to Those in FY 2006–2007**

Factor	FY 2007–2008	FY 2006–2007
Mean age (years)	14.8	17.3
Male (%)	45.8	47.2
Black (%)	17.2 <sup>a</sup>	11.8
White (%)	9.0	8.8
Hispanic (%)	64.4	69.6
Other race/ethnicity (%)	9.5	9.8
Residence (%)		
Cluster 1	10.2	15.0 <sup>a</sup>
Cluster 2	23.9 <sup>a</sup>	10.7
Cluster 3	7.0	20.2 <sup>a</sup>
Cluster 4	24.6 <sup>a</sup>	16.6
Cluster 5	34.3	37.5

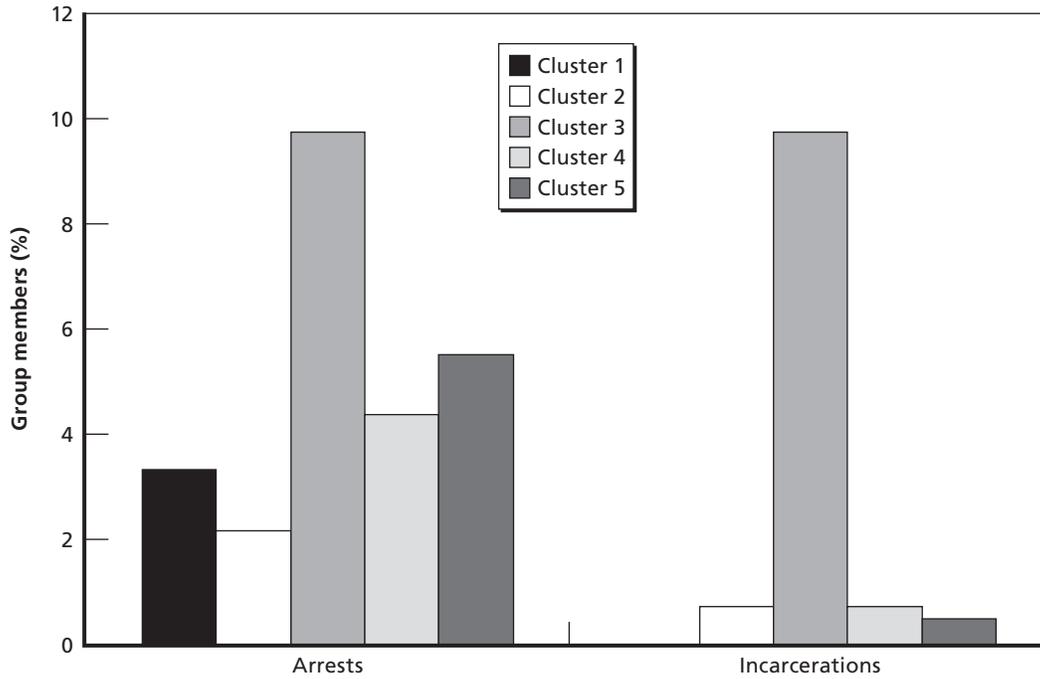
NOTE: Type of previous offense was not included in the comparison because this program targets only at-risk youth. None of the SBHS-AR youth in either year had a gang order.

<sup>a</sup>  $p < 0.05$ .

**Figure 2.13**  
**School-Based High-School At-Risk Outcomes, FY 2007–2008**



**Figure 2.14**  
**School-Based High-School At-Risk Outcomes, by Cluster, FY 2007–2008**



RAND TR746-2.14

**Table 2.10**  
**Comparison of School-Based Middle-School At-Risk Participants in FY 2007–2008 to Those in FY 2006–2007**

Factor	FY 2007–2008	FY 2006–2007
Mean age (years)	12.6 <sup>a</sup>	12.4
Male (%)	51.6	60.1 <sup>a</sup>
Black (%)	19.6	21.3
White (%)	2.3	2.0
Hispanic (%)	68.8	68.8
Other race/ethnicity (%)	9.3	7.9
Residence (%)		
Cluster 1	21.0	28.6 <sup>a</sup>
Cluster 2	22.4	18.6
Cluster 3	26.0 <sup>a</sup>	13.9
Cluster 4	20.1	23.7
Cluster 5	10.3	15.1 <sup>a</sup>

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.

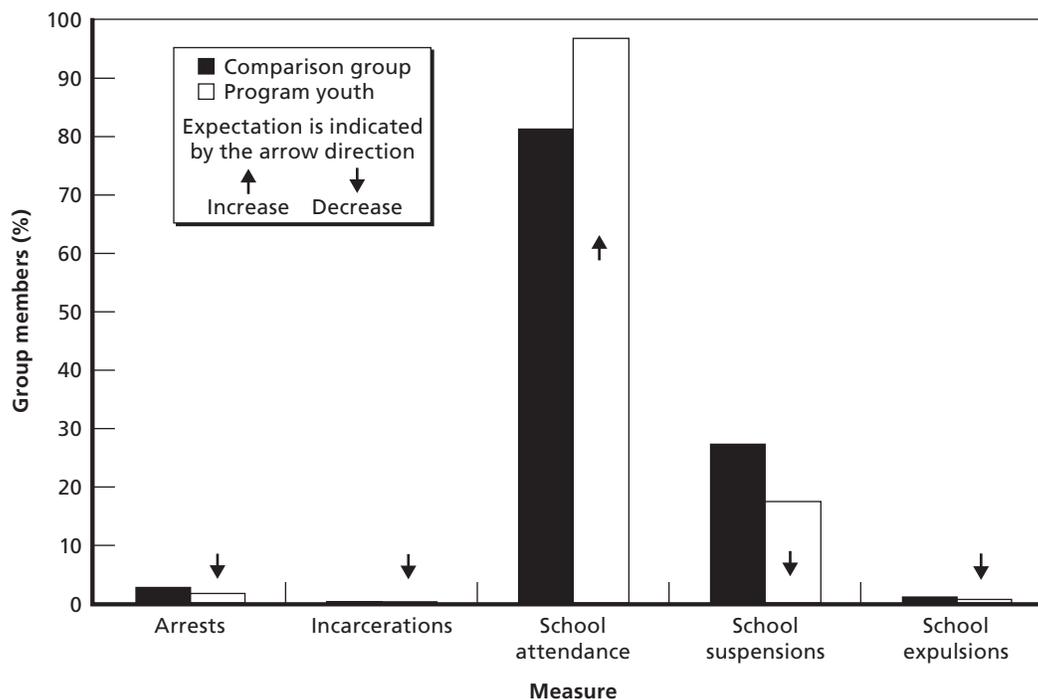
<sup>a</sup> p < 0.05.

ent in the two years. Although the difference in age is only 0.2 years, it is statistically significant ( $p < 0.05$ ). A larger portion of program participants in FY 2006–2007 were male. Ethnic composition did not change significantly. We also see a different geographical distribution in the two years, with larger proportions of the program in clusters 1 and 5 in FY 2007–2008, while cluster 3 makes up a much smaller percentage of participants in FY 2007–2008 than in FY 2006–2007.

**SBMS-AR Youth Outcomes.** For outcome analyses, we examined 738 school-based middle-school youth along with 697 comparison-group youth. Consistent with program goals, program youth significantly increased school attendance (from 81.4 percent to 96.9 percent) and significantly decreased suspensions (from 27.3 percent to 17.4 percent) in the term after entering the program compared with the term immediately before entering. Expulsions were also reduced from 1.1 percent to 0.6 percent of youth, but the difference was not statistically testable because of small sample sizes. Program youth also had lower arrest rates than comparison-group youth, but differences were not statistically significant. Differences in incarceration rates were not statistically testable because of small sample sizes. In addition, program youth had significantly lower mean barrier scores (4.5) six months after program entry than at program entry (7.7). Program youth also had significantly higher mean strength scores (18.2) six months after entering the program than at program entry (9.7). Probation outcomes were not applicable, since 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 four at-risk participants in the school-based middle-school program. As Figure 2.16 indicates, the two relevant big six measures were quite low in

**Figure 2.15**  
School-Based Middle-School At-Risk Outcomes, FY 2007–2008



all clusters. More complete details are in Table F.10 in Appendix F. Outcomes by gender are in Table G.10 in Appendix G.

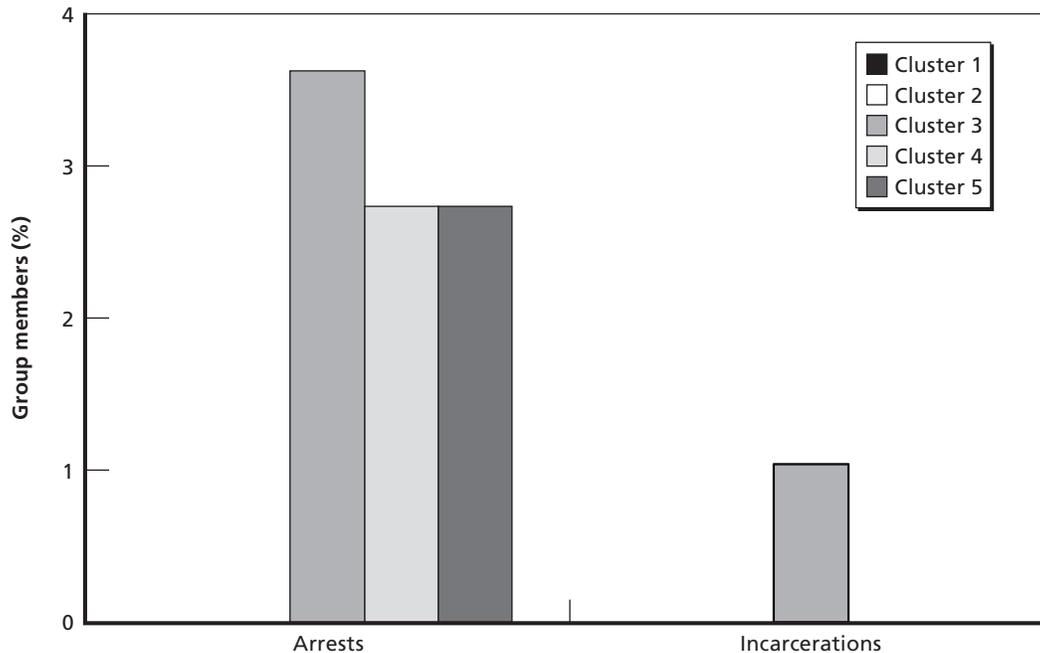
**Abolish Chronic Truancy**

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

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

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

**Figure 2.16**  
**School-Based Middle-School At-Risk Outcomes, by Cluster, FY 2007–2008**



NOTE: Overall, very few SBMS-AR participants were arrested or incarcerated.

**Evidence Base for Program.** In a paper titled *Truancy: First Step to a Lifetime of Problems*, truancy is cited as an indicator of and “stepping stone to delinquent and criminal activity” (Garry, 1996, p. 1). The article notes that several studies have documented the correlation between drugs and truancy. These studies have also found that parental neglect is a common cause of truancy and that school attendance improves when truancy programs hold parents accountable for their child’s school attendance and where intensive monitoring and counseling of truant students are provided.

The Office of Juvenile Justice and Delinquency Prevention documents several programs that have proven successful and effective in reducing truancy. Operation Save Kids, a program in 12 elementary schools and 2 high schools in Peoria, Arizona, was a documented success. After the Office of the City Attorney notified the parent of the child’s absence, attendance increased for 72 percent of the youth, and only 28 percent were referred for prosecution. The program requires that the Office of the City Attorney immediately contact the parent within three days of an unexcused absence. The parent must respond, outlining the measures that he or she has taken to ensure that the child is attending school. If the student continues to be truant, the Office of the City Attorney will send 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. Similar to 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 bulletin on the Juvenile Accountability Block Grants program (Gramckow and Tompkins, 1999) cited the ACT program and presented it as one model of an approach and program that holds juvenile offenders accountable for their behavior. The article stated,

the program has experienced a 99 percent success rate in returning chronically absent minors to school and has generated enthusiasm within the community and the belief that the problem of truancy is not hopeless. Most important, ACT has empowered families to reestablish parental authority and improve family life. (Gramckow and Tompkins, 1999, p. 12)

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

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

**Outcomes.** For outcome measures, we examined 4,125 ACT youth. Consistent with program goals, ACT youth had significantly fewer school absences—a mean of 8.6 days—in the term after program entry than in the term immediately preceding program entry (when the mean absence was 16.9 days). Of the participants in this program, all of whom were at-risk youth, only three were arrested in the six months following program entry, and only one had been arrested in the six months before program entry. ACT youth had no incarcerations in the

six months before entering the program or during the six months after entering the program. Probation outcomes were not applicable, since 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 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 probation youth. The program strives to reduce juvenile crime by

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

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

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

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

variety of settings (Hawkins and Catalano, 1992; Connell, Aber, and Walker, 1995). Implicit in this perspective is the recognition that prevention programming must address risk factors at the appropriate developmental stage and as early as possible. JJCPA’s PARKS program is based on the aforementioned theory and research.

**Comparison Group and Reference Period.** A pre/post design was used to evaluate the PARKS program. Since all PARKS participants were at-risk youth, the pre/post design is less problematic here than with other programs.

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.

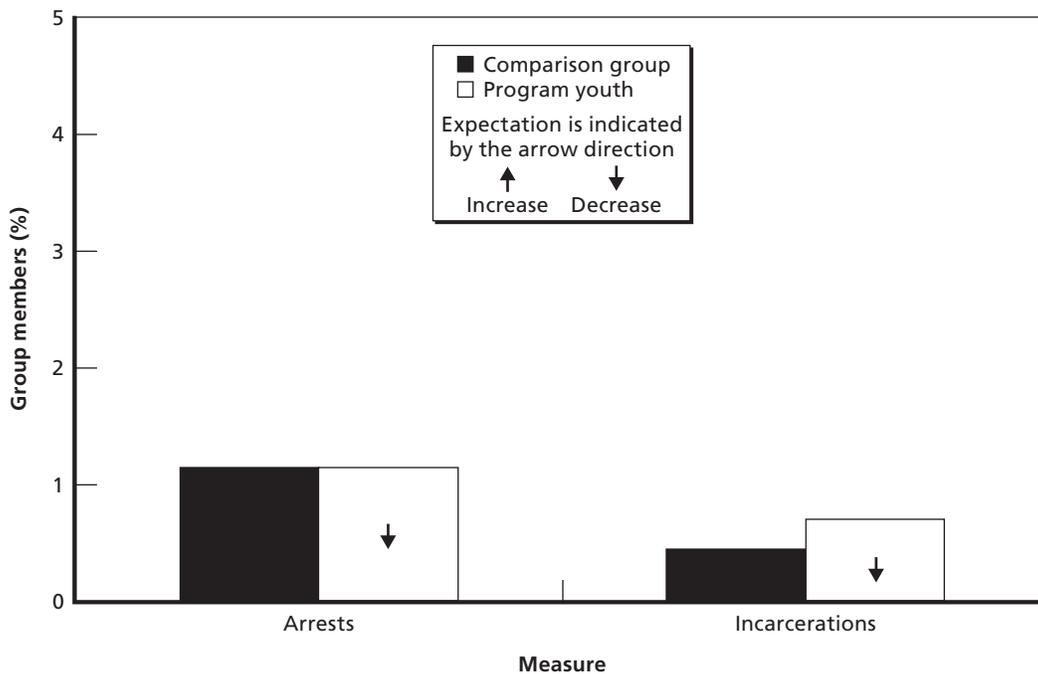
**Outcomes.** To measure outcomes, we compared the performance of 1,138 PARKS youth in the six months before entering the program with their performance in the six months after entering. Targeted primarily toward at-risk youth, the goal of the after-school enrichment program is to keep at-risk youth out of the juvenile-justice system. In the JJCPA program’s FY 2007–2008, 1.1 percent were arrested in the six months following program entry, and an identical percentage were arrested in the six months prior to program entry. Differences in the incarceration rates were not statistically different for the two periods. For outcomes, see Figure 2.17. Additional details are provided in Table E.12 in Appendix E. Outcomes by gender are shown in Table G.11 in Appendix G. Cluster data were not available for this program.

Cluster information was not available for PARKS participants.

**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

**Figure 2.17**  
**After-School Enrichment and Supervision Outcomes, FY 2007–2008**



the county. County and city housing authorities partner with CBOs, schools, the Probation Department, and other county agencies to provide a menu of services specific to the probationers living in public housing developments. Additionally, this program assists the families of probationers in gaining access to resources and services that will help them become self-sufficient, thereby reducing risk factors associated with juvenile delinquency.

Program goals are to

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

The HB program places DPOs at selected public housing developments to provide day services and supervision for probationers and at-risk youth and their families. HB DPOs employ 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 enhanced family functioning and success by implementing case-management interventions and services that

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

**Evidence Base for Program.** The HB program is based on what-works and resiliency research (Latessa, Cullen, and Gendreau, 2002; Hawkins and Catalano, 1992) and treatment principles of MST and FFT (Henggeler and Schoenwald, 1998; Alexander and Parsons, 1982). The what-works research posits that effective programs (1) assess offender needs and risk; (2) employ treatment models that target such factors as family dysfunction, social skills, criminal thinking, and problem solving; (3) employ credentialed staff; (4) employ treatment decisions that are based on research; and (5) have program staff who understand the principles of effective interventions (Latessa, Cullen, and Gendreau, 2002).

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

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

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

Big six outcomes were measured in the six months before program entry and in the six months after program entry. Supplemental outcomes include school attendance and housing-project crime rate. Attendance was measured in the last academic period before program entry and in the first complete academic period after program entry. Housing project crime rates were measured in FY 2001–2002 and FY 2007–2008.

**Outcomes.** For outcome measures, we compared the pre/post performance of 96 HB youth. Consistent with program goals, HB youth showed significant increases in school attendance in the term after entering the program compared with the term immediately before entering, from 48.8 percent to 88.5 percent. They also had fewer arrests—with 2.1 percent arrested in the six months after program entry compared with 4.2 percent in the six months before program entry, although the difference was not statistically testable due to small sample sizes. Differences in incarceration rates between the two periods were also not significantly testable. Since only 15 of the 96 youth in the program were probationers, probation outcomes were not applicable. The housing-project crime rate in FY 2007–2008, 1,199 per 10,000 residents, was higher than the 957 per 10,000 residents in FY 2001–2002. Outcomes are illustrated in Figure 2.18 with more-complete details in Table E.13 in Appendix E.

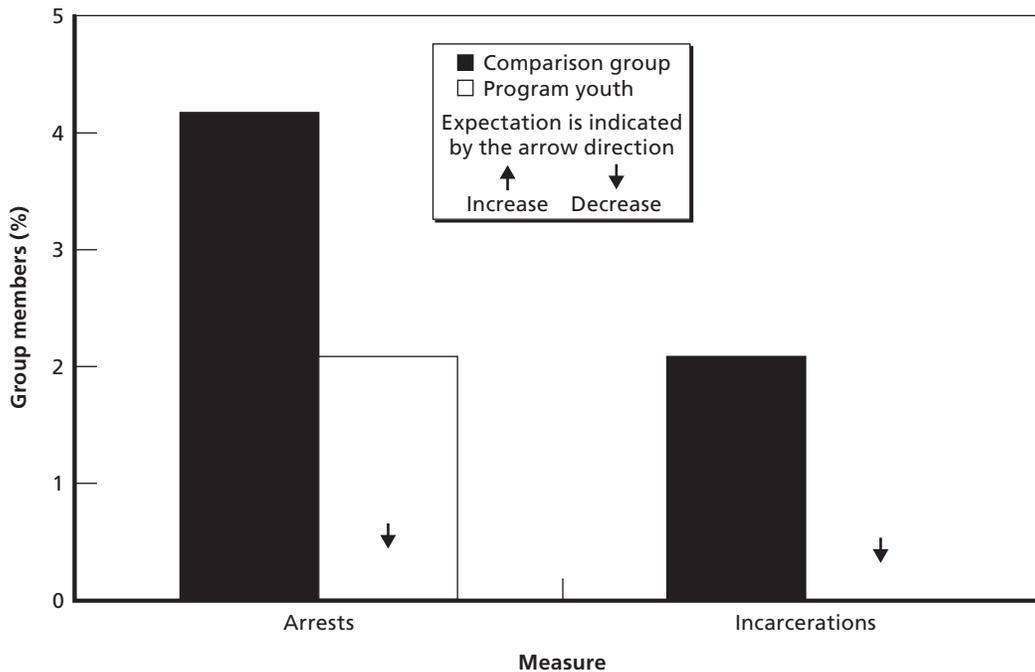
Cluster and gender data were available for all HB participants. However, any interpretation of analyses by cluster must take into account the fact that nearly half of the HB program participants lived in cluster 2, and none at all in cluster 5. Moreover, only 15 HB participants were probationers, too few to make meaningful comparisons of probation outcomes across clusters. Analyses by cluster are shown in Table F.11 in Appendix F. Outcomes by gender are in Table G.12 in Appendix G.

### Inside-Out Writers

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

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

**Figure 2.18**  
**Housing-Based Day Supervision Outcomes, FY 2007–2008**



RAND TR746-2.18

- 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 capabilities and talents of participants
- opportunity for meaningful involvement in positive activities: shared personal insights that benefit all participants
- skill-building activities: interpersonal skills learned through writing and oral communication
- recognition: writings of program youth are distributed to parents, schools, libraries, government officials, and the general public.

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

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

**Comparison Group and Reference Period.** The IOW program used a pre/post design for the big six outcomes, measuring participants' performance in the six months before entering juvenile hall and in the six months following release from the hall. Because many of these youth are long-term detainees in the hall, there may be a large time difference between the measurement of the outcomes before hall entry and that following hall exit. A supplemental outcome, juvenile-hall behavior violations, was measured by the number of special incident reports (SIRs) in the first 30 days of the program and in the last 30 days of the program, or during month six of the program, whichever came first. The pre/post design used for outcome evaluation of IOW is subject to regression to the mean, as discussed already for other programs that used this design.

**Outcomes.** For outcome measures, we compared the pre/post performances of 876 IOW youth. Youth in this program had significantly fewer arrests during the six months after juvenile-hall release than in the six months before juvenile-hall entry (28.0 percent versus 50.3 percent). Significantly fewer youth were incarcerated during the six months after juvenile-hall release than in the six months before juvenile-hall entry (15.9 percent versus 28.5 percent).<sup>8</sup> They were significantly more likely to complete probation in the six months after juvenile-hall release than in the six months before hall entry (8.8 percent versus 0.6 percent). They also completed restitution at a significantly higher rate after juvenile-hall release than before hall entry (12.9 percent versus 5.1 percent). Because no IOW youth completed community service during the six months before juvenile-hall entry, differences were not statistically testable. However, significantly more IOW youth had probation violations in the six months after juvenile-hall release than during the six months before juvenile-hall entry (17.2 percent versus 2.8 percent). The mean number of SIRs six months after program entry was statistically significant compared with the mean number of SIRs in the first month of the program—the means being 0.41 in the first month and 0.15 six months later. CSA-mandated outcome results are shown in Figure 2.19. Additional details are available in Table E.14 in Appendix E.

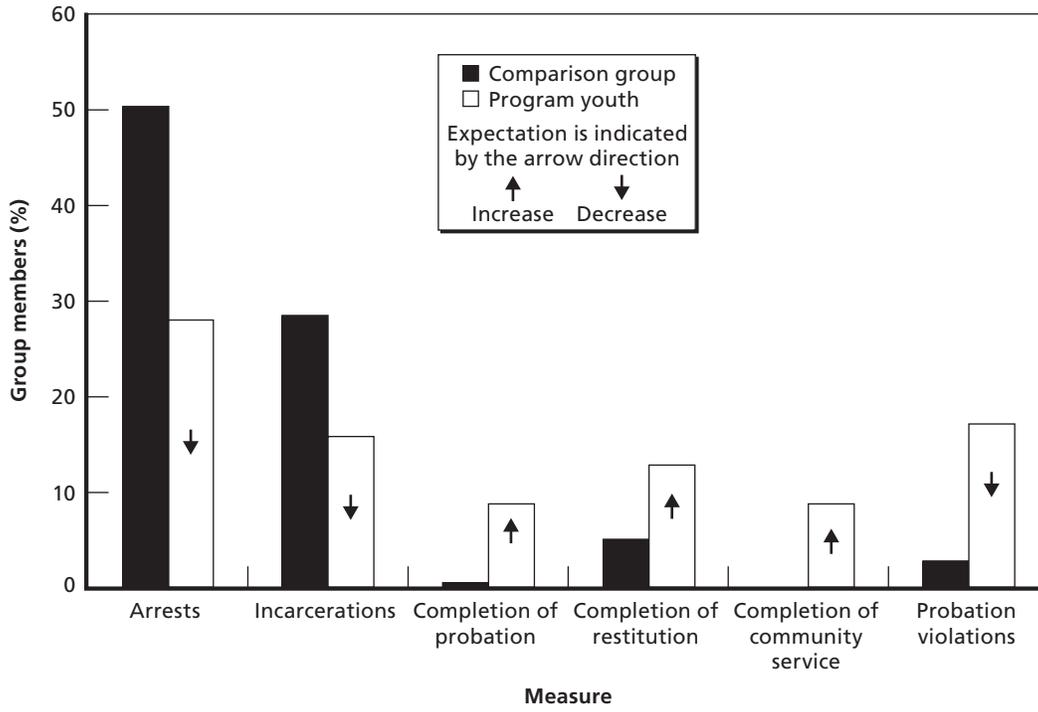
Big six outcomes are shown by cluster in Table F.12 in Appendix F. Outcomes by gender are in Table G.13 in Appendix G.

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

Taken as a whole, youth in the Enhanced School- and Community-Based Services initiative had significantly better outcomes on all of the big six measures, as compared to the baseline period or comparison group. For the programs that used educational measures as supplemental outcomes, school attendance improved significantly in the term following program entry as compared with the previous term, and there were significant reductions in school suspensions and expulsions. All other supplemental outcomes showed significant improvement except for the PARKS program, in which a single arrest occurred between 3:00 p.m. and 6:00 p.m. during both the baseline and follow-up periods, and HB housing-project crime rates, which were higher in FY 2007–2008 than in FY 2001–2002.

<sup>8</sup> Only arrests or incarcerations that occurred at least two days before hall entry were included. The arrest that led directly to the hall stay during which the youth participated in the IOW program was thus excluded from this count.

**Figure 2.19**  
**Inside-Out Writers Outcomes, FY 2007–2008**



## Juvenile-Justice Costs for JJCPA Participants

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

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

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

We would note also that, by definition, at-risk youth are likely to have virtually no preprogram juvenile-justice costs. Probationers, by contrast, may have been under supervision prior to program entry and may 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.<sup>2</sup>

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<sup>1</sup> For programs administered within juvenile halls, we measure costs during the six months prior to hall entry and six months following hall exit.

<sup>2</sup> Long-term savings may 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.

## JJCPA Per Capita Costs

A total of 31,562 youth were served in Los Angeles County JJCPA programs in FY 2007–2008, at a total cost of \$34,209,043, or \$1,084 per participant.<sup>3</sup> As one might expect, some programs had lower per capita costs than others. In general, the larger programs, such as MH, had lower per capita costs, whereas the programs, such as SNC, that offered more-extensive services to a smaller population with higher risks and needs had higher per capita costs. Table 3.1 shows the total budget for each program, the number of youth served in FY 2007–2008, and the cost per program participant. Overall, the cost per youth in the Enhanced Mental Health Services initiative in FY 2007–2008 was \$598, whereas the Enhanced Services to High-Risk/High-Need Youth initiative cost \$3,384 per youth served, and the Enhanced School- and Community-Based Services programs spent \$929 per youth.

**Table 3.1**  
Per Capita Costs, by JJCPA Program, FY 2007–2008

Program/Initiative	Youth Served	Budget (\$)	Per Capita Expenditure (\$)
Enhanced Mental Health Services initiative	9,761	5,834,219	598
MH	9,630	5,207,128	541
MST	131	627,091	4,787
Enhanced Services to High-Risk/High-Need Youth initiative	3,307	11,190,963	3,384
SNC	97	1,546,173	15,940
YSA	275	1,275,913	4,640
YWAR/GSCOMM	1,144	2,279,660	1,993
HRHN	1,791	6,089,217	3,400
Enhanced School- and Community-Based Services initiative	18,494	17,183,861	929
SBHS-PROB, SBHS-AR	6,955	10,239,509	1,472
SBMS-PROB, SBMS-AR	1,587	2,126,476	1,340
ACT	7,526	502,915	67
PARKS	1,184	2,335,727	1,973
HB	166	1,717,780	10,348
IOW	1,076	261,454	243
All programs	31,562	34,209,043	1,084

<sup>3</sup> The number of youth served in FY 2007–2008 is greater than the number of youth for whom outcome measures were reported to CSA, because the time frames are different. Because the cost estimates in this chapter include arrests during the six-month eligibility mandated for big six outcomes, the number of program youth will match the number used to report outcomes to CSA, not the total number served during the fiscal year.

## Components of Cost

Although Table 3.1 shows the costs of delivering JJCPA services in the various programs, other costs are also incurred for JJCPA participants. These include the cost of supervision for those on probation, the cost of juvenile hall for those who spend time in the halls, the cost of juvenile camp for those assigned to camp, the cost of receiving a technical violation of probation, and the various costs associated with being arrested. In our analysis of overall JJCPA costs, we have attempted to estimate each on a daily basis or unit cost to calculate the actual cost of each individual participant.

It should be emphasized that these are *estimated* costs, based on the best information available at the time of this writing. Most involve calculations using estimates provided by Probation or from publicly available data. These analyses are intended not to provide exact costs but to give an indication of approximate trends for each program and to allow 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 2007–2008, adding up the number of days served for all program participants, and dividing this total into the total budget for the program. Program costs varied considerably, from a daily average of \$0.28 for youth in ACT, to \$60.02 per day for SNC participants. Overall, JJCPA programs cost an average of \$8.20 per youth per day.

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

The costs of routine probation supervision, juvenile-hall detention, and juvenile camp were provided by Probation during FY 2004–2005, as determined by its own internal audits. The cost of juvenile hall was estimated at \$60,710.45 per year, or \$166.33 per day. Each day in camp cost approximately \$121.92, and routine probation supervision was estimated to cost \$2,741.15 annually, or \$7.51 per day. We have converted these estimates to 2007 dollars,<sup>4</sup> giving FY 2007–2008 estimates of \$181.22 per juvenile-hall day, \$132.83 per camp day, and \$8.18 per day of supervision.

### Arrest Costs

Arrest costs were provided by the LAPD and the Los Angeles County Sheriff's Department in response to a request by the Los Angeles County Probation Department, which, in turn, made these estimates available to RAND researchers during FY 2004–2005. A juvenile arrest by the LAPD was estimated to cost \$473.13, an estimate provided by the LAPD that included the cost of officers on the scene and in the station (four hours in all at \$34.90 per hour), the cost of review by a detective (1.5 hours at \$42.82 per hour), a citation package delivered to the DA (1 hour at \$34.90 per hour), and a booking fee of \$25. A juvenile arrest by the sheriff's department was estimated to cost \$1,661.88, including 4.5 hours of deputy generalists at \$75.95 per hour and 4.5 hours of a deputy's time at \$81.48 per hour for arrest, report writing, and transport; 4.5 hours of a deputy's time for case filing, investigation, and interview at

<sup>4</sup> Conversion to 2007 dollars is based on the consumer price index of inflation provided by the Bureau of Labor Statistics (undated).

\$81.48 per hour; and a booking fee of \$586.78. We have converted these estimates to 2007 dollars, giving \$515.48 per LAPD arrest and \$1,810.62 per arrest by the sheriff's department. During FY 2007–2008, 22 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 \$804.04 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 2007, 399,050 adult and juvenile cases were disposed of in Los Angeles County (California Department of Justice, 2009). Using *Annual Report 2007–2008* (County of Los Angeles, 2009), we determined that the DA's total budget was \$335,558,000. Dividing the budget by the number of cases yields \$840.89 per case<sup>5</sup> for the DA's office.

A telephone call from Probation to the public defender's office on January 15, 2006, revealed that the cost of defending a juvenile case in FY 2004–2005 was estimated at \$274.96. The equivalent in 2007 dollars is \$299.57. This estimate is supported by the Los Angeles County annual report for 2007–2008 (County of Los Angeles, 2009), in which the public defender's office reports that, in FY 2007–2008, it handled approximately 572,000 cases with a total budget of \$171,920,000, or \$300.56 per case.

The Judicial Council of California, Administrative Office of the Courts (2009), reports that the budget for the 48 Los Angeles County superior courts, where both adults and juveniles are tried, was \$841,399,448 in FY 2007–2008. Dividing by the 399,050 adult and juvenile cases disposed of in Los Angeles County in FY 2007–2008 yields an estimated cost of \$2,108.51 per disposition. Summing the cost of the DA (\$840.89), the cost of the public defender (\$299.57), and the court cost (\$2,108.51) yields a total estimate of \$3,248.97 per court appearance.

### **Savings Resulting from Improved School Attendance**

For the school-based programs only, we also calculated the savings based on improved school attendance during the term after starting the program versus the term before starting. These savings are based on the value of an average daily attendance (ADA) rate of \$28.51 for schools in the LAUSD that have traditional schedules, \$31.49 for LAUSD year-round schools, and \$33.33 for schools in the Long Beach Unified School District.<sup>6</sup> Other schools in Los Angeles County were estimated to have an ADA of \$30.00. We have converted these estimates to 2007 dollars, giving us estimates of \$31.06 for Los Angeles County schools with traditional schedules, \$34.31 for LAUSD year-round schools, \$36.31 for Long Beach schools, and \$32.69 for other schools.

<sup>5</sup> This estimate is necessarily based on both adult and juvenile cases, since available budget data did not include a breakdown by juvenile versus adult cases.

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

## Cost Comparisons for Programs in the Enhanced Mental Health Services Initiative

Our cost comparisons involve estimates of program and other juvenile-justice costs during the six months after starting the program (follow-up) versus those in the six months before starting (baseline). In the case of programs administered within juvenile halls, we compare costs in the six months after release from the hall with those in the six months before entering the hall. For all JJCPA programs, the program cost in the baseline is assumed to be zero, a conservative cost estimate in the comparison period. Because mean costs are often driven by a relatively few individuals having high costs, while many others have low costs (or none at all), we also present median costs, as well as means, in the tables in this chapter.

### Costs for Mental-Health Screening, Assessment, and Treatment

Table 3.2 shows the components of program costs for the MH program. Since MH is administered within juvenile halls, the follow-up period refers to the six months after release from the hall, and the baseline refers to the six months before entering the hall. Results from our cost comparisons indicate that the lower arrest rate in the follow-up period for the MH program produced an average savings of \$793 per juvenile. Although the corresponding costs of arrests were lower in the follow-up period, these potential savings were offset by higher costs for supervision, juvenile hall, camps, and court appearances. This results in an overall higher mean cost per youth in the follow-up (\$14,863) than in the baseline (\$9,625).

### Costs for Multisystemic Therapy

Cost components for MST are shown in Table 3.3. For this program, fewer court appearances in the follow-up period produced a significant saving (\$1,095) compared to the baseline period. Smaller savings for arrest and juvenile-hall costs were offset by higher supervision and camp costs. The largest cost component by far for MST was program cost (\$5,412).

## 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 Special-Needs Court

As Table 3.4 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 \$4,971 per participant). This saving, however, was offset by the large program cost. On a per capita basis, SNC is the most expensive of all JJCPA programs, and program costs were the largest single component of total cost for this program. Supervision, camp, and court costs were higher in the six months after program entry than in the six months before, whereas arrest costs were lower.

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

Component	Unit Cost (\$)	Unit	Baseline			Follow-Up			Difference (\$)	
			Units	Mean (\$)	Median (\$)	Units	Mean (\$)	Median (\$)	Mean	Median
Program	17.48	Day	0.00	0	0	28.29	494	367	-494	-367
Supervision	8.18	Day	129.98	1,063	1,472	156.97	1,284	1,472	-221	0
Arrest	804.04	Arrest	1.46	1,176	804	0.48	383	0	793	804
Juvenile hall	181.22	Day	12.49	2,264	181	17.63	3,195	725	-931	-544
Camp	132.83	Day	13.71	1,821	0	45.01	5,978	0	-4,157	0
Court	3,248.97	Appearance	1.02	3,302	3,249	1.09	3,529	3,249	-227	0
Mean total				9,625	6,511		14,863	11,807	-5,238	-5,296

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

**Table 3.3**  
**Components of Program Costs for Multisystemic Therapy**

Component	Unit Cost (\$)	Unit	Baseline			Follow-Up			Difference (\$)	
			Units	Mean (\$)	Median (\$)	Units	Mean (\$)	Median (\$)	Mean	Median
Program	40.31	Day	0.00	0	0	134.27	5,412	5,764	-5,412	-5,764
Supervision	8.18	Day	133.61	1,093	1,472	165.39	1,353	1,472	-260	0
Arrest	804.04	Arrest	0.49	393	0	0.30	245	0	148	0
Juvenile hall	181.22	Day	7.52	1,363	0	5.03	912	0	451	0
Camp	132.83	Day	1.26	167	0	3.36	446	0	-279	0
Court	3,248.97	Appearance	0.79	2,578	3,249	0.46	1,483	0	1,095	3,249
Mean total				5,595	4,472		9,851	8,728	-4,256	-4,256

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

**Table 3.4**  
**Components of Program Costs for Special Needs Court**

Component	Unit Cost (\$)	Unit	Baseline			Follow-Up			Difference (\$)	
			Units	Mean (\$)	Median (\$)	Units	Mean (\$)	Median (\$)	Mean	Median
Program	60.02	Day	0.00	0	0	170.85	10,254	10,804	-10,254	-10,804
Supervision	8.18	Day	75.63	619	4	91.80	751	834	-132	-830
Arrest	804.04	Arrest	0.78	630	804	0.33	268	0	362	804
Juvenile hall	181.22	Day	53.40	9,677	5,437	25.97	4,706	0	4,971	5,437
Camp	132.83	Day	3.17	421	0	7.85	1,043	0	-622	0
Court	3,248.97	Appearance	0.85	2,762	0	0.93	3,032	0	-270	0
Mean total				14,108	10,499		20,054	14,053	-5,946	-3,554

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

### **Costs for Youth Substance-Abuse Intervention**

Table 3.5 shows the components of cost for YSA participants. As with several other JJCPA programs, YSA incurs the largest mean cost from the program itself (\$3,411). Compared with the baseline period, follow-up costs for YSA were slightly higher for supervision. YSA participation was associated with an average cost savings in arrests (\$42), juvenile hall (\$95), camp (\$350), and court appearances (\$29). These costs savings, however, could not offset the overall program costs.

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

Table 3.6 shows the costs for YWAR in FY 2007–2008. YWAR participants had relatively little juvenile-justice system involvement in either the baseline or follow-up periods, so the primary costs associated with this program were those of administering the program (\$1,373 per participant).

GSCOMM participants, consisting of both probationers and at-risk youth, had more juvenile-justice costs in FY 2007–2008 than did YWAR participants, as Table 3.7 shows. However, there was little change in their costs between baseline and follow-up, so the main expense for this program was for the program itself (\$2,058 per participant).

### **Costs for the High-Risk/High-Needs Program**

The HRHN program was one of the few JJCPA programs to show a net cost saving in FY 2007–2008. As Table 3.8 indicates, the relatively large per capita cost for the program (\$3,323) was offset by savings in every other category of juvenile-justice expense except supervision. A \$6,399-per-participant difference in camp costs was the primary saving.

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

As with the other FY 2007–2008 initiatives, we compared baseline and follow-up costs for each program. Baseline and follow-up periods were based on program start date for all programs in this initiative except IOW, which was administered within the juvenile halls. The follow-up period for IOW participants is therefore defined as the six months after release from the hall, and the baseline period is the six months before entering the hall.

We also included school attendance as a component of total cost for the four school-based programs only.<sup>7</sup> Attendance “costs” were actually a negative number and reflect the ADA reimbursement received by schools because 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 2007–2008. As Table 3.9 shows, total follow-up costs (\$5,144) remained lower than baseline costs (\$5,957). Although supervision and juvenile-hall costs increased in the follow-up, decreases in arrest and camp costs (\$305 and \$526, respectively), and especially court costs

<sup>7</sup> For participants in the school-based programs for whom we did not have attendance data, we assumed that a comparison of their baseline and follow-up attendance produced no savings.

**Table 3.5**  
**Components of Program Costs for Youth Substance Abuse Intervention**

Component	Unit Cost (\$)	Unit	Baseline			Follow-Up			Difference (\$)	
			Units	Mean (\$)	Median (\$)	Units	Mean (\$)	Median (\$)	Mean	Median
Program	23.55	Day	0.00	0	0	124.46	3,411	4,057	-3,411	-4,057
Supervision	8.18	Day	149.02	1,219	1,472	152.96	1,251	1,472	-32	0
Arrest	804.04	Arrest	0.42	340	0	0.37	298	0	42	0
Juvenile hall	181.22	Day	7.20	1,304	0	6.67	1,209	0	95	0
Camp	132.83	Day	8.40	1,115	0	5.76	765	0	350	0
Court	3,248.97	Appearance	0.76	2,462	3,249	0.75	2,433	3,249	29	0
Mean total				6,441	4,356		9,338	6,722	-2,897	-2,366

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

**Table 3.6**  
**Components of Program Costs for Young Women at Risk**

Component	Unit Cost (\$)	Unit	Baseline			Follow-Up			Difference (\$)	
			Units	Mean (\$)	Median (\$)	Units	Mean (\$)	Median (\$)	Mean	Median
Program	7.63	Day	0.00	0	0	180.00	1,373	1,373	-1,373	-1,373
Supervision	8.18	Day	4.47	37	0	5.45	45	0	-8	0
Arrest	804.04	Arrest	0.02	15	0	0.01	10	0	5	0
Juvenile hall	181.22	Day	0.09	17	0	0.22	40	0	-23	0
Camp	132.83	Day	0.00	0	0	0.30	40	0	-40	0
Court	3,248.97	Appearance	0.02	62	0	0.03	103	0	-41	0
Mean total				131	0		1,611	1,373	-1,480	-1,373

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

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

Component	Unit Cost (\$)	Unit	Baseline			Follow-Up			Difference (\$)	
			Units	Mean (\$)	Median (\$)	Units	Mean (\$)	Median (\$)	Mean	Median
Program	20.61	Day	0.00	0	0	99.84	2,058	1,937	-2,058	-1,937
Supervision	8.18	Day	34.43	282	0	40.82	334	0	-52	0
Arrest	804.04	Arrest	0.10	77	0	0.04	31	0	46	0
Juvenile hall	181.22	Day	0.79	143	0	0.55	100	0	43	0
Camp	132.83	Day	1.19	159	0	0.31	41	0	118	0
Court	3,248.97	Appearance	0.22	726	0	0.17	542	0	184	0
Mean total				1,386	0		3,095	2,617	-1,711	-2,617

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

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

Component	Unit Cost (\$)	Unit	Baseline			Follow-Up			Difference (\$)	
			Units	Mean (\$)	Median (\$)	Units	Mean (\$)	Median (\$)	Mean	Median
Program	25.98	Day	0.00	0	0	127.92	3,323	4,027	-3,323	-4,027
Supervision	8.18	Day	152.46	1,247	1,472	159.71	1,306	1,472	-59	0
Arrest	804.04	Arrest	0.44	357	0	0.44	352	0	5	0
Juvenile hall	181.22	Day	12.58	2,280	0	9.93	1,800	0	480	0
Camp	132.83	Day	56.44	7,497	3,055	8.27	1,098	0	6,399	3,055
Court	3,248.97	Appearance	0.87	2,811	3,249	0.79	2,560	3,249	251	0
Mean total				14,172	11,761		10,411	7,859	3,761	3,902

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

**Table 3.9**  
**Components of Program Costs for School-Based Probation Supervision for High-School Probationers**

Component	Unit Cost (\$)	Unit	Baseline			Follow-Up			Difference (\$)	
			Units	Mean (\$)	Median (\$)	Units	Mean (\$)	Median (\$)	Mean	Median
Program	7.39	Day	0.00	0	0	160.70	1,188	1,330	-1,188	-1,330
Supervision	8.18	Day	80.92	662	384	164.27	1,344	1,472	-682	-1,088
Arrest	804.04	Arrest	0.64	511	804	0.26	206	0	305	804
Juvenile hall	181.22	Day	3.75	680	0	3.86	700	0	-20	0
Camp	132.83	Day	6.34	842	0	2.38	316	0	526	0
Court	3,248.97	Appearance	1.00	3,263	3,249	0.52	1,684	0	1,579	3,249
Attendance	Variable	Day				9.90	-314	-311	314	311
Mean total				5,957	4,249		5,144	3,269	813	980

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

(\$1,579), more than compensated. Costs for this program were relatively modest, and school attendance improved. The overall cost savings was \$813 per youth.

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

Table 3.10 shows the cost components of the SBHS-AR program. Although program costs were relatively modest compared with those for other JJCPA programs, they nonetheless made up the lion's share (\$1,031) of the program's total cost (\$1,109). Although no program participants were in camp during either baseline or follow-up, costs for all other components were slightly higher in the follow-up than in the baseline period. Gains in school attendance were relatively modest (\$220 per youth).

#### **Costs for School-Based Probation Supervision for Middle-School Probationers**

As Table 3.11 shows, the SBMS-PROB also had lower total costs in the follow-up period (\$4,937) than in the baseline period (\$5,233), resulting in a saving of \$296 per participant. Arrest, juvenile-hall, and court costs were lower in the follow-up, whereas costs for supervision and camp were higher. School attendance improved somewhat in the follow-up period and produced an average cost savings of \$280 per youth.

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

As with all JJCPA programs targeting at-risk youth, the largest cost component of SBMS-AR was program cost (\$1,054). However, as Table 3.12 shows, program cost was partially offset by improved attendance for participants in the SBMS-AR program. Overall costs for these youth were very low in the baseline period (\$19), since few were involved in the juvenile-justice system, and follow-up costs were relatively low as well (\$805), producing an overall cost of \$786 per youth.

#### **Costs for Abolish Chronic Truancy**

ACT has the lowest per capita program cost of all Los Angeles County JJCPA programs, so program costs for FY 2007–2008 were quite modest (\$50 per youth). ACT youth had very little juvenile-justice system involvement during either the baseline or follow-up period, so virtually all of the follow-up costs came from administering the program, as Table 3.13 shows. There were virtually no baseline costs for ACT youth (\$1 per participant). The net average juvenile-justice cost of the ACT program was relatively modest, at \$52 per youth.

#### **Costs for After-School Enrichment and Supervision**

As is the case with other JJCPA programs that target at-risk youth, the main component of overall cost for PARKS was the cost of administering the program (\$1,791 per participant). As Table 3.14 indicates, all juvenile-justice costs were slightly higher in the follow-up than in the baseline period, so the total cost was \$1,867 more than in the baseline period.

#### **Costs for Housing-Based Day Supervision**

Table 3.15 shows the components of cost for HB youth. Although HB participants had savings for arrests (\$17) and court appearances (\$305) in the follow-up period, compared to the baseline period, these savings were dwarfed by the cost of the program itself (\$6,823). Supervision costs increased by \$28 per youth in the follow-up, compared with costs in the baseline.

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

Component	Unit Cost (\$)	Unit	Baseline			Follow-Up			Difference (\$)	
			Units	Mean (\$)	Median (\$)	Units	Mean (\$)	Median (\$)	Mean	Median
Program	6.55	Day	0.00	0	0	157.36	1,031	1,179	-1,031	-1,179
Supervision	8.18	Day	2.81	23	0	3.62	30	0	-7	0
Arrest	804.04	Arrest	0.04	33	0	0.06	48	0	-15	0
Juvenile hall	181.22	Day	0.00	0	0	0.38	69	0	-69	0
Camp	132.83	Day	0.00	0	0	0.00	0	0	0	0
Court	3,248.97	Appearance	0.02	55	0	0.03	105	0	-50	0
Attendance	Variable	Day				7.08	-220	-155	220	155
Mean total				111	0		1,109	995	-998	-995

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

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

Component	Unit Cost (\$)	Unit	Baseline			Follow-Up			Difference (\$)	
			Units	Mean (\$)	Median (\$)	Units	Mean (\$)	Median (\$)	Mean	Median
Program	6.48	Day	0.00	0	0	159.15	1,031	1,166	-1,031	-1,166
Supervision	8.18	Day	56.88	465	245	161.52	1,321	1,472	-856	-1,227
Arrest	804.04	Arrest	0.71	570	804	0.21	168	0	402	804
Juvenile hall	181.22	Day	4.75	860	0	3.63	658	0	202	0
Camp	132.83	Day	0.77	102	0	0.88	117	0	-15	0
Court	3,248.97	Appearance	1.00	3,235	3,249	0.58	1,895	0	1,340	3,249
Attendance	Variable	Day				8.91	-280	-311	280	311
Mean total				5,233	4,249		4,937	3,150	296	1,099

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

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

Component	Unit Cost (\$)	Unit	Baseline			Follow-Up			Difference (\$)	
			Units	Mean (\$)	Median (\$)	Units	Mean (\$)	Median (\$)	Mean	Median
Program	6.83	Day	0.00	0	0	154.29	1,054	1,229	-1,054	-1,229
Supervision	8.18	Day	0.36	3	0	1.05	9	0	-6	0
Arrest	804.04	Arrest	0.01	8	0	0.02	14	0	-6	0
Juvenile hall	181.22	Day	0.00	0	0	0.07	12	0	-12	0
Camp	132.83	Day	0.00	0	0	0.00	0	0	0	0
Court	3,248.97	Appearance	0.00	9	0	0.01	26	0	-17	0
Attendance	Variable	Day				11.84	-373	-248	373	248
Mean total				19	0		805	888	-786	-888

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

**Table 3.13**  
**Components of Program Costs for Abolish Chronic Truancy**

Component	Unit Cost (\$)	Unit	Baseline			Follow-Up			Difference (\$)	
			Units	Mean (\$)	Median (\$)	Units	Mean (\$)	Median (\$)	Mean	Median
Program	0.28	Day	0.00	0	0	179.51	50	50	-50	-50
Supervision	8.18	Day	0.04	0	0	0.07	1	0	-1	0
Arrest	804.04	Arrest	0.00	0	0	0.00	1	0	-1	0
Juvenile hall	181.22	Day	0.00	0	0	0.00	0	0	0	0
Camp	132.83	Day	0.00	0	0	0.00	0	0	0	0
Court	3,248.97	Appearance	0.00	0	0	0.00	2	0	-2	0
Mean total				1	0	179.51	53	50	-52	-50

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

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

Component	Unit Cost (\$)	Unit	Baseline			Follow-Up			Difference (\$)	
			Units	Mean (\$)	Median (\$)	Units	Mean (\$)	Median (\$)	Mean	Median
Program	22.17	Day	0.00	0	0	80.77	1,791	1,419	-1,791	-1,419
Supervision	8.18	Day	2.45	20	0	3.61	30	0	-10	0
Arrest	804.04	Arrest	0.01	11	0	0.02	13	0	-2	0
Juvenile hall	181.22	Day	0.13	23	0	0.34	61	0	-38	0
Camp	132.83	Day	0.10	13	0	0.29	39	0	-26	0
Court	3,248.97	Appearance	0.02	63	0	0.02	66	0	-3	0
Mean total				130	0		1,997	1,419	-1,867	-1,419

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

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

Component	Unit Cost (\$)	Unit	Baseline			Follow-Up			Difference (\$)	
			Units	Mean (\$)	Median (\$)	Units	Mean (\$)	Median (\$)	Mean	Median
Program	39.36	Day	0.00	0	0	173.35	6,823	7,085	-6,823	-7,085
Supervision	8.18	Day	23.20	190	0	26.67	218	0	-28	0
Arrest	804.04	Arrest	0.04	34	0	0.02	17	0	17	0
Juvenile hall	181.22	Day	0.76	138	0	0.00	0	0	138	0
Camp	132.83	Day	3.29	437	0	0.00	0	0	437	0
Court	3,248.97	Appearance	0.14	440	0	0.04	135	0	305	0
Mean total				1,238	0		7,193	7,085	-5,955	-7,085

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

HB youth had no camp or juvenile-hall costs during the follow-up period, but these did not produce sufficient savings to offset program costs.

### Costs for Inside-Out Writers

As noted earlier, the follow-up period for IOW youth is defined as the six months after release from juvenile hall, and the baseline consists of the six months before entering the hall. IOW participants spent considerably fewer days in the program than participants in other JJCPA programs, so IOW program costs were the *smallest* component of total cost for the JJCPA program. As Table 3.16 indicates, nearly half of all IOW costs in the follow-up were attributable to camp costs (\$6,760), which nearly doubled camp costs in the baseline period (\$3,556). Changes in other cost components from baseline to follow-up were relatively small, with reductions in arrest and juvenile-hall costs (\$839 and \$821, respectively) and increases in costs due to supervision (\$211) and court appearances (\$215).

### Total Cost of Programs and Initiatives

Table 3.17 shows the mean total cost per participant in JJCPA programs in FY 2007–2008. Weighted averages are also shown for each initiative. It should be noted that the costs for each initiative are largely driven by the costs of the program or programs in that initiative that serve the most participants. Thus, MST costs have very little influence on the overall costs of the Enhanced Mental Health Services initiative, since the vast majority of youth served within that initiative are in the MH program.

As we might expect, overall juvenile-justice costs for JJCPA participants were generally higher in the follow-up period (\$8,116) than in the baseline period (\$6,127), primarily because six months is not a long enough time to evaluate the long-term benefits of changes brought about by participating in JJCPA programs. The majority of the JJCPA programs, however, produced substantial average cost savings in arrests, hall, court, and camp costs. If these cost savings were accumulated over a longer period of time, they might offset the substantial investment made in program costs. We are not able to extend the time frame to measure changes, however, because not enough time has elapsed to allow us to obtain data beyond a six-month period. With a longer follow-up period, the initial program costs might be offset by reductions in subsequent arrests, court appearances, and days spent in halls and camps.

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

It is actually somewhat surprising to note that participants in the Enhanced School- and Community-Based Services initiative had only slightly higher total juvenile-justice costs in the follow-up period than in the baseline period. This finding is driven primarily by cost savings among school-based high-school probationers and the low costs of programs targeting at-risk youth.

### Component Cost Savings, by Initiative

For each of the three FY 2007–2008 initiatives, Table 3.18 shows the mean net cost for each cost component—i.e., the mean difference between the cost in the six months before entering

**Table 3.16**  
**Components of Program Costs for Inside-Out Writers**

Component	Unit Cost (\$)	Unit	Baseline			Follow-Up			Difference (\$)	
			Units	Mean (\$)	Median (\$)	Units	Mean (\$)	Median (\$)	Mean	Median
Program	1.73	Day	0.00	0	0	129.09	223	311	-223	-311
Supervision	8.18	Day	124.43	1,018	1,472	150.21	1,229	1,472	-211	0
Arrest	804.04	Arrest	1.42	1,142	804	0.38	303	0	839	804
Juvenile hall	181.22	Day	23.99	4,348	906	19.46	3,527	725	821	181
Camp	132.83	Day	26.77	3,556	0	50.89	6,760	0	-3,204	0
Court	3,248.97	Appearance	1.00	3,242	3,249	1.06	3,457	3,249	-215	0
Mean total				13,306	9,019		15,498	11,712	-2,192	-2,693

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

**Table 3.17**  
**Mean Total Cost per Participant, by JJCPA Program, FY 2007–2008 (\$)**

Program	Baseline			Follow-up			Participants	Difference
	Mean	95% CI		Mean	95% CI			
Enhanced Mental Health Services initiative	9,582	9,403	9,761	14,810	14,575	15,045	8,681	-5,228
MH	9,625	9,445	9,806	14,863	14,626	15,101	8,589	-5,238
MST	5,595	4,443	6,747	9,851	8,837	10,866	92	-4,256
Enhanced Services to High-Risk/High-Need Youth initiative	8,130	7,806	8,453	7,372	7,142	7,602	2,631	758
SNC	14,108	10,181	18,035	20,054	16,435	23,673	60	-5,946
YSA	6,441	5,503	7,378	9,338	8,509	10,166	227	-2,897
YWAR and GSCOMM	1,019	844	1,195	2,662	844	1,195	1,075	-1,642
HRHN	14,172	13,564	14,779	10,411	9,985	10,836	1,269	3,761
Enhanced School- and Community-Based Services initiative	3,148	3,064	3,233	3,373	3,287	3,458	11,839	-224
SBHS-PROB	5,957	5,784	6,130	5,144	4,980	5,308	4,031	813
SBHS-AR	111	62	161	1,109	979	1,238	589	-998
SBMS-PROB	5,233	4,722	5,743	4,937	4,312	5,561	240	296
SBMS-AR	19	4	34	805	743	866	744	-786
ACT	1	0	1	53	50	56	4,125	-52
PARKS	130	64	195	1,997	1,857	2,137	1,138	-1,867
HB	1,238	456	2,021	7,193	6,893	7,494	96	-5,955
IOW	13,306	12,511	14,100	15,498	14,666	16,329	876	-2,192
All programs	6,127	6,039	6,215	8,116	8,014	8,218	23,151	-1,989

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

**Table 3.18**  
**Mean Net Costs for Initiatives, FY 2007–2008 (\$)**

Component	Enhanced Mental Health Services	Enhanced Services to High-Risk/High-Need Youth	Enhanced School- and Community-Based Services
Program	-546	-2,890	-804
Supervision	-221	-50	-267
Arrest	786	28	172
Juvenile hall	-916	362	51
Camp	-4,117	3,132	-57
Court	-213	166	546
Total	-5,228	758	-224

NOTE: A positive number in this table indicates that mean costs were lower in the six months after beginning the program than in the six months before beginning. A negative number indicates that costs were higher after entering the program than before entering. Total costs may include savings resulting from improved school attendance. Because of missing data for some components, total cost may not equal the sum of the component costs.

the program and the six months after entering. As we might expect, there are noticeable differences in mean component costs among the three initiatives. The Enhanced Mental Health Services initiative, which serves only probationers, showed fewer arrest costs but much higher camp costs after entering the program than before entering. The Enhanced Services to High-Risk/High-Need Youth initiative, which targets a large number of at-risk youth, saw the bulk of its expenses in program costs, whereas costs for arrests, juvenile hall, court, and especially camp were lower in the six months after entering the program. Primarily because of reduced camp costs, the Enhanced Services to High-Risk/High-Need Youth initiative was the only initiative to show a net savings in the six months following program entry (or camp exit), compared to the six months prior to program entry (or camp entry). The Enhanced School- and Community-Based Services initiative, which targets a combination of probationers and at-risk youth, saw increased program and supervision costs but savings in arrest, juvenile-hall, and court costs after entering the program. The cost for time spent in camps also increased by a small amount (\$51 per youth) in the follow-up period, compared to the baseline camp costs.

In general, the higher rates of recidivism in higher-cost programs are due to their focus on more-serious juvenile offenders.



## Summary and Conclusions

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In this chapter, we summarize the evaluation findings for FY 2007–2008. In addition, we comment on limitations of the evaluation.

### Outcomes

The CSA-mandated big six outcomes generally showed a similar pattern in FY 2007–2008 to those of previous fiscal years. JJCPA participants were more likely than comparison-group youth to successfully complete probation, restitution, and community service. Consistent with our findings from previous years, participants in several JJCPA programs showed higher probation-violation rates than comparison-group youth. For programs that used a pre/post design (ACT, YSA, PARKS, GSCOMM, HB, and IOW), JJCPA youth tended to show fewer arrests and fewer incarcerations after program entry than before program entry.

Programs with contemporaneous comparison groups showed mixed results. SBHS-PROB program youth had significantly better outcomes than comparison-group youth in all of the big six outcomes. SBMS-PROB youth showed higher rates of completing probation and lower rates of probation violations than comparison-group youth, but differences in the other big six outcomes were not significantly different for the two groups. The much smaller programs MST and SNC showed no significant difference in big six outcomes from their respective comparison groups.

Programs that used historical comparison groups also showed generally positive results, though the differences were not always statistically significant. FY 2007–2008 MH participants were more likely to complete probation and community service than their FY 2006–2007 counterparts, but they also had more probation violations. Other differences between the groups were not significant. Arrests and incarcerations were not significantly different for SBHS-AR and SBMS-AR youths versus their FY 2006–2007 counterparts. FY 2007–2008 HRHN participants were not significantly different from their FY 2006–2007 counterparts on any of the big six outcome measures.

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

Among YSA participants with drug-testing orders, there were overall fewer positive tests six months after program entry than in the six months before program entry, but more individuals tested positive after program entry than before.

## Efforts to Improve Quality of JJCPA Programs

### Overview of Changes and Enhancements

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

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

### Changes and Enhancements to Specific Programs

**High-Risk/High Needs.** It should be noted that training for the core intervention service for the HRHN program, a manualized SLC, was interrupted and not completed. The SLC, with a quality-assurance component designed to ensure model adherence, offered skill training for youth and their parents, gang and substance-abuse refusal strategies for program participants, parent behavior-monitoring skill and strategy training, and a relapse-prevention plan for the probationers. Inasmuch as high-risk youth cannot get better without treatment services, the absence of the SLC, along with its quality-assurance component, may have been a major contributing factor to the program's poor outcomes. The Probation Department anticipates implementing the evidence-based program Teaching Prosocial Skills (TPS), using aggression-

replacement training text, as the primary treatment component for the program in the next fiscal year (FY 2008–2009). TPS was developed for the juvenile-justice population and has three components:

- skill streaming (behavior component)
- anger-control training (affective component)
- moral reasoning training (cognitive component).

**Mental-Health Screening, Assessment, and Treatment.** MH outcomes for the first seven years of JJCPA in Los Angeles County have been based on all youth entering juvenile halls, since all are screened for mental-health disorders. While there is value in screening for mental-health disorders all those who enter the halls, it is more beneficial and informative to focus the outcome evaluation on those youth who receive mental-health treatment. The Probation Department and the Department of Mental Health have revisited the program's measurement outcomes and the program design and have determined that future outcome reporting will include only youth receiving mental-health treatment.

## Cost Analysis

We also estimated total juvenile-justice costs per JJCPA participant in FY 2007–2008. These are based on estimated costs for program administration, probation costs (routine supervision, camp stays, and days in juvenile hall), arrests, and court appearances. For programs that measured school attendance, we also included a benefit (saving) of improved attendance. Although the overall total juvenile-justice cost per youth may not be completely accurate because of the limitation of our estimates of the cost components, putting a value on each component does allow us to compare the cost in the six months after starting the program with the cost in the six months before starting.

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

- If a youth participated in a non-JJCPA program, or in another JJCPA program, during the six months before beginning the present JJCPA program, these costs were not available to us. Therefore, the total preprogram cost, which by definition includes no program cost, may appear to be lower than it actually was.
- Six months may not be long enough to assess the longer-term savings in total juvenile-justice costs that may be attributable to participating in the JJCPA program.

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

## 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 to 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. While stronger designs would be highly desirable, a strong comparison group is simply not available for programs that use a pre/post evaluation.

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. Another limitation is the ability to follow program participants for only six months. Four JJCPA programs (MH, SBHS-AR, SBMS-AR, and HRHN) stopped using historical comparison groups from the years 2000 and 2003, with all four comparing performances of current participants to those of the preceding year. While we consider these comparison groups preferable to those used prior to FY 2007–2008, they remain historical (though more recent) and thus still imply a weaker design than one that included a contemporaneous comparison group.

We are also concerned about the composition and comparability of program and comparison-group youth in SNC. At a presentation at the Los Angeles County Juvenile Justice Coordinating Council meeting in March 2007, we learned that, although SNC is not supposed to include minors declared incompetent or those with violent offenses, the judge can waive these exceptions and often does so. As a result, it was reported that, of the 50 then-active SNC participants, 13 had been declared incompetent and 9 others had been arrested for a violent offense. Furthermore, those not accepted for SNC, who had been serving as our comparison group, were generally turned down because they were not deemed sufficiently “serious.” Thus we had been comparing SNC youth who have more-severe problems than program guidelines dictate to youth whose problems were deemed not severe enough to qualify for the program. Under these circumstances, it is not surprising to find that comparison youth had better outcomes than SNC participants on four of the big six outcomes in FY 2007–2008.

### Data Quality

Data used to compute outcome measures were extracted from databases maintained by Probation. These databases were originally designed for caseload tracking rather than report generation. Probation and RAND have worked together in an attempt to maximize the quality and quantity of data available. Data for the big six come from official records and are relatively easy

to maintain and access. Data for supplemental outcomes are sometimes more problematic, as Probation's data are only as good as the information obtained from CBO service providers, schools, and other county government departments (e.g., the Department of Mental Health).

Data for some programs were relatively complete, and, for some programs, more data for supplemental outcomes were available in FY 2007–2008 than in previous years. In other programs, only a small fraction of program youth had data available for supplementary measures, calling into question the appropriateness of any findings based on such a small subsample. We will continue to work with Probation to increase the amount of data available for supplemental outcomes for all JJCPA programs.

### **Evaluating Outcomes and Treatment Process**

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

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

### **Future Direction**

In the past decade, the field of criminal justice has been transforming. The Probation Department has reached a critical turning point and is undergoing a significant shift in the way it provides services. Probation services must determine the youth's criminogenic need in the assessment process, translate those factors into treatment and supervision objectives, and ultimately deliver interventions that have shown to reduce those criminogenic needs while increasing protective factors. JJCPA programming has served as a catalyst for this change to occur. Additionally, the system reform occurring in juvenile justice at both the county and state levels and with the Division of Juvenile Justice (formerly California Youth Authority) and the Youthful Offender Block Grant initiatives, mental health through the Mental Health Services Act (MHSA) (California Department of Mental Health, 2004), and child welfare through the Title IV-E Plan (California Department of Social Services, 2009) is also playing a significant role in this system change. On top of these system reforms is the hot-button issue of gangs and gang violence. The County of Los Angeles is currently developing a multidimensional county-wide gang-violence reduction strategy designed to target the multiple settings and systems in which probationers and at-risk youth are embedded. Additionally, the City of Los Angeles and the Los Angeles Police Department have advanced initiatives to address the rise in gang violence. Both county and city officials are working collaboratively to leverage resources and advance a well-coordinated, comprehensive model.

Through the JJCC, the Probation Department will work to coordinate and integrate JJCPA strategies, initiatives, programs, and resources into aforementioned system reforms, gang intervention, and violence-reduction efforts. Toward this aim, the following efforts will be undertaken in FY 2009–2010:

- MST and programs in the Enhanced Services to High-Risk/High-Need initiative will be used to support the county's Title IV-E Waiver Five Year Demonstration Project (California Department of Social Services, 2009). MST will be used as an aftercare step-down service for probationer-youth congregate care. This will decrease the length of stay in group homes for these probationers. Similarly, the Enhanced Services to High-Risk/High-Needs initiative's programs will be used as aftercare support for youth in group-home care.
- The Probation Department will enhance and increase training opportunities that align with evidence-based principles and practices for community- and faith-based partners, as well as for volunteers, to develop the skills necessary to encourage and support high-risk, high-need probationers transitioning from congregate care to the community, school-based probationers, suitable placement youth, and at-risk families.
- School-based probation-supervision programs and after-school enrichment and supervision programs will be employed to support early-intervention services for youth flirting with gang involvement and high-risk behaviors. DPOs on school campuses and at strategically located parks will collaborate with external stakeholders, including faith-based partners, to increase mentoring opportunities.
- JJCPA mental-health resources will be leveraged against MHSA resources, using the prevention and Transition Age Youth (TAY) services to support high-need probation youth. In addition, the Mentally Ill Offender Crime Reduction (MIOCR) grant will be integrated with JJCPA services to support the SNC and camp aftercare population.

The JJCC will work with the city and countywide gang-reduction workgroups to blend JJCPA prevention, intervention, and suppression services and resources into larger strategic gang-reduction efforts.

As noted earlier, this is the seventh consecutive year for which outcomes were reported to CSA and to the county. Results reflect the continuing collaboration between the evaluators and Probation to modify programs based on the integration of evaluation findings and effective juvenile-justice practices. We still see that the effect sizes are relatively small, although county-developed supplemental outcomes tend to be more favorable than state-mandated big six outcomes. Los Angeles County will continue to receive JJCPA funding on an annual basis and will continue to report outcomes to CSA annually.

## Providers of JJCPA Program Services

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**Table A.1**  
**Providers of JJCPA Program Services**

<b>Program</b>	<b>Description</b>
10-20 Club	Individual and family counseling, tutoring, and after-school services
AASAP Inc.	Individual and family counseling
ABC USD Services	General counseling, mental-health counseling, academic accommodations and assistance
Able Family Support Treatment Center	Individual and family counseling, supportive services, substance-abuse treatment
About-Face	Counseling to adolescents and adults
ACTION Family Counseling Inc.	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	12-step alcohol-abuse treatment and counseling
Alhambra High School Parent Academy	Parenting classes
Alhambra Police Department	Individual and family counseling, anger management
Alma Family Services	Group and individual counseling, community services, anger management, parenting classes
Almansor Center	Individual counseling for individuals on school grounds
Alternative Options	Substance-abuse counseling (intensive outpatient)
Amer-I-Can (Pasadena)	Life management, skill training
American Asian Pacific Ministries	Parenting classes, counseling, drug and alcohol counseling
American Asian Pacific Ministries doing business as Family Care Center	Drug counseling, parenting classes, urinalysis testing, full distribution center, individual and family counseling, crisis intervention
Antelope Valley Youth and Family Services	Referral and intervention for at-risk youth and families, parent classes, anger management, community outreach, transportation assistance
Asian Pacific Family Center	Parenting classes, individual and family counseling
Atlantic Recovery	Counseling, drug testing, community services

**Table A.1—Continued**

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

**Table A.1—Continued**

<b>Program</b>	<b>Description</b>
Children’s Council of Los Angeles, Service Planning Areas 5 and 2	Planning and promotion of the coordination of services for all children in the SPA 5 and SPA 2 regions to effect their protection, healthy growth, and development, as well as to advise the board of supervisors of the council’s findings and recommendations
Circle of Help Foundation	Substance-abuse treatment program, school-based services, mentoring, tutoring, community services
Citrus Counseling	Anger management, drug and alcohol counseling to adolescents and adults
City of Glendale Youth and Family Services	Referral and intervention for at-risk youth and families, community-service hours, workforce development and youth employment, youth activities (workshops, concerts, plays and barbecue gatherings), graffiti-removal team, mentoring program
City of Long Beach Alcohol and Drug Rehabilitation	Drug counseling, including testing, individual and group counseling, community services
City of Long Beach Family Preservation	Support to families referred from the Los Angeles County Department of Children and Family Services (DCFS) and the Los Angeles County Probation Department Services include weekly in-home visitation, parenting classes and support groups, youth groups, counseling, job training services, and extensive linkages to community services
City of Los Angeles Gang Reduction and Youth Development	Gang prevention and intervention programs in the Pacoima and Panorama City areas
Clean N’ Sober Fellowship	Drug-abuser support group
Cloud and Fire Ministries	Faith-based youth after-school literacy and tutoring
Coalition of Mental Health Professionals	Mental-health counseling, sexual-abuse counseling
Commit to Achieve	Boot camp that focuses on prevention of youth violence through a combination of physical and academic training (San Gabriel Valley)
Community Family Guidance of Bellflower	Individual and family counseling, community services
County of Los Angeles Department of Beaches and Harbors	Los Angeles County 5-day Ocean-Sports Camp, designed to offer young people the opportunity to experience and acquire skills in a wide variety of recreational activities, including surfing, sailing, kayaking, and body boarding
DiDi Hirsch	Mental health, anger management
Downtown Community Development YMCA	Recreation and after-school program, community-service hours, job training
Dr. Berman	Sexual-offender counseling
D’Veal Family and Youth Services	School-based individual and family counseling, anger management
East Los Angeles Regional Center	Services to individuals with developmental disabilities and their families
Edward Roybal Family Mental Health	Comprehensive therapeutic treatment in anger management, individual/family counseling
El Centro de Amistad	School-based and home-based counseling, psychiatric services, family support services
El Centro del Pueblo	Individual and family counseling, family preservation, in-home outreach counseling, parenting training, psycho-educational counseling, mental-health services

**Table A.1—Continued**

<b>Program</b>	<b>Description</b>
El Monte Community Relations	Community-service hours
El Nido Family Centers	Individual, group, and family counseling; parenting classes
El Proyecto del Barrio	Substance-abuse treatment, workforce readiness, health and mental-health care, tutoring, study skills, educational support
Equilibrium Health Services	Addiction and substance-abuse treatment services
Families in Action	Parenting classes, youth education classes, anger management, workshop for couples
Families in Transition	Family services (clothing, food, empowerment workshops, and mentoring) for homeless families
Family Development Network	Tutoring, parenting, anger management, individual counseling, after-school activities for probation and at-risk youth
Family Guidance Center	Parenting classes, individual counseling
Five Acres in Pasadena	Therapeutic behavioral services, community-service opportunities, wraparound services
FOCIS	Drug counseling, parenting, group and individual counseling
Foothill Family Services	Individual and family counseling, anger management, parenting classes
For the Child	School-, home-, and agency-based mental-health services for ages 2–18 and their families: individual and family counseling, case management, parenting classes, and domestic-violence treatment programs
Friends of the Family	Individual and family counseling; DCFS Prevention Initiative lead agency
Gang Alternative Program	Parenting classes, drug and gang intervention, services to improve school performance and attendance and reduce family conflict
Gang Reduction and Youth Development Prevention Agency	Individual and family counseling
Girl Scouts of San Fernando Valley	Dedicated to helping all girls everywhere fulfill their potential and gain valuable skills to ensure their future success
Grace Resource Center	Community-service hours
G.R.E.A.T.	Gangs, resistance, education, and training
GREAT Program	Drug prevention, crime deterrence, law enforcement and fire department functions, decisionmaking skills for at-risk youth ages 12–17.5 in West Covina and Covina
Guidance Health Center	Individual and family counseling
Harbor Boys and Girls Club	Homework assistance; arts and crafts; Smart Moves programs; sports, fitness, and recreation in the Harbor Hills Housing Development Projects in the city of Lomita
Hathaway Family Center	Individual and family counseling, drug and alcohol counseling, parenting, community services
Hathaway Sycamores	Group home, foster care, family reunification, mental health, family support services

**Table A.1—Continued**

<b>Program</b>	<b>Description</b>
Hillsides	Family preservation in-home outreach counseling, parenting training, psycho-educational counseling, mental-health services
Holy Family Church	Community-service hours, individual and group counseling
Homeboy Industries	Community-service hours, tattoo removal, job placement
Homework Center	After-school tutoring and homework help
Hoover High School	After-school tutorial services, work experience program, student resource center (mentoring and gang intervention and prevention), counseling services
Independence Community Treatment Clinic	Outpatient recovery services for teens and adolescents; individual, couples, and group therapy; anger management
Integrated Care Systems	Individual, group, and family counseling; tutoring services; community services; substance-abuse counseling
Jackie Robinson Park	Counseling, community services
Job Corps	Workforce readiness
Joint Efforts	Community-based organization that provides 12-step meeting, drug testing, drug treatment and prevention, and anger management
Jordan Downs Housing	Tutoring, individual counseling, parenting classes for residents and youth in housing projects
Kedren Community Mental Health	Community mental-health services, child-development programs
Kids in Sport	Sports activities in baseball, basketball, soccer, softball, swimming, and volleyball for boys and girls ages 5–17
La Mirada Volunteer Center	Community-service hours, after-school programs, job training
Lakewood High School Resources	Individual and family counseling, community services, job training, parenting classes
LAPD Explorers	Preparation for future careers in law enforcement, community-service hours
LAPD Jeopardy	After-school gang prevention, educational and recreation programs
LAPD Juvenile Impact Program	Boot-camp program for at-risk youth between the ages of 14 and 17, parent education, family support services
Latino Family Services	Substance-abuse treatment
LAUSD Adult Education Division Programs	Adult education, high-school diplomas, GED preparation, literacy, workforce readiness
Learning Rights Law Center	Assistance to low-income families to resolve their child's education issues and gain access to an appropriate education and needed services
Light House Drug Center	Drug and alcohol counseling
Loma Alta Park	Community-service hours, volunteer opportunities
Long Beach Boys and Girls Club	National youth basketball initiative, launched by the National Basketball Association and the Women's National Basketball Association, to connect players, parents, and coaches

**Table A.1—Continued**

<b>Program</b>	<b>Description</b>
Long Beach Personal Involvement	Family-preservation services, in-home case management to help families mobilize formal and informal resources, individual and family counseling, community services, job training, parenting classes
Long Beach Truancy Counseling Center	Truancy counseling, referrals for job training, after-school programs
Long Beach Volunteer Center	Community-service hours, job training
Long Beach Young Men's Christian Association (YMCA)	Recreation and tutoring services
Los Angeles City Attorney's Office	School-based services, including parent interventions (Operation Bright Future) and safe passages programs
Los Angeles City Public Libraries	Educational enhancements and literacy programs
Los Angeles Community Alcohol and Drug Awareness (LA CADA)	Drug and alcohol counseling and treatment
Los Angeles County Department of Children's and Family Services	Family reunification; child protection; handling child-abuse, neglect, and abandonment cases
Los Angeles County Library	Online tutorial services
Luna Recovery	Drug and alcohol counseling, Parent Project, individual and group counseling
Management Solutions Group	Anger management, individual and family counseling
Marijuana Anonymous	12-step substance-abuse treatment and counseling
Mary Immaculate Church of Pacoima	Faith-based youth after-school literacy and tutoring, family support services, 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	School-based mentoring and teen empowerment program at John Muir High School, Pasadena
Montebello Methodist Church	Individual and family counseling, Parent Project, community services
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	12-step substance-abuse treatment and counseling
National Council on Alcoholism and Drug Dependence	Drug and alcohol counseling and treatment (San Gabriel Valley to Pomona Valley)
Neighborhood Legal Services	No-cost/low-cost legal services and representation for low-income clients
New Beginnings	Drug and alcohol counseling and treatment, drug testing
New Hope Counseling	Individual and family counseling
New Horizons Family Center	Individual and family counseling, anger management, parenting classes
New Life Ministries	Parenting classes, individual counseling

**Table A.1—Continued**

<b>Program</b>	<b>Description</b>
Northeast Valley Health Corporation	School-based health clinics, no-cost/low-cost health-care services for uninsured children and adults
Norwalk Public Safety	Community-service hours
Pacific Asian Counseling Services	Individual and group counseling, anger management, community services, translation
Pacific Clinics	Parenting classes, individual and family counseling
Pacoima Beautiful	Graffiti removal, community beautification
Pacoima Charter Elementary School	Community mobilization, parent empowerment
Pacoima Community Initiative	Coordination of local public-safety, family support, and educational initiatives
The Parent Project	Parenting classes
Parents of Watts	Individual, group, and family counseling; parenting classes; anger-management counseling; tutoring; community services
Pasadena Humane Society	Community-service hours, volunteer opportunities
Pasadena Parks and Recreation	Community-service hours, volunteer opportunities, parenting classes
Pasadena Unified School District—IMPACT	School-based substance-abuse counseling
Pathways	Individual and group grief counseling
Penny Lane	FFT, family preservation, in-home outreach counseling, parenting training, group home, foster care, psycho-educational counseling, mental-health services
People Who Care	Individual and family counseling, parenting classes, anger-management counseling, tutoring, community services
Police Athletic League	Recreation and after-school program, community-service hours, job training
Pomona Boys and Girls Club	Community-service hours
Pomona Fists of Gold	Community-service hours
Pomona Inland Valley Resource Center	Community-service hours, graffiti removal
Pomona Open Door	Counseling to adolescents and adults
Pomona Unified School District	Individual and family counseling (San Gabriel and Pomona Valley areas)
Pomona Unified School District Project Tools	Parenting and youth program at four Pomona schools
Pomona Unified School District Student Assistance Program	Support group, grief and loss support group, attendance group
Pomona YMCA	Community-service hours, enrichment activities
Positive Alternatives for Youth	Individual and family counseling, alcohol and drug prevention
Positive Choices	Drug counseling, including testing, individual and group counseling, community services

**Table A.1—Continued**

<b>Program</b>	<b>Description</b>
Pride Platoon	Treatment, prevention, and disciplinary components to alter negative behavior, specifically for at-risk youth, overseen by the Baldwin Park Police personnel
Project Grad	Support for student opportunity and access for underserved economically disadvantaged students in elementary, middle, and high school
Project IMPACT	Individual, group and family counseling; parenting classes
Project Jade	Drug and alcohol counseling and treatment
Project Leads	Gang intervention
Prototypes	Drug and alcohol counseling and treatment, mental-health therapy
Providence Community Services	Substance-abuse counseling and prevention, behavior modification, anger management, individual and family counseling
Providence/Holy Cross Hospital	Tattoo removal, community-service hours
Pueblo y Salud, Inc.	Alcohol and tobacco prevention programs, environmental justice initiatives
Reach Families Christian Church	Life enhancement program
The Salvation Army	Community-service hours, 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
Soledad Enrichment Action, Inc.	Teen counseling group, teen empowerment classes, parenting classes
Tia Chucha's Cultural Center	Arts workshops, events, and a culturally focused independent bookstore in an effort to promote arts enrichment and literacy in the culturally neglected Northeast San Fernando Valley and beyond
Toberman Settlement House	Gang intervention, life skills, mentoring, individual and family counseling
Try Again	Counseling, community-service hours, at-risk youth groups
University of Southern California Trojans Kids Corner Youth College Motivation Program	Promotion of education and athletics
Unusual Suspects Theatre Company	Theater arts for at-risk teens
Urban Education Partners	Learning environments that support high student achievement by strengthening families, schools, and communities
Valley Anger Management	Individual counseling, conflict resolution
Valley Child Guidance Center	Individual and family groups, resources for parents of youth at high risk, sexual-abuse treatment resources, child-abuse prevention, in-home counseling
Valley Economic Development Center	Employment and workforce readiness, business development services
Venice 2000	Gang intervention

**Table A.1—Continued**

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

SOURCE: List provided by Los Angeles County Probation Department.



## Comparison Groups and Reference Periods for JJCPA Programs

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The quasi-experimental design adopted for use in evaluating JJCPA programs provides for a comparison group for each program being evaluated. Comparison groups for all programs were initially selected by the Los Angeles County Probation Department, and approved by the California Board of Corrections, 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.<sup>1</sup>

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 and RAND collaborated 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 six characteristics: Age, gender, race/ethnicity, offense severity of first arrest, cluster, and whether assigned a gang-avoidance order were used to generate new comparison groups for these programs in FY 2007–2008.<sup>2</sup>

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

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

<sup>2</sup> Because more than half of SBMS-PROB youth were from cluster 2, we divided the sample into those in cluster 2 and those in all other clusters in generating propensity-score weights.

mean values when weights are applied, subsequent analyses that compare the two groups will also use these weights.

The HRHN program began reporting outcomes each year in FY 2005–2006. In FY 2005–2006 and FY 2006–2007, this program used a historical comparison group made up of FY 2003–2004 participants in either the Gang Intervention Services (GIS) program or the Camp to Community Transition Program (CCTP)<sup>3</sup> who were not also currently participants in the HRHN program. RAND used propensity scoring to match HRHN participants to comparison-group youth, based on age, gender, race/ethnicity, criminal history, offense severity, cluster, and whether assigned a gang-avoidance order. In FY 2007–2008, current HRHN participants were compared to HRHN participants from the previous year (FY 2006–2007), with the goal that the latter year's participants would perform at least as well as participants from the preceding year. Also for the first time in FY 2007–2008, a similar approach was used in evaluating MH, SBMS-AR, and SBHS-AR by comparing current participants in each program to those of the previous year.

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<sup>3</sup> GIS and CCTP were discontinued as JJCPA programs after FY 2003–2004.

## Probation's Ranking of the Big Six Outcome Measures

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The Probation Department's rationale for the ranking of the big six CSA outcomes is as follows:

1. *successful completion of probation.* Probation considers this the most definitive outcome measure. It captures the issues that brought the youth to the attention of Probation (risk, criminogenic needs, and presenting offense) and the concerns of the court, as articulated by the conditions of probation. Thus, one of the core purposes of the Probation Department is to facilitate the successful completion of probation for 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 as 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 may also be used as a sanction for case-management purposes, and courts often impose incarceration as a sanction to get the attention of the youth.
5. *successful completion of restitution.* This is an important measure, which gives value and attention to victims. Because restitution is often beyond the financial reach of the youth, the court may terminate probation even though restitution is still outstanding.
6. *successful completion of community service.* Similar to restitution, this measure gives value and attention to victims and the community. Although this is an important measure, it does not reflect recidivism.



## Community-Based Organizations That Provided Services for JJCPA Programs in FY 2007–2008

**Table D.1**  
Community-Based Organizations That Provided Services for JJCPA Programs in FY 2007–2008

Cluster Served	Community-Based Organization	JJCPA Program
1	Goodwill Southern California	HRHN Employment
1	I-ADARP, Inc.	HRHN Home-Based Services, GSCOMM
1	Soledad Enrichment Action, Inc.	HRHN Home-Based Services, HRHN Employment
1	Stars Behavioral Health Group	HRHN Home-Based Gender Specific
2	Asian American Drug Abuse Program	HRHN Home-Based Gender Specific
2	Girls Club of Los Angeles	GSCOMM
2	I-ADARP, Inc.	HRHN Home-Based Services
2	Soledad Enrichment Action, Inc.	HRHN Home-Based Services, HRHN Employment
3	Communities in Schools	HRHN Home-Based Services, HRHN Home-Based Gender Specific
3	I-ADARP, Inc.	HRHN Home-Based Services, GSCOMM
3	Jewish Vocational Service	HRHN Employment
4	Helpline Youth Counseling, Inc.	GSCOMM
4	Southern California Alcohol and Drug Programs, Inc.	HRHN Home-Based Services
4	Special Services for Groups	HRHN Employment
4	Stars Behavioral Health Group	HRHN Home-Based Services, HRHN Home-Based Gender Specific
5	Asian Youth Center	HRHN Home-Based Services, HRHN Home-Based Gender Specific
5	David and Margaret Home, Inc.	GSCOMM
5	Goodwill Southern California	HRHN Employment
5	Tarzana Treatment Centers, Inc.	HRHN Home-Based Services



## CSA-Mandated and Supplemental Outcomes for Individual JJCPA Programs, FY 2007–2008

### Initiative I: Enhanced Mental Health Services

**Table E.1**  
Outcomes for Mental Health Screening, Assessment, and Treatment, FY 2007–2008

CSA-Mandated Outcome	Program			Comparison		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrest	2,907	33.85	8,589	3,390	32.38 <sup>a</sup>	10,469
Incarceration	1,658	19.30	8,589	1,999	19.09	10,469
Completion of probation	734	8.86 <sup>a</sup>	8,286	730	7.30	10,005
Completion of restitution		13.12	5,913	961	12.95	7,423
Completion of community service		8.09 <sup>a</sup>	4,329	349	6.11	5,709
Probation violation		20.28	8,285	1,996	19.95	10,005

CSA Supplemental Outcome	Baseline		Follow-Up	
	Mean	Sample Size	Mean	Sample Size
Brief Symptom Inventory (BSI) score	53.71	349	49.59 <sup>a</sup>	349

NOTE: The comparison group consists of all participants in the MH program during the previous year, FY 2006–2007. Mandated outcomes are measured at six months after release from juvenile hall. Probation outcomes do not include at-risk youth. Supplemental outcome is measured at program entry and at three weeks after program entry. Probation outcomes do not include at-risk youth.

<sup>a</sup> Difference is statistically significant ( $p < 0.05$ ).

**Table E.2**  
**Outcomes for Multisystemic Therapy, FY 2007–2008**

CSA-Mandated Outcome	Program			Comparison		
	Number <sup>a</sup>	Percent	Sample Size	Number <sup>a</sup>	Percent	Sample Size
Arrest	24	26.09	92	14	30.43	46
Incarceration	9	9.78	92	9	19.57	46
Completion of probation	12	13.64	88	2	5.00	40
Completion of restitution	17	27.42	62	4	13.33	30
Completion of community service	6	13.95	43	0	0.00	20
Probation violation	9	10.23	88	9	22.50	40

CSA Supplemental Outcome	Baseline			Follow-Up		
	Number <sup>a</sup>	Mean	Sample Size	Number <sup>a</sup>	Mean	Sample Size
School attendance		69.94	52		91.75	52
School suspensions	18	34.62	52	9	17.31	52
School expulsions	2	1.92	52	2	1.92	52

NOTE: The comparison group consists of youth who qualified for MST 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.

<sup>a</sup> Statistical significance testing is invalid if less than 5.

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

**Table E.3**  
**Outcomes for Special Needs Court, FY 2007–2008**

CSA-Mandated Outcome	Program			Comparison		
	Number <sup>a</sup>	Percent	Sample Size	Number <sup>a</sup>	Percent	Sample Size
Arrest	15	25.00	60	16	21.33	75
Incarceration	3	5.00	60	11	14.67	75
Completion of probation	3	5.77	52	8	11.59	69
Completion of restitution	1	2.94	34	6	11.76	51
Completion of community service	0	0.00	23	3	7.89	38
Probation violation	3	5.77	52	5	7.25	69

CSA Supplemental Outcome	Baseline		Follow-Up	
	Mean	Sample Size	Mean	Sample Size
Mean Global Assessment of Functioning (GAF) score	37.60	35	44.43 <sup>b</sup>	35

NOTE: The comparison group consists of “near misses” from SNC in FY 2006–2007 and FY 2007–2008, 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). Supplemental outcome is measured at program entry and at six months after program entry.

<sup>a</sup> Statistical significance testing is invalid if less than 5.

<sup>b</sup> Difference is statistically significant ( $p < 0.05$ ).

**Table E.4**  
**Outcomes for Youth Substance Abuse Intervention, FY 2007–2008**

CSA-Mandated Outcome	Baseline			Follow-Up		
	Number <sup>a</sup>	Percent	Sample Size	Number <sup>a</sup>	Percent	Sample Size
Arrest	98	37.12	264	74	28.03 <sup>b</sup>	264
Incarceration	38	14.39	264	27	10.23	264
Completion of probation	12	4.92	244	40	16.13 <sup>b</sup>	248
Completion of restitution	28	16.47	170	48	27.91 <sup>b</sup>	172
Completion of community service	9	6.87	131	24	18.18 <sup>b</sup>	132
Probation violation	18	7.38	244	33	13.31 <sup>b</sup>	248

CSA Supplemental Outcome	Baseline		Follow-Up		
	Mean	Sample Size	Mean	Sample Size	Sample Size
% positive tests	68	41.53	55	31.01 <sup>b</sup>	176
% testing positive	31	18.90	53	30.11 <sup>b</sup>	176

NOTE: Mandated outcomes are measured at six months before program entry and at six months after program entry. Probation outcomes do not include at-risk youth; this program serves both at-risk and probation juveniles. Percentage of positive tests and percentage of youth who tested positive are measured at six months before program entry and at six months after program entry, or at program exit, whichever comes first.

<sup>a</sup> Statistical significance testing is invalid if less than 5.

<sup>b</sup> Difference is statistically significant ( $p < 0.05$ ).

**Table E.5**  
**Outcomes for Gender-Specific Community Services, FY 2007–2008**

CSA-Mandated Outcome	Baseline			Follow-Up		
	Number <sup>a</sup>	Percent	Sample Size	Number <sup>a</sup>	Percent	Sample Size
Arrest	71	6.98	1,075	28	2.79 <sup>b</sup>	1,075
Incarceration	18	1.67	1,075	7	0.56 <sup>b</sup>	1,075
Completion of probation	0	0.00	203	50	24.39	205
Completion of restitution	30	20.69	145	47	31.97 <sup>b</sup>	147
Completion of community service	0	0.00	113	33	28.95	114
Probation violation	9	4.43	203	15	7.32	205

CSA Supplemental Outcome	Baseline		Follow-Up	
	Mean	Sample Size	Mean	Sample Size
Self-efficacy for girls	26.07	502	32.09 <sup>b</sup>	502

NOTE: Mandated outcomes are measured at six months before and at six months after program entry. The supplemental outcome is measured at program entry and at six months after program entry or at program exit, whichever comes first.

<sup>a</sup> Statistical significance testing is invalid if less than 5.

<sup>b</sup> Difference is statistically significant ( $p < 0.05$ ).

**Table E.6**  
**Outcomes for High-Risk/High-Need Youth, FY 2007–2008**

CSA-Mandated Outcome	Program			Comparison		
	Number <sup>a</sup>	Percent	Sample Size	Number <sup>a</sup>	Percent	Sample Size
Arrest	409	32.30	1,269	389	33.89	1,148
Incarceration	206	16.23	1,269	215	18.73	1,148
Completion of probation	188	15.19	1,237	167	15.03	1,111
Completion of restitution	224	23.64	940	188	20.28	927
Completion of community service	107	16.06	664	111	16.02	693
Probation violation	208	16.73	1,237	167	15.03	1,111

CSA Supplemental Outcome	Baseline			Follow-Up		
	Number <sup>a</sup>	Mean	Sample Size	Number <sup>a</sup>	Mean	Sample Size
Employment	0	0.00	592	213	35.98	592
Family relations		1.37	303		6.32 <sup>b</sup>	303

NOTE: The comparison group consists of all HRHN youth from the previous year (FY 2006–2007). Mandated outcomes are measured at six months after program entry. The supplemental outcome is measured at six months before program entry and at six months after program entry.

<sup>a</sup> Statistical significance testing is invalid if less than 5.

<sup>b</sup> Difference is statistically significant ( $p < 0.05$ ).

### Initiative III: Enhanced School- and Community-Based Services

**Table E.7**  
**Outcomes for School-Based High-School Probationers, FY 2007–2008**

CSA-Mandated Outcome	Program			Comparison		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrest	784	19.45 <sup>a</sup>	4,031	904	21.52	4,200
Incarceration	296	7.34 <sup>a</sup>	4,031	368	8.77	4,200
Completion of probation	624	15.96 <sup>a</sup>	3,910	333	7.95	4,193
Completion of restitution	1,064	40.00 <sup>a</sup>	2,660	960	32.94	2,915
Completion of community service	350	17.78 <sup>a</sup>	1,968	179	9.26	1,934
Probation violation	417	10.66 <sup>a</sup>	3,910	1,011	24.11	4,193

CSA Supplemental Outcome	Baseline			Follow-Up		
	Number	Mean	Sample Size	Number	Mean	Sample Size
School attendance		73.96	3,496		89.31 <sup>a</sup>	3,496
School suspensions	805	22.35	3,601	419	11.64 <sup>a</sup>	3,601
School expulsions	117	3.26	3,593	31	0.86 <sup>a</sup>	3,593
Strength score		8.38	1,936		13.97 <sup>a</sup>	1,936
Risk score		6.50	1,932		2.77 <sup>a</sup>	1,932

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

<sup>a</sup> Difference is statistically significant ( $p < 0.05$ ).

**Table E.8**  
**Outcomes for School-Based Middle-School Probationers, FY 2007–2008**

CSA-Mandated Outcome	Program			Comparison		
	Number <sup>a</sup>	Percent	Sample Size	Number <sup>a</sup>	Percent	Sample Size
Arrest	43	17.92	240	50	22.00	225
Incarceration	13	5.42	240	16	7.24	225
Completion of probation	34	14.78 <sup>b</sup>	230	6	2.85	225
Completion of restitution	36	31.86	113	42	29.31	142
Completion of community service	20	18.02	111	3	3.15	84
Probation violation	23	10.00 <sup>b</sup>	230	46	20.49	225

CSA Supplemental Outcome	Baseline			Follow-Up		
	Number <sup>a</sup>	Mean	Sample Size	Number <sup>a</sup>	Mean	Sample Size
School attendance		74.35	195		93.73 <sup>b</sup>	195
School suspensions	98	47.12	208	36	17.31 <sup>b</sup>	208
School expulsions	6	2.91	206	1	0.49	206
Strength score		7.48	101		11.83 <sup>b</sup>	101
Risk score		6.24	101		1.52 <sup>b</sup>	101

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

<sup>a</sup> Statistical significance testing is invalid if less than 5.

<sup>b</sup> Difference is statistically significant ( $p < 0.05$ ).

**Table E.9**  
**Outcomes for School-Based High-School At-Risk Youth, FY 2007–2008**

CSA-Mandated Outcome	Program			Comparison		
	Number <sup>a</sup>	Percent	Sample Size	Number <sup>a</sup>	Percent	Sample Size
Arrest	26	4.51	576	28	6.39	438
Incarceration	7	1.22	576	5	1.14	438
Completion of probation		n.a.			n.a.	
Completion of restitution		n.a.			n.a.	
Completion of community service		n.a.			n.a.	
Probation violation		n.a.			n.a.	

CSA Supplemental Outcome	Baseline			Follow-Up		
	Number <sup>a</sup>	Mean	Sample Size	Number <sup>a</sup>	Mean	Sample Size
School attendance		81.08	515		92.17 <sup>b</sup>	515
School suspensions	169	32.13	526	78	14.83 <sup>b</sup>	526
School expulsions	10	1.90	526	4	0.76	526
Strength score		10.72	273		19.63 <sup>b</sup>	273
Barrier score		8.50	272		5.14 <sup>b</sup>	272

NOTE: The comparison group consists of all SBHS-AR participants from the previous year, FY 2006–2007. 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. Probation outcomes do not include at-risk youth.

<sup>a</sup> Statistical significance testing is invalid if less than 5.

<sup>b</sup> Difference is statistically significant ( $p < 0.05$ ).

**Table E.10**  
**Outcomes for School-Based Middle-School At-Risk Youth, FY 2007–2008**

CSA-Mandated Outcome	Program			Comparison		
	Number <sup>a</sup>	Percent	Sample Size	Number <sup>a</sup>	Percent	Sample Size
Arrest	13	1.76	738	19	2.73	697
Incarceration	2	0.27	738	1	0.14	697
Completion of probation		n.a.			n.a.	
Completion of restitution		n.a.			n.a.	
Completion of community service		n.a.			n.a.	
Probation violation		n.a.			n.a.	

CSA Supplemental Outcome	Baseline			Follow-Up		
	Number <sup>a</sup>	Mean	Sample Size	Number <sup>a</sup>	Mean	Sample Size
School attendance		81.35	636		96.90 <sup>b</sup>	636
School suspensions	171	27.27	627	109	17.38 <sup>b</sup>	627
School expulsions	7	1.13	619	4	0.65	619
Strength score		9.72	331		18.18 <sup>b</sup>	331
Barrier score		7.73	331		4.54 <sup>b</sup>	331

NOTE: The comparison group consists of all SBMS-AR participants from the previous year, FY 2006–2007. Mandated outcomes are measured at six months after program entry. School-based supplemental outcomes are measured at last complete academic period before program entry and at the first complete academic period after program entry. Strength and barrier outcomes are measured at program entry and six months after program entry or at program exit, whichever comes first. Probation outcomes do not include at-risk youth.

<sup>a</sup> Statistical significance testing is invalid if less than 5.

<sup>b</sup> Difference is statistically significant ( $p < 0.05$ ).

**Table E.11**  
**Outcomes for Abolish Chronic Truancy, FY 2007–2008**

CSA-Mandated Outcome	Baseline			Follow-Up		
	Number <sup>a</sup>	Percent	Sample Size	Number <sup>a</sup>	Percent	Sample Size
Arrest	1	0.02	4,125	3	0.07	4,125
Incarceration	0	0.00	4,125	0	0.00	4,125
Completion of probation		n.a.			n.a.	
Completion of restitution		n.a.			n.a.	
Completion of community service		n.a.			n.a.	
Probation violation		n.a.			n.a.	

CSA Supplemental Outcome	Baseline		Follow-Up	
	Mean	Sample Size	Mean	Sample Size
School absences	16.91	1,453	8.61 <sup>b</sup>	1,453

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

<sup>a</sup> Statistical significance testing is invalid if less than 5.

<sup>b</sup> Difference is statistically significant ( $p < 0.05$ ).

**Table E.12**  
**Outcomes for After-School Enrichment and Supervision, FY 2007–2008**

CSA-Mandated Outcome	Baseline			Follow-Up		
	Number <sup>a</sup>	Percent	Sample Size	Number <sup>a</sup>	Percent	Sample Size
Arrest	13	1.14	1,138	13	1.14	1,138
Incarceration	5	0.44	1,138	8	0.70	1,138
Completion of probation		n.a.			n.a.	
Completion of restitution		n.a.			n.a.	
Completion of community service		n.a.			n.a.	
Probation violation		n.a.			n.a.	

CSA Supplemental Outcome	Baseline			Follow-Up		
	Number <sup>a</sup>	Percent	Sample Size	Number <sup>a</sup>	Percent	Sample Size
After-school arrests (3:00 p.m.–6:00 p.m.)	1	0.09	1,138	1	0.09	1,138

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.

<sup>a</sup> Statistical significance testing is invalid if less than 5.

**Table E.13**  
**Outcomes for Housing-Based Day Supervision, FY 2007–2008**

CSA-Mandated Outcome	Baseline			Follow-Up		
	Number <sup>a</sup>	Percent	Sample Size	Number <sup>a</sup>	Percent	Sample Size
Arrest	4	4.17	96	2	2.08	96
Incarceration	2	2.08	96	0	0.00	96
Completion of probation	0	0.00	15	2	13.33	15
Completion of restitution	0	0.00	7	3	42.86	7
Completion of community service	0	0.00	9	2	22.22	9
Probation violation	2	13.33	15	1	6.67	15

CSA Supplemental Outcome	Baseline		Follow-Up	
	Mean	Sample Size	Mean	Sample Size
School days attended	48.77	82	88.50 <sup>b</sup>	82
	FY 2001–2002	Sample Size	FY 2007–2008	Sample Size
Housing-project crime rate	957	9,149	1,199	11,174

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 first year of the program and for the current year. Probation outcomes do not include at-risk youth; this program serves both at-risk and probation juveniles.

<sup>a</sup> Statistical significance testing is invalid if less than 5.

<sup>b</sup> Difference is statistically significant ( $p < 0.05$ ).

**Table E.14**  
**Outcomes for Inside-Out Writers, FY 2007–2008**

CSA-Mandated Outcome	Baseline			Follow-Up		
	Number <sup>a</sup>	Percent	Sample Size	Number <sup>a</sup>	Percent	Sample Size
Arrest	441	50.34	876	245	27.97 <sup>b</sup>	876
Incarceration	250	28.54	876	139	15.87 <sup>b</sup>	876
Completion of probation	4	0.55	728	74	8.82	839
Completion of restitution	28	5.06	553	76	12.86 <sup>b</sup>	591
Completion of community service	0	0.00	470	70	8.75	480
Probation violation	20	2.75 <sup>b</sup>	728	144	17.16	839

CSA Supplemental Outcome	Baseline		Follow-Up	
	Mean	Sample Size	Mean	Sample Size
Juvenile-hall behavioral violations—SIRs	0.41	724	0.15 <sup>b</sup>	724

NOTE: Mandated outcomes are measured at six months before juvenile-hall entry and 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.

<sup>a</sup> Statistical significance testing is invalid if less than 5.

<sup>b</sup> Difference is statistically significant ( $p < 0.05$ ).

## CSA-Mandated Outcomes, by Cluster

Note that, in FY 2007–2008, cluster information was not available for ACT, PARKS, and YWAR (although one assumes that all YWAR participants are female).

**Table F.1**  
Outcomes for Mental Health Screening, Assessment, and Treatment, by Cluster, FY 2007–2008

Outcome	1		2		3		4		5	
	%	N	%	N	%	N	%	N	%	N
Arrest	37.44	1,584	39.05	2,174	36.44	1,073	28.45	594	31.75	611
Incarceration	19.76	1,584	24.15	2,174	20.97	1,073	17.68	594	16.69	611
Complete probation	4.15	1,543	6.79	2,106	4.13	1,042	9.12	581	8.66	589
Restitution	11.52	1,094	10.04	1,405	11.77	790	13.10	420	15.50	458
Community service	3.66	847	6.40	1,063	4.37	572	8.94	246	9.03	310
Violation	26.38	1,543	22.22	2,106	24.66	1,042	19.45	581	20.54	589

**Table F.2**  
Outcomes for Multisystemic Therapy, by Cluster, FY 2007–2008

Outcome	1		2		3		4		5	
	%	N	%	N	%	N	%	N	%	N
Arrest	23.81	21	10.00	10	37.93	29	50.00	2	100.00	1
Incarceration	4.76	21	0.00	10	17.24	29	0.00	2	0.00	1
Complete probation	9.52	21	20.00	10	6.90	29	0.00	2	0.00	1
Restitution	31.25	16	25.00	4	22.73	22	0.00	2	0.00	1
Community service	11.11	9	33.33	3	6.25	16	0.00	2		0
Violation	14.29	21	0.00	10	20.69	29	0.00	2	0.00	1

**Table F.3**  
**Outcomes for Special Needs Court, by Cluster, FY 2007–2008**

Outcome	1		2		3		4		5	
	%	N	%	N	%	N	%	N	%	N
Arrest	30.77	13	41.67	12	20.00	5	25.00	4	50.00	2
Incarceration	7.69	13	0.00	12	0.00	5	0.00	4	0.00	2
Complete probation	0.00	10	0.00	10	0.00	5	0.00	4	0.00	2
Restitution	0.00	5	0.00	6	0.00	3	0.00	2	0.00	2
Community service	0.00	2	0.00	4	0.00	3	0.00	2		0
Violation	10.00	10	10.00	10	0.00	5	0.00	4	0.00	2

**Table F.4**  
**Outcomes for Youth Substance Abuse Intervention, by Cluster, FY 2007–2008**

Outcome	1		2		3		4		5	
	%	N	%	N	%	N	%	N	%	N
Arrest	36.96	46	26.09	23	38.89	18	27.27	11	26.67	30
Incarceration	8.70	46	13.04	23	16.67	18	18.18	11	16.67	30
Complete probation	9.09	44	4.55	22	5.56	18	22.22	9	14.81	27
Restitution	20.69	29	38.89	18	18.18	11	20.00	5	30.43	23
Community service	10.71	28	9.09	11	0.00	7	20.00	5	7.69	13
Violation	20.45	44	13.64	22	22.22	18	0.00	9	18.52	27

**Table F.5**  
**Outcomes for Gender-Specific Community Services, by Cluster, FY 2007–2008**

Outcome	1		2		3		4		5	
	%	N	%	N	%	N	%	N	%	N
Arrest	20.37	54	22.92	31	18.92	37	19.05	21	0.00	20
Incarceration	5.56	54	0.00	31	2.70	37	4.76	21	0.00	20
Complete probation	2.22	45	20.00	30	23.33	30	33.33	15	25.00	20
Restitution	17.65	34	25.00	12	27.27	22	16.67	12	58.82	17
Community service	0.00	22	25.00	16	35.29	17	33.33	9	27.27	11
Violation	11.11	45	10.00	30	6.67	30	0.00	15	10.00	20

NOTE: Cluster data were not available for YWAR youth.

**Table F.6**  
**Outcomes for High-Risk/High-Need Youth, by Cluster, FY 2007–2008**

Outcome	1		2		3		4		5	
	%	N	%	N	%	N	%	N	%	N
Arrest	39.67	184	35.03	294	34.78	161	36.36	121	27.37	95
Incarceration	16.85	184	19.73	294	14.91	161	23.14	121	11.58	95
Complete probation	10.73	177	6.57	289	8.97	156	18.49	119	18.09	94
Restitution	16.15	130	20.00	200	26.15	130	25.56	90	23.68	76
Community service	10.47	86	6.29	143	8.54	82	20.00	55	17.24	58
Violation	20.90	177	20.42	289	25.00	156	12.61	119	22.34	94

**Table F.7**  
**Outcomes for School-Based High-School Probationers, by Cluster, FY 2007–2008**

Outcome	1		2		3		4		5	
	%	N	%	N	%	N	%	N	%	N
Arrest	18.93	840	23.33	913	15.18	573	13.64	733	22.96	954
Incarceration	4.88	840	9.75	913	6.46	573	6.55	733	8.18	954
Complete probation	15.11	814	12.76	878	19.64	555	13.78	704	19.17	944
Restitution	38.42	544	29.91	555	49.08	379	40.62	421	43.54	751
Community service	13.92	424	11.95	452	28.62	269	15.46	317	22.00	500
Violation	9.58	814	14.35	878	7.93	555	6.68	704	12.61	944

**Table F.8**  
**Outcomes for School-Based Middle-School Probationers, by Cluster, FY 2007–2008**

Outcome	1		2		3		4		5	
	%	N	%	N	%	N	%	N	%	N
Arrest	13.33	15	27.20	125	3.92	51	7.89	38	18.18	11
Incarceration	6.67	15	6.40	125	0.00	51	7.89	38	9.09	11
Complete probation	21.43	14	6.72	119	22.45	49	24.32	37	27.27	11
Restitution	33.33	9	12.20	41	47.06	34	52.17	23	0.00	6
Community service	14.29	7	8.62	58	28.00	25	37.50	16	20.00	5
Violation	7.14	14	10.08	119	12.24	49	5.41	37	18.18	11

**Table F.9**  
**Outcomes for School-Based High-School At-Risk Youth, by Cluster, FY 2007–2008**

Outcome	1		2		3		4		5	
	%	N	%	N	%	N	%	N	%	N
Arrest	3.33	60	2.16	139	9.76	41	4.38	137	5.53	199
Incarceration	0.00	60	0.72	139	9.76	41	0.73	137	0.50	199
Complete probation	n.a.		n.a.		n.a.		n.a.		n.a.	
Restitution	n.a.		n.a.		n.a.		n.a.		n.a.	
Community service	n.a.		n.a.		n.a.		n.a.		n.a.	
Violation	n.a.		n.a.		n.a.		n.a.		n.a.	

**Table F.10**  
**Outcomes for School-Based Middle-School At-Risk Youth, by Cluster, FY 2007–2008**

Outcome	1		2		3		4		5	
	%	N	%	N	%	N	%	N	%	N
Arrest	0.00	156	0.00	166	3.63	193	2.74	146	2.74	73
Incarceration	0.00	156	0.00	166	1.04	193	0.00	146	0.00	73
Complete probation	n.a.		n.a.		n.a.		n.a.		n.a.	
Restitution	n.a.		n.a.		n.a.		n.a.		n.a.	
Community service	n.a.		n.a.		n.a.		n.a.		n.a.	
Violation	n.a.		n.a.		n.a.		n.a.		n.a.	

**Table F.11**  
**Outcomes for Housing-Based Day Supervision, by Cluster, FY 2007–2008**

Outcome	1		2		3		4		5	
	%	N	%	N	%	N	%	N	%	N
Arrest	5.56	18	2.38	42	0.00	24	0.00	12		0
Incarceration	0.00	18	0.00	42	0.00	24	0.00	12		0
Complete probation	25.00	4	16.67	6	0.00	3	0.00	2		0
Restitution	50.00	2	100.00	1	50.00	2	0.00	2		0
Community service	33.33	3	50.00	2	0.00	2	0.00	2		0
Violation	0.00	4	16.67	6	0.00	3	0.00	2		0

**Table F.12**  
**Outcomes for Inside-Out Writers, by Cluster, FY 2007–2008**

Outcome	1		2		3		4		5	
	%	N	%	N	%	N	%	N	%	N
Arrest	28.00	175	32.06	287	30.65	62	26.32	38	30.43	46
Incarceration	12.57	175	19.86	287	16.13	62	18.42	38	19.57	46
Complete probation	4.68	171	4.68	278	8.33	60	20.00	35	17.39	46
Restitution	12.10	124	9.69	196	14.29	42	20.00	20	20.59	34
Community service	3.26	92	4.46	157	5.88	34	12.50	16	20.59	34
Violation	25.14	175	15.33	287	22.58	62	21.05	38	19.57	46



## CSA-Mandated Outcomes, by Gender

Note that, in FY 2007–2008, gender information was not available for ACT and YWAR (although one assumes that all YWAR participants are female).

**Table G.1**  
Outcomes for Mental Health Screening, Assessment, and Treatment, FY 2007–2008

CSA-Mandated Outcome	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrest	414	30.83	1,343	2,493	34.52	7,221
Incarceration	267	19.88	1,343	1,391	19.26	7,221
Completion of probation	138	10.62	1,299	591	8.47	6,976
Completion of restitution	126	14.69	858	645	12.78	5,046
Completion of community service	49	8.31	590	297	7.96	3,731
Probation violation	294	22.63	1,299	1,385	19.86	6,975

**Table G.2**  
Outcomes for Multisystemic Therapy, FY 2007–2008

CSA-Mandated Outcome	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrest	2	7.69	26	22	33.33	66
Incarceration	0	0.00	26	9	13.64	66
Completion of probation	4	16.00	25	8	12.70	63
Completion of restitution	3	23.08	13	14	28.57	49
Completion of community service	4	30.77	13	2	6.67	30
Probation violation	2	8.00	25	7	11.11	63

**Table G.3**  
**Outcomes for Special Needs Court, FY 2007–2008**

CSA-Mandated Outcome	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrest	4	30.77	13	11	23.40	47
Incarceration	0	0.00	13	3	6.38	47
Completion of probation	1	8.33	12	2	5.00	40
Completion of restitution	1	12.50	8	0	0.00	26
Completion of community service	0	0.00	3	0	0.00	20
Probation violation	1	8.33	12	2	5.00	40

**Table G.4**  
**Outcomes for Youth Substance Abuse Interventions, FY 2007–2008**

CSA-Mandated Outcome	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrest	4	14.81	27	58	29.74	195
Incarceration	1	3.70	27	23	11.79	195
Completion of probation	2	7.69	26	32	17.39	184
Completion of restitution	6	35.29	17	38	28.57	133
Completion of community service	2	15.38	13	17	17.35	98
Probation violation	5	19.23	26	24	13.04	184

**Table G.5**  
**Outcomes for Gender-Specific Community Services, FY 2007–2008**

CSA-Mandated Outcome	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrest	25	4.19	597	0	0.00	9
Incarceration	5	0.84	597	0	0.00	9
Completion of probation	48	23.88	201	2	66.67	3
Completion of restitution	46	31.94	144	1	33.33	3
Completion of community service	31	28.18	110	2	66.67	3
Probation violation	15	7.46	201	0	0.00	3

NOTE: Gender data are not included for YWAR youth, all of whom are presumed to be female.

**Table G.6**  
**Outcomes for High-Risk/High-Need Youth, FY 2007–2008**

CSA-Mandated Outcome	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrest	32	16.41	195	377	35.10	1,074
Incarceration	16	8.21	195	190	17.69	1,074
Completion of probation	38	20.00	190	150	14.33	1,047
Completion of restitution	34	26.77	127	190	23.37	813
Completion of community service	20	19.61	102	87	15.48	562
Probation violation	28	14.74	190	180	17.19	1,047

**Table G.7**  
**Outcomes for School-Based High-School Probationers, FY 2007–2008**

CSA-Mandated Outcome	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrest	108	12.50	864	676	21.35	3,167
Incarceration	42	4.86	864	254	8.02	3,167
Completion of probation	178	21.37	833	446	14.49	3,077
Completion of restitution	246	43.54	565	818	39.05	2,095
Completion of community service	105	24.71	425	245	15.88	1,543
Probation violation	78	9.36	833	339	11.02	3,077

**Table G.8**  
**Outcomes for School-Based Middle-School Probationers, FY 2007–2008**

CSA-Mandated Outcome	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrest	8	15.38	52	35	18.62	188
Incarceration	3	5.77	52	10	5.32	188
Completion of probation	8	16.67	48	26	14.29	182
Completion of restitution	9	39.13	23	27	30.00	90
Completion of community service	5	25.00	20	15	16.48	91
Probation violation	4	8.33	48	19	10.44	182

**Table G.9**  
**Outcomes for School-Based High-School At-Risk Youth, FY 2007–2008**

CSA-Mandated Outcome	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrest	11	3.51	313	15	5.73	262
Incarceration	1	0.32	313	6	2.29	262
Completion of probation		n.a.			n.a.	
Completion of restitution		n.a.			n.a.	
Completion of community service		n.a.			n.a.	
Probation violation		n.a.			n.a.	

**Table G.10**  
**Outcomes for School-Based Middle School At-Risk Youth, FY 2007–2008**

CSA-Mandated Outcome	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrest	3	0.84	359	10	2.64	379
Incarceration	1	0.28	359	1	0.26	379
Completion of probation		n.a.			n.a.	
Completion of restitution		n.a.			n.a.	
Completion of community service		n.a.			n.a.	
Probation violation		n.a.			n.a.	

**Table G.11**  
**Outcomes for After-School Enrichment and Supervision, FY 2007–2008**

CSA-Mandated Outcome	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrest	3	0.72	415	10	1.39	722
Incarceration	2	0.48	415	6	0.83	722
Completion of probation		n.a.			n.a.	
Completion of restitution		n.a.			n.a.	
Completion of community service		n.a.			n.a.	
Probation violation		n.a.			n.a.	

**Table G.12**  
**Outcomes for Housing-Based Day Supervision, FY 2007–2008**

CSA-Mandated Outcome	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrest	0	0.00	57	2	5.13	39
Incarceration	0	0.00	57	0	0.00	39
Completion of probation	0	0.00	3	2	16.67	12
Completion of restitution			0	3	42.86	7
Completion of community service			0	2	22.22	9
Probation violation	0	0.00	3	1	8.33	12

**Table G.13**  
**Outcomes for Inside-Out Writers, FY 2007–2008**

CSA-Mandated Outcome	Females			Males		
	Number	Percent	Sample Size	Number	Percent	Sample Size
Arrest	86	25.37	339	159	29.61	537
Incarceration	46	13.57	339	93	17.32	537
Completion of probation	32	9.73	329	42	8.24	510
Completion of restitution	27	12.86	210	49	12.86	381
Completion of community service	14	8.09	173	28	9.12	307
Probation violation	55	16.72	329	89	17.45	510



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