COUNTY OF LOS ANGELES
PROBATION DEPARTMENT

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ROBERT B. TAYLOR
Chief Probation Officer

March 24, 2009

TO: Supervisor Don Knabe, Chairman
Supervisor Gloria Molina
Supervisor Mark Ridley-Thomas
Supervisor Zev Yaroslavsky
Supervisor Michael D. Antonovich

FROM: Robert B. Taylor
Chief Probation Officer

SUBJECT: **JUVENILE JUSTICE SYSTEM – THIRD SEMI-ANNUAL REPORT ON KEY PROBATION OUTCOMES, STRATEGIES, AND PERFORMANCE INDICATORS**

On July 31, 2007, on motion of Supervisor Michael D. Antonovich, the Board instructed the Chief Executive Officer to work with the Chief Probation Officer to:

1) Clearly identify key outcomes for the youth in the juvenile justice system, the supporting strategies with a timeline, based on Evidence-Based Practices (EBP), and the performance measures for each outcome;

2) Clearly define the roles of all parties in outcomes which involve other Departments/Agencies to eliminate any confusion, duplication, and promote efficiency and accountability; and

3) Provide a report within 30 days with semi-annual progress reports thereafter.

On March 28, 2008 and October 7, 2008, we provided your Board with the first two semi-annual reports on juvenile and adult probation outcomes and performance indicators. During the past six months, the Department's Information Systems Bureau (ISB) staff has been working on the Digital Dashboard Reporting System (DDRS) and the Probation Case Management System (PCMS) – two key systems that, together with the existing Adult Probation System (APS), will support reporting of outcomes and performance indicators. PCMS is scheduled for implementation in April 2009.

THIRD SEMI-ANNUAL PROGRESS REPORT OVERVIEW

This third semi-annual report summarizes the 1) Ten outcomes that apply to both the juvenile and adult population; 2) performance indicators that will be included in the Digital Dashboard Reporting System and 3) implementation timetable for the Dashboard system.

I. JUVENILE AND ADULT PROBATION OUTCOMES

Probation has identified **10 outcomes** that apply to both juvenile and adult population. The 10 outcomes also apply to emerging adult offenders that are 18 to 25 years old, a population that is essentially an extension of the juvenile justice system. The outcomes fall into five categories and are summarized below.

- ***Recidivism*** – Number and percentage of juveniles with a new arrest or a sustained 602 petition within two years after completion of probation or number and percentage of adults with an arrest or conviction within two years after completion of probation. The outcomes will be measured and reported in six month increments, both individually and cumulatively, for up to two (2) years.
- ***Public Safety*** – Number and percentage of juveniles who complete their probation without (a) a new arrest; (b) another sustained 602 petition, or (c) a sustained Welfare and Institutions Code, Section 777 violation, or number and percentage of adults that complete probation without a new arrest or conviction.
- ***Probation Terms and Conditions*** – Number and percentage of juveniles and adults who successfully complete their court-ordered restitution and/or community service, and number and percentage of eligible juveniles and adults testing positive for use of drugs after being on probation for 180-days or more.
- ***Educational Achievement*** – Number and percentage of eligible juveniles and adults who (a) obtain their high school diploma, (b) obtain their GED certificate, (c) successfully enroll in a vocational education program, and/or (d) successfully enroll in a 2–year or 4-year college by the completion of probation.
- ***Employment*** – Number and percentage of eligible juveniles and adults who are or were employed at the completion of probation.

Probation plans to use the above outcomes as the primary performance "drivers" for programs operated by Probation staff, contract services provided by community-based organizations, and volunteer services provided by faith-based organizations.

The tables on pages 3-4 summarize 2005 and 2006 actual data for both juvenile and adult recidivism and public safety outcomes. The 2005 data provides the baseline for measuring the effectiveness of evidence-based practices, comprehensive educational reform, and other elements of the Department's strategic plan in the years to come.

2005 Baseline and 2006 Actual Data for Recidivism Outcomes

Recidivism Outcomes	2005	2005	2005	2005	2006	2006	2006	2006
Within a number of months after completion of probation	0-6 mos.	6-12 mos.	12-18 mos.	18-24 mos.	0-6 mos.	6-12 mos.	12-18 mos.	18-24 mos.
Juveniles arrested after completion of probation	2,133 22.6%	1,144 12.1%	679 7.2%	504 5.3%	2,189 25.0%	1,094 12.5%	617 7.0%	363 4.1%
Juveniles receiving a sustained WIC 602 petition after completion of probation	426 4.5%	414 4.4%	274 2.9%	212 2.2%	416 4.7%	393 4.5%	280 3.2%	146 1.7%
Adults arrested after completion of probation	2,281 24.3%	653 6.9%	438 4.7%	409 4.3%	2,459 24.3%	818 8.1%	529 5.2%	321 3.2%
Adults receiving a subsequent conviction after completion of probation	212 2.3%	235 2.2%	183 1.9%	140 1.5%	240 2.4%	286 2.8%	215 2.1%	138 1.4%

Juvenile Probationers

9,438 completed probation in 2005
8,759 completed probation in 2006

Adult Probationers

19,586 completed probation in 2005
20,896 completed probation in 2006

2005 Baseline and 2006 Actual Data for Public Safety Outcomes

Recidivism Outcomes	2005	2006
Juveniles arrested while on probation	5,090 53.9%	4,916 56.1%
Juveniles receiving a subsequent sustained WIC 602 petition while on probation	419 4.4%	370 4.2%
Adults arrested while on probation	11,700 59.7%	13,897 66.5%
Adults receiving a subsequent conviction while on probation	2,790 14.2%	2,921 14.0%

Juvenile Probationers

9,438 completed probation in 2005
8,759 completed probation in 2006

Adult Probationers

19,586 completed probation in 2005
20,896 completed probation in 2006

Probation recognizes that improvement of the above and other key outcomes over baseline results will be largely influenced by five factors:

1. The County's continued commitment to implementation of evidence-based practices (EBP) in the juvenile camps, day reporting centers, and JJCPA sites (i.e., school-based, public housing-based, and park-based sites);
2. The continued commitment to comprehensive educational reform (CER) in the juvenile halls and camps by Probation, other County departments, and the Los Angeles Office of Education (LACOE);
3. The Department's ability to improve its internal capacity to collect, analyze, and report data related to implementation of evidence-based practices and comprehensive educational reform for performance reporting and quality assurance purposes;
4. The County's ability to effectively engage both community-based and faith-based organizations in the delivery of EBP interventions and related services; and
5. The County's ability to make its procurement and contracting processes more efficient and to realign required services and obtain performance data under existing contracts (without waiting for contract rebidding or renewal).

II. JUVENILE AND ADULT PROBATION PERFORMANCE INDICATORS

The Probation Department's strategic planning work group has developed 113 performance indicators to measure the effectiveness of the following programs to ensure that they are consistent with achieving our long-term and intermediate outcomes.

- ***Cross-Bureau Programs*** – Probation will eventually use 22 performance indicators to measure and track the effectiveness of:
  - Education service delivery;
  - Out-of-home screening; and
  - Staff training in evidence-based practices (EBP).
- ***Juvenile Detention Program*** – Probation will eventually use 13 performance indicators to measure and track the effectiveness of juvenile detention services:
  - Screening and assessments in the juvenile halls;
  - Safety and security in the juvenile halls; and
  - Population management in the juvenile halls.
- ***Camp Redesign Program*** – Probation will eventually use 21 performance indicators reflected to measure and track the following aspects of Camp Redesign:
  - Youth screening and assessment for risks and criminogenic needs, educational assessments, mental health and substance abuse assessments;
  - Camp assignment, orientation, and internal classification;
  - Timely completion of initial case plans, LARRC reassessments, and case plan updates for aftercare and transition back to the community; and
  - EBP small group interventions and mental health services.
- ***Juvenile Placement Program*** – Probation will eventually use 14 performance indicators to measure and track the effectiveness of juvenile placement services:
  - Suitable placement;
  - Dorothy Kirby Center; and
  - Placement to community transition services.
- ***Juvenile Field and Special Services Programs*** – Probation will eventually use 23 performance indicators to measure and track juvenile field and juvenile special services:
  - Timeliness of juvenile investigation and supervision services;
  - Effectiveness of camp-to-community transition and aftercare services;
  - Effectiveness of Juveniles Justice Crime Prevention Act (JJCPA) program services (in addition to reporting on the "big six" outcomes required by State regulations);

- Effectiveness of Functional Family Therapy (FFT) program services;
- Effectiveness of Multisystemic Therapy (MST) program services; and
- Effectiveness of Full Service Partnership (FSP) and Wraparound program services.

- ***Adult Field Services Program*** – Probation will eventually use 20 performance indicators to measure and track the effectiveness of adult field services:
  - Timeliness in completing investigation, assessment, and case planning services;
  - Timeliness in completing intake services;
  - Success of pre-trial release services;
  - Effectiveness of adult supervision services; and
  - Registration of certain adult offenders.

III. DIGITAL DASHBOARD REPORTING SYSTEM IMPLEMENTATION

Probation is currently implementing a Digital Dashboard Reporting System that will be used to report the above juvenile and adult probation outcomes and performance indicators, *Performance Counts!* and other information to your Board, this Office, and other external stakeholders. The Dashboard system will also be utilized to track managerial performance in comparison to Management Appraisal and Performance Plan (MAPP) goals within the Department. A Dashboard system glossary is provided in Attachment A for your reference.

Exhibit A summarizes how the Dashboard Reporting System can "drill down" and filter probation outcome data from the perspectives of various ***external*** stakeholders

- **Service planning areas** (SPAs)
- ***Other geographical areas*** – Board of Supervisors District, Juvenile Justice Crime, Prevention Act cluster which is very similar to your Board's Supervisorial Districts, California Senate, Assembly, or Congressional Districts.
- ***Demographic characteristics*** – Age, gender, and ethnicity of probationers.

Exhibit B summarizes how the Dashboard Reporting System can "drill down" and filter performance indicator data from the perspectives of various ***internal*** stakeholders. The system can also be utilized to "drill down" juvenile or adult probation performance indicator data from the Department level all the way to the "caseworker" level, such as a Detention Services Officer (DSO) in the juvenile halls or a Deputy Probation Officer (DPO) in the juvenile camps, the juvenile and adult field offices, and the juvenile and adult day reporting centers (pilot centers under development).

Probation Outcomes and Performance Indicators – Reporting Hierarchies

Exhibit A
External Hierarchy for Reporting Outcomes

Sort Criteria	Description
(1) Hierarchy	**Juvenile versus Adult**
Level 1	Assessment (LARRC vs. LS/CMI)
Level 2 (Juvenile)	LARRC risk category for juveniles (low, medium, high, and extremely high)
Level 2 (Adult)	Adult Screening Tool or LS/CMI risk category (low, medium, and high)
(2) Hierarchy	**Service Planning Area** 1-8 (correlated by zip code)
(3) Hierarchy	**Supervisorial District / JJCPA Cluster** 1-5 (correlated by zip code)
(4) Hierarchy	**Congressional / Legislative Districts** Congressional District (correlated by zip code) Senate District (correlated by zip code) Assembly District (correlated by zip code)
(5) Hierarchy	Demographic breakdown (age, gender, or ethnicity) for any of the above levels

Exhibit B
Internal Hierarchy for Reporting Performance Indicators

Sort Criteria	Category	Description
(1) Hierarchy	**Department**	Summarizes performance for the entire Probation Department
(2) Hierarchy	**Division**	Breaks down performance by the 3 Deputy Directors and ASB Admin. Dep.
(3) Hierarchy	**Bureau**	Breaks down performance into 6 operating bureaus
(4) Hierarchy	**Region**	Breaks down performance by juvenile hall or camp region
(5) Hierarchy	**Area**	Breaks down performance by juvenile or adult area office, camp, program, juvenile hall division
(6) Hierarchy	**Caseload Type / Unit**	Breaks down performance by juvenile hall unit or juvenile camp caseload type or field caseload type
(7) Hierarchy	**SDPO / Shift**	Breaks down performance by juvenile hall shift or camp/field supervisor
(8) Hierarchy	**DPO, DSO, or GSN**	Breaks down performance by juvenile hall DSO/SDSO/GSN or camp/field DPO/GSN

The purpose of the Digital Dashboard Reporting System is to allow:

- Users to quickly select the category of probation outcomes in which they are interested.
- Users to establish their personal home pages of probation outcomes, so they will appear whenever the users log on to the Dashboard Reporting System.
- Users to toggle between juvenile and adult probation outcomes.
- Recidivism to be presented on a cumulative basis; however, it can also be presented on the basis of the six-month period in which the recidivism occurs.

The Probation Department demonstrated its Digital Dashboard Reporting System to the Justice Deputies and other Board Deputies on January 26, 2009.

Digital Dashboard Reporting System Implementation Schedule

Probation is planning to phase in the Digital Dashboard Reporting System over the next 15 months as indicated below.

Timetable	Digital Dashboard Implementation	Dependencies
February 2009	Begin reporting juvenile and adult recidivism and public safety outcomes	
April 2009	Begin reporting of other 6 juvenile and adult outcomes	PCMS implementation; educational reform (electronic data exchange, or EDE)
July 2009	Begin reporting of adult performance indicators	
October 2009	Begin reporting of juvenile detention, placement, and field performance indicators	
October 2009	Begin reporting of Camp Redesign performance indicators	RTSB and QASB data collection; PCMS enhancements
October 2009	Begin tracking and reporting of MAPP goals	
January 2010	Complete review/assessment of the Digital Dashboard reporting of initial 10 outcomes and 113 performance indicators indicated in this second semi-annual report; develop 18-month plan to refine/enhance the system	

Probation has made significant progress in identifying key outcomes and performance indicators as a result of working with its partners to ensure services provided to youth under their care and custody are aligned to achieve expected outcomes, and developing the Digital Dashboard Reporting System. The Chief Executive Office has reviewed this report.

If you have any questions or require additional information, please contac David M. Davies, Chief Deputy, Probation, at (562) 940-2511.

RBT:dn

Attachment

c: Honorable Michael Nash, Presiding Judge, Juvenile Court
William T Fujioka, Chief Executive Officer
Sachi A. Hamai, Executive Officer, Board of Supervisors
Wendy L. Watanabe, Auditor-Controller
Dr. Bruce Chernof, Director, Department of Health Services
Dr. Marvin Southard, Director, Department of Mental Health
Dr. Darline P. Robles, Superintendent. Los Angeles County Office of Education

ATTACHMENT

PROBATION DEPARTMENT
DASHBOARD REPORTING SYSTEM GLOSSARY

- ***Digital Dashboard Reporting System***: an executive information system that will provide Probation Department management and supervisors with outcomes and performance information to measure and report the effectiveness of EBP implementation in the juvenile camps and subsequently in the juvenile and adult field offices on a monthly and ad hoc basis.
- ***Probation outcomes***: benefits or changes for juvenile and adult offenders resulting from their education and treatment while they are under the supervision and care of the Probation Department.
- ***Primary outcome***: reduction of recidivism among youth ordered to juvenile halls, camp, suitable placement, or home on probation. Recidivism is typically measured 12-24 months after youth have been released from probation, in general, and custody, in particular.
    - ***Recidivism – arrest***: this outcome measures the rate at which both juvenile and adult offenders are arrested for a new crime within 6, 12, 18, and 24 months after the completion of their probation.
    - ***Recidivism – sustained 602 petition***: this outcome measures the rate at which allegations against juveniles are found to be true for a crime committed within 6, 12, 18, and 24 months after the completion of their probation.
    - ***Recidivism – subsequent conviction***: this outcome measures the rate at which adult offenders are convicted of new crimes within 6, 12, 18, and 24 months after the completion of their probation.
- ***Intermediate outcomes***: outcomes used to measure the progress (or lack of progress) in the reduction of risk and criminogenic needs due to the application of EBP staff skills and EBP interventions while youth are in juvenile halls and camps or at home or in placement in the community.
    - ***Public safety – arrest***: this outcome measures the rate at which both juvenile and adult offenders are arrested for a new crime while on probation.
    - ***Public safety – sustained 602 petition***: this outcome measures the rate at which allegations against juveniles are found to be true for a crime committed while on probation.
    - ***Public safety – subsequent conviction***: this outcome measures the rate at which adult offenders are convicted of new crimes while on probation.
    - ***Public safety – sustained 777 WIC violation***: this outcome measures the rate at which both juvenile and adult offenders are found to have committed a technical violation while on probation.

- ***Restitution***: this outcome measures the extent to which juvenile and adult offenders complete their court-ordered restitution within the terms of their probation grants.
- ***Community service***: this outcome measures the extent to which juvenile and adult offenders complete their court-ordered community services within the terms of their probation grants.
- ***Drug testing***: this outcome measures the extent to which juvenile and adult offenders that are ordered to submit to drug testing then test positive for use of drugs after being on probation for 180 days or more.
- ***High school diploma***: this outcome measures the rate at which juveniles and emerging adults that are eligible to graduate from high school pass the California High School Exit Examination and obtain their diplomas, by the completion of their probation.
- ***GED certificate***: this outcome measures the rate at which eligible juveniles and emerging adults seek and obtain their General Education Development (GED) certificates by the completion of their probation.
- ***Career technical education (CTE)***: this outcome measures the rate at which eligible juveniles and emerging adults successfully enroll in CTE or vocational education programs by the completion of their probation.
- ***College preparation***: this outcome measures the rate at which eligible juveniles and emerging adults successfully enroll in 2-year or 4-year colleges by the completion of their probation.
- ***Employment***: this outcome measures the rate at which eligible juveniles and emerging adults were employed at the time they completed their probation grants.

- ***Management Appraisal and Performance Plan (MAPP):*** a framework established by the Los Angeles County Chief Executive Officer for (a) aligning the goals of agency management with the strategic goals of the County and (b) measuring accomplishment of management goals for the purpose of determining incentive compensation.
- ***Performance indicators***: program-related metrics used to measure, track and report the extent to which an organization is achieving a desired objective or level of performance (e.g., implementing EBP strategies, training probation staff, and assessing the fidelity of EBP interventions and services).
- ***Performance Counts!***: a framework established by the Los Angeles County Chief Executive Officer for measuring the results of services delivered by County agencies.
- ***Strategies***: EBP and other interventions and services designed in accordance with EBP principles and targeting criteria established by the National Institute of Corrections (NIC).