Juvenile Justice Crime Prevention Act

Program Effectiveness Report

Prepared by:

Resource Development Associates and Youth Justice Coalition

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Resource Development Associates

Mikaela Rabinowitz, Ph.D
Debbie Mayer, MPP
Jamie Dorsey, MSPH
JeanPierre Coaquira, MPH
Christopher Ndubuizu, MPH, CHES
Thato Ramoabi, MPA
Alison Hamburg, MPH, MPA

Youth Justice Coalition

Tanisha Denard
Gloria Gonzalez
Daniel Mendez
Lupita Carballo
Zahria Thomas
Jose Aguilar
Kim McGill

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Resource Development Associates, 2018

About Resource Development Associates

Resource Development Associates (RDA) is a consulting firm based in Oakland, California, that serves government and nonprofit organizations throughout California as well as other states. Our mission is to strengthen public and non-profit efforts to promote social and economic justice for vulnerable populations. RDA supports its clients through an integrated approach to planning, grant-writing, organizational development, and evaluation.

About Youth Justice Coalition

Youth Justice Coalition (YJC) is working to build a youth, family, and formerly and currently incarcerated people's movement to challenge America's addiction to incarceration and race, gender and class discrimination in Los Angeles County's, California's and the nation's juvenile and criminal injustice systems. YJC uses direct action organizing, advocacy, political education, research, transformative justice, and activist arts to bring about change.

April 30, 2018

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Executive Summary

In April 2017, the Los Angeles County Probation Department contracted Resource Development Associates (RDA) to conduct a comprehensive evaluation of the Juvenile Justice Crime Prevention Act (JJCPA) through a participatory research partnership with Youth Justice Coalition (YJC). In December 2017, RDA completed the *Landscape Analysis*, which provided an overview of JJCPA programs, services, and youth populations served, in addition to a discussion of data availability. Based on findings from the *Landscape Analysis* and local stakeholder priorities, this *Program Effectiveness* report—coauthored by RDA and YJC—assesses the effectiveness of two JJCPA interventions: School-Based Probation and High-Risk/High-Needs Services. RDA's third and final report, the *Gap Analysis*, provides a systems-level recommendations to strengthen strategic planning, communication, evaluation, and oversight of JJCPA.

Methods and Limitations

This report presents intervention-specific findings and recommendations based on RDA and YJC's mixed-methods and participatory research approach to data collection and analysis. The evaluation team reviewed a variety of JJCPA documentation; conducted interviews and focus groups with JJCPA leadership and program staff, partners, and youth participants and families; and analyzed quantitative data about program participation, the population served, and program impact.

The evaluation found a high degree of variation in the implementation of JJCPA interventions across probation officers and community-based organizations (CBOs). Due to this variation, it is difficult to make broad assertions about the overall efficacy of each intervention. Moreover, limited standardized and quantifiable data on short- and intermediate-term outcomes prevent an understanding of the causal pathways that impact long-term outcomes, such as recidivism. Additionally, many youth participate in multiple programs, making it difficult to isolate the impact of one intervention. See Appendix B for more information about data limitations.

Findings and Recommendations

The report's findings assess program implementation in relation to best practices, fidelity to the program model, and youth and family experiences. Findings also discuss program impact, based on stakeholder perceptions and available data. This report's recommendations identify ways to improve program design and implementation, as well as strengthen data collection to support more meaningful quantitative data analysis of program effectiveness. In addition to program-level improvements, key findings across interventions indicate a need for systems-level reform, which can be found in the *Gap Analysis* report.

School-Based Probation

With approximately $11.6 million in JJCPA funding annually, School-Based Probation places deputy probation officers (DPOs) in schools to supervise probation and at-risk youth and provide case management services. In 2018, the LA County Probation Department announced it will cease providing school-based supervision and services in middle schools and with any at-risk youth. Due to these changes, this report focuses on School-Based Probation provided in high schools to youth on probation.

School-Based Probation appears to be most effective when implemented with and within a youth development framework. Many school-based DPOs take a youth development-oriented approach, but there is variability around how DPOs interact with youth and families and their focus on case planning and referrals. Though data limitations prevent us from drawing a causal relationship between School-Based Probation and future juvenile justice involvement, the evaluation found lower recidivism rates for youth on School-Based Probation compared to other supervision types.

School-Based Probation Recommendations

1. Provide more clarity and training around the responsibilities and skillsets required for school-based supervision to help DPOs transition to the school settings and take a youth development approach.
2. More clearly differentiate between supervision and services. (Please see RDA's *Gap Analysis Report* for more detail)
   a. Fund youth development services in schools to address service needs often currently addressed by DPOs
3. Improve training about programs and communication with CBO providers to increase the appropriateness of referrals and knowledge of community programs and resources.
4. Aim to staff schools with DPOs and/or DPO assistants who have similar backgrounds, share similar experiences, and speak the same languages as the communities they serve.

YJC youth and staff bring a community-centered lens to data analysis that is shaped by direct experience, as well as a broader understanding of LA County resources and needs. The following three recommendations draw from this perspective rather than directly from data collected for this evaluation.

5. Reassess whether formal probation should be located at schools given:
   a. The high costs of Probation supervision;
   b. The presence of Probation officers in schools can impact youth perception of their schools; and
   c. How youth and families can sometimes be perceived negatively by students and school staff as "troubled" or "bad" or "dangerous."
6. Build LA County's youth development infrastructure, training, and funding to ensure greater youth success, health and mental health, social well-being, educational completion, and career readiness.
7. Shift funding from Probation to community-based organizations (CBOs) to fund youth development services and opportunities.

High-Risk/High-Need (HRHN) Services

Approximately $4.7 million of the JJCPA budget is allocated annually to fund three service components within HRHN Services: HRHN Home-Based Services, HRHN Gender-Specific (GS) Home-Based Services, and HRHN Employment Services. A different set of Probation-contracted community-based organizations (CBOs) provide each of these services.

HRHN Home-Based and GS Home-Based. The LA County Probation Department holds 15 contracts with seven CBOs to provide HRHN Home-Based and GS Home-Based Services. CBOs provide weekly in-home counseling services to youth on probation and their parents to improve youth participants' behavior and strengthen family dynamics. Services take place at the participants' home for six to eight weeks, with the opportunity for CBOs to extend services up to twelve weeks.

The evaluation found that HRHN Home-Based and GS Home-Based Services are based on an effective program model, but that the outdated Social Learning Model curriculum, restrictive contract provisions, and low and irregular referrals impede providers from delivering HRHN Home-Based and GS Home-Based in a strengths-based and youth development-focused manner. Additionally, the programs' short timeframe and limited data availability make it difficult to ascertain program impact. The following recommendations are intended to strengthen program design and implementation.

HRHN Home-Based and Gender-Specific Home-Based Recommendations

1. Update the Social Learning Model curriculum to:
   - take a strengths-based approach that emphasizes youths' assets;
   - incorporate a parent component within the curriculum; and
   - allow providers the ability to adapt the curriculum to youths' individualized needs.

2. Increase flexibility to extend the length of service beyond 12 weeks.

3. Provide CBOs discretionary funding that can be used for supplemental services to support youth and their families (e.g., incentives, household goods, field trips).

4. Develop incentives for program completion (e.g., shorten probation terms, banked caseloads) so DPOs can encourage participation without mandating it.

5. Ensure DPOs understand the differences between the number of family-focused programs available to youth on probation and target referrals specifically to youth and families whose needs (and court-mandated requirements) are best met through HRHN Home-Based and GS Home-Based.

HRHN Employment. The LA County Probation Department holds ten different HRHN Employment contracts with six CBOs across the county to provide job training and placement to youth on probation between 16 and 18 years old. The goal of this program is to increase job readiness and placement that can ultimately result in successful career paths for youth.

Overall, the evaluation found that HRHN Employment's program design limits the degree to which the program prepares youth to successfully obtain and retain meaningful employment. Employment training, placement, and retention are critical services for youth on probation. However, HRHN Employment does not appear especially effective at connecting youth to jobs and supporting career development and there is limited data available on program impact.[1] The following recommendations are intended to redesign HRHN Employment to align with best practices in youth workforce development.

HRHN Employment Recommendations

Redesign HRHN Employment to align with best practices and leverage existing employment resources, including the LA County Department of Workforce Development, Aging, and Community Services. At a minimum, this redesign should include:

1. Loosen the restrictions on the type of accepted employment opportunities to support internships, seasonal employment, and subsidized employment that support career pathways.

2. Increase flexibility to extend the length of employment readiness training beyond 18 hours, based on the needs of the individual youth.

3. Compensate CBOs for the time they spend providing employment readiness or vocational training, independent of whether youth are placed in jobs.

4. Support vocational training that is tied to meaningful professional opportunities through paid vocational training and subsidized employment opportunities
    - Incorporate vocational opportunities in the arts (e.g., the NYC NeON Arts program that focuses on the intersection of creativity and skill through vocations such as music production and camera technician/film production)

5. Integrate job development into the program's design and support/encourage providers to develop relationships with local employers, including providing incentives or stipends to employers to subsidize youth's wages.

6. Leverage and align HRHN Employment with existing LA County youth employment programs, such Youth Workforce Innovations and Opportunity Act (WIOA)-funded YouthSource Centers.

[1] For example, data gaps prevent us from identifying the number of youth who are placed in and/or retain jobs.

Introduction

Since 2001, Los Angeles (LA) County has received annual state funding through the Juvenile Justice Crime Prevention Act (JJCPA) to support a comprehensive approach to juvenile justice programming. Allocated approximately $30 million each year, LA County's multi-agency Juvenile Justice Coordinating Council (JJCC) uses JJCPA funding to implement programs organized in three initiatives: 1) Enhanced Mental Health Services, 2) Enhanced Services to High-Risk/High-Need Youth, and 3) Enhanced School and Community-Based Services.

For over a decade, LA County has conducted annual evaluations that measure outcomes in accordance with the JJCPA legislation. These evaluations have been important insofar as they have reported on a set of key outcomes and ensured LA County's compliance with state-mandated reporting requirements. However, they have not provided a comprehensive assessment of JJCPA programs and services in LA County nor promoted alignment with broader County goals and evidence-based practices to improve the well-being of youth and reduce crime and delinquency.

Resource Development Associates (RDA) is contracted through the LA County Probation Department to conduct a year-long comprehensive evaluation, launched in April 2017, that evaluates both the implementation and impact of JJCPA programs and services. Through a participatory action research partnership with Youth Justice Coalition (YJC), the evaluation assesses the implementation and effectiveness of JJCPA programs in relation to local priorities and best practices and, based on that assessment, makes recommendations for system improvements.

In December 2017, RDA completed the first report of the evaluation, the *Landscape Analysis*, which provides quantitative and qualitative descriptions of JJCPA programs, services, and youth populations served, in addition to a discussion of the data availability and capacity to evaluate JJCPA. Based on findings from the *Landscape Analysis* and local stakeholder priorities, this report—coauthored by RDA and YJC—assesses the effectiveness of two JJCPA interventions: School-Based Probation and High-Risk/High-Needs (HRHN) Services.

The Current Report

Three questions guide the *Program Effectiveness* report's evaluation of School-Based Probation and HRHN Services:

1) Does each program produce desired outcomes—such as reduced juvenile justice involvement and improved academic performance, family relationships, and pro-social behaviors?
2) Is each program implemented in fidelity to its program model and best practices?
3) What are youth and families' experiences with each program?

This report is organized in three chapters: 1) School-Based Probation, 2) HRHN Home-Based and Gender-Specific Home-Based, and 3) HRHN Employment. A brief description of each program is provided below.

School-Based Probation. Since 2001, school-based deputy probation officers (DPOs) have worked in approximately 35 middle schools and 100 high schools to provide supervision and services to both probation and at-risk youth. In 2018, the LA County Probation Department announced it will cease providing school-based supervision and services in middle schools and with any at-risk youth (including in high schools). Due to these changes, this report focuses on School-Based Probation provided in high schools to probation youth.

HRHN Services. Since 2004, JJCPA has funded three service components within HRHN Services: HRHN Home-Based Services, HRHN Gender-Specific (GS) Home-Based Services, and HRHN Employment Services. A different set of Probation-contracted community-based organizations (CBOs) provide each of these services. Due to the similarity between Home-Based and GS Home-Based Services, this report assesses both types of home-based services in Chapter 2, with Chapter 3 discussing HRHN Employment.

Methods and Limitations

In order to capture a wide range of perspectives and indicators, RDA and YJC took a mixed-methods and participatory research approach to data collection and analysis. We reviewed a variety of JJCPA documentation; conducted interviews and focus groups with a range of JJCPA stakeholders; and analyzed quantitative data about JJCPA program participation, the population served, and program impact.

Participatory Research Model

The participatory research partnership between RDA and YJC enhances the evaluation's relevance and validity by 1) ensuring that youth and families are engaged in a culturally relevant way and 2) increasing the accuracy of interpretations of evaluation data. Six youth researchers from YJC worked closely with the RDA project team to support a participatory action research approach through youth-led data collection and analysis. In this role, YJC leveraged their direct experiences with the juvenile justice system and other public systems in LA County and their extensive history of work to improve these systems and reduce their damaging impact. See reflections from YJC Youth Researchers and YJC's evaluation-inspired graphics in Appendix A.

Documentary Data

The research team reviewed a variety of documentation, including:

- JJCPA contracts with community-based organizations
- Program curriculums and manuals
- Program budgets, including unspent funds, over the past five years

Qualitative Data

Over the course of this project, we completed interviews and focus groups with JJCPA leadership and program staff, partners, and youth participants and their families. Most participant focus groups were facilitated by youth researchers from YJC and with RDA researchers present to take notes and provide any needed facilitation support.

Table 1. Qualitative Data Collection

Stakeholder Type	Participants
Leadership	**13**
LA County Probation Department	5
LA County Department of Mental Health	1
LA County Parks and Recreation	1
LA County Office of Education	1
LA County Public Defender's Office	1
City of LA – Mayor's Office of Public Safety	1
LA County Superior Court	1
LA County Police Department	1
LA County District Attorney's Office	1
HRHN CBO Staff	**25**
Home-Based	10
GS Home-Based	6
Employment	7
School-Based Probation Line Staff	**24**
School Administrators and Staff	**11**
Youth and Family	**28**
School-Based Probation Youth	9
School-Based Probation Family members	9
HRHN Services Youth	9
HRHN Services Family members	1
Other JJCPA Programs	**29**

Youth and Family Focus Group Limitations: Focus groups with youth and families took place in CBOs and schools across LA County's five supervisorial districts. Though defense attorneys[2] attempted to invite over 300 youth on probation and their parents/caregivers to participate in voluntary focus groups, a very small proportion (approximately 5%) were interested in and able to attend the focus groups. For at-risk youth (WIC 236) focus groups,[3] the LA County Probation Department selected the specific schools in each region and probation officers invited youth to attend the focus groups. The low attendance at most focus groups (1-3 participants) limited the number of youth and family members whose experiences have been captured by this evaluation. Additionally, focus groups were voluntary and the individuals invited to participate, interested in participating, and able to participate (i.e., were available and could access transportation) may not be representative of all youth and their families who participated in School-Based Probation and HRHN Services. This may have resulted in sample bias.

[2] RDA provided a list of youth participants to the LA County Public Defender's Office, Alternate Public Defender's Office, and Independent Juvenile Defender Office

[3] These focus groups took place prior to the Probation Department's announcement that it was ending School-Based Probation for WIC 236 youth.

Quantitative Data

RDA analyzed available program enrollment and participation, participant characteristics, risk score, arrest and court case, and program outcome data to assess each intervention. This data came from two sources maintained by the LA County Probation Department: Probation's Case Management System (PCMS) and the CBO tracking system.

Descriptive analyses were performed to identify trends in program referrals, enrollment, and completion; describe participant characteristics; and assess individual-level change in program outcome assessments. Recidivism analyses were performed to assess further juvenile justice system involvement—including arrests, petitions filed, and petitions sustained—after JJCPA program and service participation.

Quantitative Data Limitations. As noted in the *Landscape Analysis Report*, issues regarding data availability, completeness, and quality prevent a comprehensive assessment of JJCPA programs' operations and impacts. Detailed client-level data is documented in individual case files, but this information is not easily quantifiable and case files could not be individually reviewed in the timeframe given. Additionally, a number of youth were dropped from recidivism analyses due to missing data and other exclusion criteria, limiting the recidivism analyses to only a subset of youth in each program. See Appendix B for more detail on quantitative data methods and limitations.

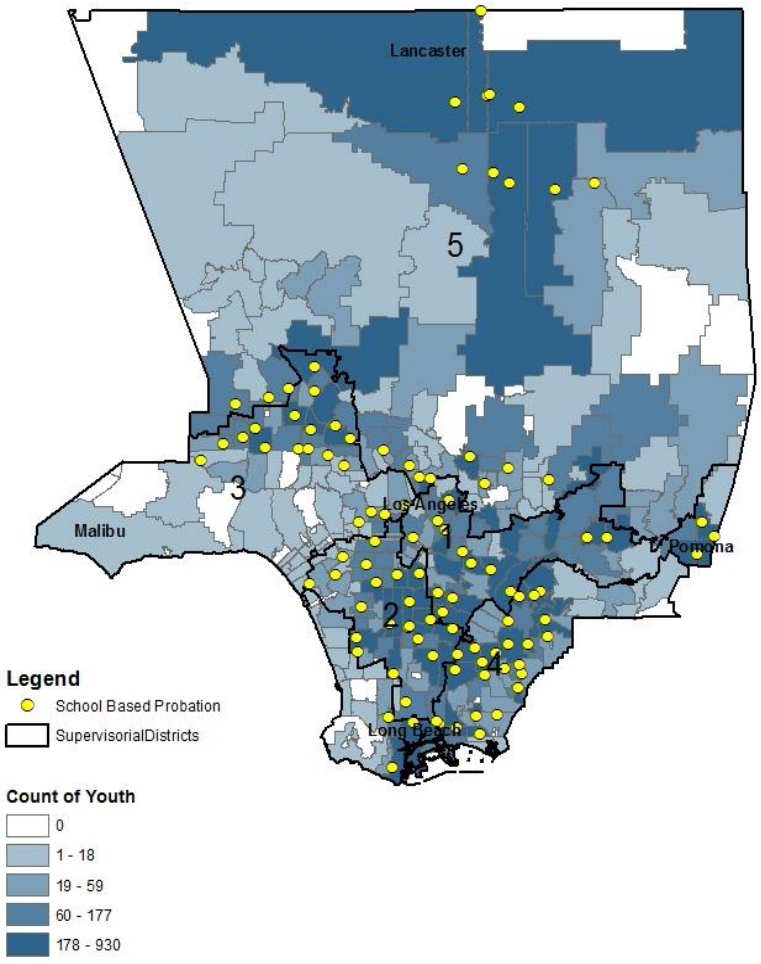
Chapter 1. School-Based Probation

Program Overview

School-based probation supervision places Deputy Probation Officers (DPOs) in schools to supervise probation and at-risk youth and provide case management services. School-based DPOs work closely with youth on their caseloads, checking in with youth about their attendance and grades and referring them to other programs and services, and meeting with school staff and teachers regarding youth behavior and progress. School-based DPOs are required to conduct a minimum of one monthly meeting with the parent/caregiver of each youth and develop a case plan with the youth and parent/caregiver that guides program referrals. DPOs administer the Los Angeles Risk and Resiliency Check-Up (LARRC) assessment to inform case plans. To assess changes in youth behaviors and relationships, DPOs also conduct a "pre/post" strength and risk assessment at the start of school-based supervision and every six months thereafter, or when youth exit the program, whichever comes first. DPOs also track school data spanning attendance, GPA, credits, IEP, suspensions, and expulsions.[4]

School-based DPOs are located in 103 high schools and continuation schools[5] across LA County school districts (Figure 1). The locations are based on the 85 school-based service areas identified in LA County's 2001 Comprehensive Multi-Agency Juvenile Justice Plan. There is typically one DPO at each school, who may also cover another school, with some DPOs getting additional support from interns.

Figure 1. High Schools with School-Based Probation[6]



[4] This data is collected, but is not captured in a format that supports data analysis.
[5] School-based DPOs have also worked in ~35 middle schools.
[6] The areas with the darkest shading indicate the highest numbers of youth who participate in any JJCPA program.

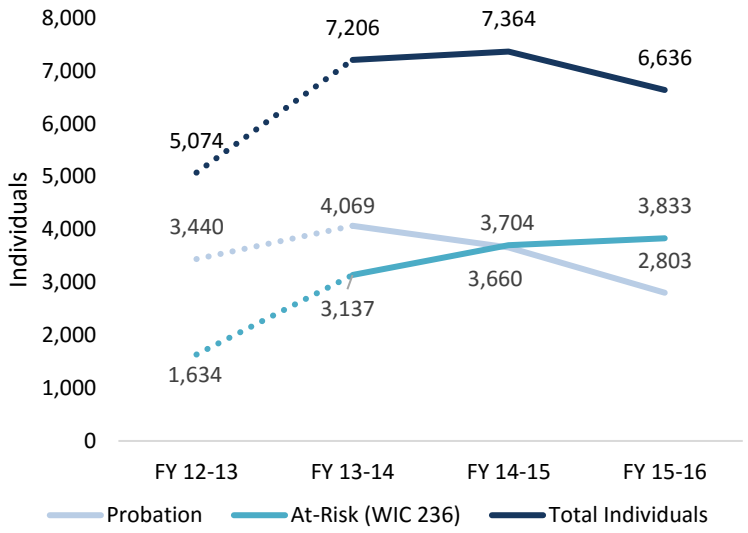
Budget

Since FY13/14, the JJCC has allocated ~$11.6 million annually for School-Based Probation to fund DPOs' work with at-risk and probation youth in high schools and middle schools. From FY12/13 through FY15/16, Probation expended between 85-125% of its budget each year (see Appendix D, Figure 13).[7]

Enrollment

According to the Probation Department's training manual, the minimum standard size of school-based caseloads is 50 youth, which includes both at-risk and probation youth. Youth on probation are assigned to a school-based caseload if they attend a school that has School-Based Probation and are not on a specialized caseload (e.g., Gang Intensive, Camp to Community Supervision, Suitable Placement). As shown Figure 2, the number of probation youth on school-based supervision caseloads in high school steadily declined from FY13/14 to FY15/16, while at-risk youth have increasingly comprised a greater number and proportion of youth on school-based supervision caseloads in high school.[8] However, as noted previously, the Probation Department will cease providing school-based supervision and services to at-risk youth; therefore, this report's findings focus on probation youth receiving high School-Based Probation.[9]

Figure 2. High School Supervision Participants Served



Participant Characteristics[10]

Probation youth on high school-based probation are predominantly male (~80% male and ~20% female). Approximately 60% are Hispanic/Latino, 30% Black, and 5% White (see Appendix D, Table 13). Almost half the youth were assessed as low risk using the LARRC (Table 2).[11]

Table 2. Risk Level of High School-Based Supervision Participants[12]

	Low Risk		Moderate Risk		High Risk	
	N	%	N	%	N	%
High School-Based Supervision (N=7,684)	3,497	46%	3,082	40%	1,105	14%

[7] Expended amounts do not reflect the total cost of School-Based Probation; some items are Net County Costs.
[8] The number of youth in FY12/13 is likely underestimated due to the timeframe for which caseload data was provided.
[9] Because qualitative data collection began prior to the Probation Department's announcement, WIC 236 youth and families participated in initial focus groups. These findings are captured in Appendix C. "School-Based At-Risk Considerations."
[10] Demographic and risk level data is from FY12/13 through FY15/16 for youth on probation on high school-based caseloads.
[11] The LARRC uses information spanning several domains to assign a risk score. The LARRC deducts protective factors from the score to assess the youth's risk factor, which is categorized as low, moderate, or high.
[12] Data reflect the most recent LARRC score within one year prior to or one month after beginning School-Based Probation.

School-Based Probation Findings

Program Services

Finding 1: There is variation in the delivery of School-Based Probation across schools, including the roles and responsibilities of DPOs as well as DPOs' approach to working with youth.

DPOs provide a wide range of services based on the school environment, youth needs, and their personal skillset and approach. Across schools, DPOs' responsibilities may include attendance monitoring and program referral, responding to campus disturbances and addressing discipline issues, as well as tutoring and counseling youth. In some cases, DPOs also report providing material resources and/or supervising field trips and other extracurricular or recreational activities. Although many DPOs appreciate the opportunity to work with youth in different capacities, the varying responsibilities of DPOs creates ambiguity in their role and contributes to DPOs providing services beyond their scope. DPOs' numerous responsibilities can also strain their capacity to provide the intended supervision services. In some cases, DPOs have interns to support case work; however, this is not a common practice across schools.

> *"I think sometimes there's an issue of mission drift, because they become so close-knit with the school that sometimes the school has them doing things that are not in their job description…like supervising recreation." –Probation leadership*

> *"At times, I don't tell the teachers that I'm serving their student because the teacher will constantly call me to babysit them." –School-Based DPO*

In addition to the varying roles and responsibilities of DPOs at schools, DPOs also have differing philosophies about how to best work with youth on probation and their families. Many DPOs embrace evidence-based practices and employ a youth development approach, which nurtures youth's strengths and assets and emphasizes building positive relationships.

> *"I work with the kids, motivate them, speak to them about the importance of being in class and I speak to them about the importance of getting involved in something positive like sports and tutoring. I've had parents tell me that they don't know what to do with their kid and I enroll them in parenting classes. We focus on rebuilding their relationship at home as well." –School-Based DPO*

However, other DPOs employ a punitive or sanction-based approach, believing punishment is necessary to hold youth accountable for their actions. A number of school-based DPOs complained that the juvenile justice system is too "soft" on youth and that currently, youth "get away" with behavior that previously would have result in arrest and/or detention.

Finding 2: Co-locating DPOs within schools facilitates communication and coordination with parents, youth, and teachers.

Youth and parents prefer meeting with DPOs at schools, compared to probation field offices, as they find schools to be a more convenient and welcoming environment. Schools also tend to be more accessible than probation field offices, particularly in areas where public transportation is limited. Additionally, youth and families find school-based DPOs easier to reach, and therefore consider them more responsive to their needs. Some parents/caregivers appreciate that school-based DPOs would regularly monitor their child's attendance and behavior.

> *"[My niece] doesn't want to listen, and it's hard for me…but the officer answers my calls and sees my niece in school. [The DPO] is on top of her. When my niece ditches class, [the DPO] accompanies her to class." – Caregiver Participant*

Because DPOs work closely with school staff, DPOs often advocate for the youth [e.g., helping youth with learning challenges get individualized education plans (IEPs)], and can act as mediators between youth and teachers if necessary.

On the other hand, some youth and parents/caregivers feel that the DPOs' level of oversight can be intrusive and potentially harmful if DPOs escalate minor offenses that are typical of many adolescents.

> *"If the [DPO] sees people out class—any students—they should tell the students to go in. If the DPO sees [youth on probation] out of class, they'll trip on you, just because we're on probation." –Youth Participant*

Finding 3: The ability of DPOs to act as effective service brokers is hindered by a variety of factors, including ambiguity in how youths' program needs are identified, lack of clarity and understanding of the array of programs, as well as variation in program availability.

Two-thirds (65%) of youth on School-Based Probation do not get referred to JJCPA community services and, of those who are referred, most are referred to only one JJCPA community service (Table 3).[13] DPOs also refer youth to non-JJCPA funded and/or non-probation-funded programs (e.g., GRYD, Wraparound); however, referral to external programs (i.e., services not administered through the PAUR unit) is not tracked in a quantifiable way.[14]

Table 3. Referrals to Community-Based Services among School-Based Probation Youth, FY12/13-FY14/15*

Referral Category	Count	Percent
None	5,453	65%
1 Program	2,452	29%
2 Programs	481	6%
3+ Programs	68	1%
Total	**8,454**	**100%**

[13] Community services include Gender-Specific Community; HRHN GS Home-based, HRHN Home-Based, and HRHN Employment Services; EPVO, MST, and Substance Abuse. Mental Health Screening, Inside Out Writers, and Special Needs Court are not included as they target different youth populations (e.g., youth in institutions or youth with serious mental illness).

[14] Referral to external services is tracked in the DPOs case notes; however, this information cannot be easily extracted and quantified.

One factor contributing to the limited referrals is ambiguity regarding how the LARRC should inform program referrals. The LARRC captures information spanning several domains that can be used to identify youth and family's risks and needs. However, probation staff have expressed concerns about the consistency of the assessment across DPOs and have indicated insufficient training in how to administer the tool. Additionally, CBO providers reported that DPOs are oftentimes unclear about the services different programs provide and who the programs are intended to serve. Together, these factors can result in a lack of and/or inappropriate referrals to programs. These issues are further exacerbated when DPOs change assignments and there is limited communication between DPOs and CBOs.

Another challenge in connecting youth and families to the appropriate services is a lack of available programs and resources in many communities (e.g., Supervisorial District 5). When programs are available, transportation to community-based services is often challenging due to limited public transportation and/or economic constraints.

In part, the referral challenges also reflect the broader issue of a limited youth development infrastructure in LA County, including coordinated resources, training, technical assistance, and funding to support community-based skill building; personal development; and connections to educational, employment, civic, and cultural opportunities. The lack of a countywide infrastructure also contributes to the inability of DPOs, school officials, parents, and youth themselves to access resources needed for youth's academic success, health, and social well-being.

Relationship with Youth and Families

Finding 4: Given the variation in DPOs' approach to working with youth (i.e., youth development vs. punitive approach), youth and parents have differing experiences with DPOs.

Overall, DPOs build more trusting relationships with youth when they take an open and understanding approach, consistent with youth development principles. Youth and families reported positive relationships with DPOs when they feel that the DPOs are responsive, listen to their needs and involve them in case planning, motivate the youth, and are open and transparent while still addressing any behavioral issues or concerns. DPOs also shared that the training in motivational interviewing and effective listening skills were instrumental in helping them better relate to youth and build trust.

> *"[My PO] was cool. She would hear me out. She was lenient and fair." – Youth Participant*

> *"I do motivational interviewing and share what I went through. I express to them that there is a way out, and they are not alone. The motivational interviewing is great, because you ask open-ended questions and it creates trust." –School-Based DPO*

In contrast, youth and families have negative relationships when the DPOs employed a punitive, deficit-driven approach to working with youth. Some youth and families shared that DPOs would threaten youth with violations, arrest, or placements which contributes to distrust and disengagement.

> *"If I didn't come to school, the PO would scare me by telling me that I would go to placement." –Youth Participant*

A number of parents and caregivers also conveyed a general wariness of probation based on their prior experiences and those of their friends and family members, which can further contribute to negative relationships with DPOs. This created challenges for DPOs to develop trust with youth and their families and this negative perception can be reinforced by punitive actions.

> *"I was warned to not mention anything about not having food in the house. Someone told me a story about one person asking if there was a food bank. Just because of that, the PO asked if he had to call social services." –Parent Participant*

Parents also pointed to gaps in DPOs' understanding of underlying causes of youth behavior and taking a youth development approach. DPOs are required to receive 40 hours of annual training; however, most trainings are elective and there is no set curriculum specific to working with youth in school-based settings. Although DPOs receive some training specific engagement techniques to better work with youth—such as motivational interviewing and effective listening skills—DPOs do not consistently participate in training on youth development, restorative/transformative justice, learning disabilities, and adolescent development to help DPOs better understand youth's behaviors and needs. Several parents and caregivers believe that additional training would improve how DPOs work with youth.

> *"The POs need to be trained and more educated on understanding IEPs, ADA laws, and what things our children are going through. [Youth] are still trying to figure out who they are and all the pressures of growing up and being a kid. [The POs] need to know about these disorders, what they do, why they do it. They think all kids in probation are just bad, and [the POs] are not educated." –Parent Participant*

Finding 5: Youth and families feel they can relate better to DPOs who are the same gender or have a similar racial, cultural, and/or economic background and lived experiences.

Several youth and families shared that DPOs from a similar racial or cultural background better understand the specific challenges that the youth and families face and may be more receptive to their needs. Even so, some youth pointed out that DPOs of the same race who they believed had not experienced similar issues were less effective than DPOs with lived experience.

> *"I wish they had more POs of my racial background. I feel like the [PO] I had came from a good background, and couldn't relate to my struggles. My PO would pretend to understand where I was coming from." –Youth Participant*

Non-English speaking parents and caregivers value having a DPO who can speak the same language, allowing parents and DPOs to communicate directly—rather than through the youth or an interpreter—and build trust. Additionally, parents noted that male DPOs have the potential to act as a positive male role model in their sons' lives. Mothers, in particular, explained that their sons may be uncomfortable coming to them, but a male DPO gives their sons someone to talk to.

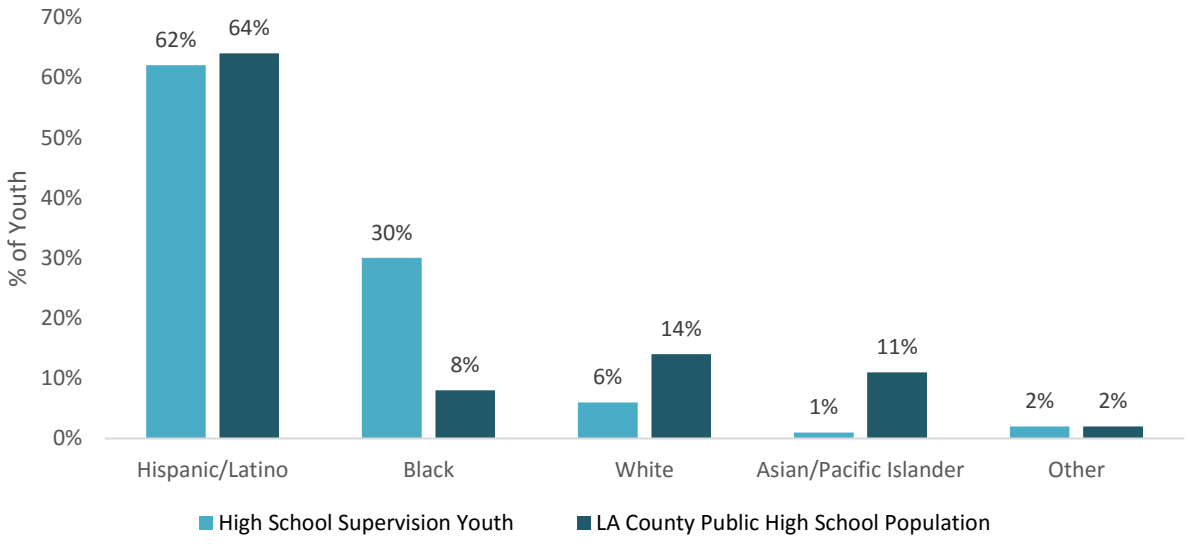
"I think he holds a lot back from me, but when it comes from a male figure he is all ears. So, with the PO, my son sees someone who will listen." –Parent Participant

"Being male and Hispanic, I end up being a father figure to the kids." –School-Based DPO

Finding 6: Racial disparities in the broader juvenile justice system contribute to families' negative perceptions of School-Based Probation.

Compared to LA County's public high school population, Black youth are overrepresented among youth receiving high school supervision, while White and Asian youth are underrepresented (Figure 3). The percentage of Black youth on high school supervision is nearly four times greater than the County population (30% compared to 8%). In comparison, the percentage of White youth on high school supervision is roughly two times smaller and the percentage of Asian youth is approximately ten times smaller than the County population (6% compared to 14%, and 1% compared to 11%, respectively). These trends align with racial disparities in the overall juvenile justice population.

Figure 3. Race and Ethnicity of High School Supervision Youth Compared to the LA County Public High School Population, FY12/13-FY15/16[15]



[15]LA County public high school enrollment data were obtained from the California Department of Education. Data reflect youth enrolled in public high schools (grades 9-12 and ungraded secondary schools) during the 2014-15 school year. Data retrieved from: https://dq.cde.ca.gov/dataquest/dqcensus/EnrEthGrd.aspx?cds=19&agglevel=county&year=2014-15&ro=y

Many parents and caregivers identify racism and racial bias as the primary reason for their children being on probation. Several Black and Latino parents expressed resentment that their children were placed on probation for what they see as typical youthful indiscretions, when they observe White youth receiving more lenient treatment.

> *"I wasn't really expecting him to get on probation...I didn't want my son to be on probation because I didn't want it on his paperwork, especially being a minority. Other kids do worse things and they get a slap on the wrist. He does something stupid and he gets all of this. The first time he gets in trouble, they put him on probation. Can't they try something else? They want to label him as a problem child – he has dreams and goals and they're trying to label my baby." –Parent Participant*

> *"When I'm in the office, all I see is Black and Mexican kids...the Caucasian kids cause just as much of a raucous and they don't get in trouble for it." –Parent Participant*

Program Impact

Finding 7: While many youth report improvements in school attendance, academic performance, and behavior, others feel the program had little impact.

Many youth and families attributed attendance monitoring and tutoring support to helping youth improve their academic performance, including improved grades and credit recovery to help youth catch up or graduate. Youth and families also consistently reported that mentorship, counseling, and/or other community services helped improve family communication and relations and helped youth take accountability for their actions and improve their motivation and self-esteem. The combination of a supportive DPO and linkage to appropriate community services is particularly valuable to youth's success.

> *"I did boxing. My PO at school connected me to it. I just graduated last week. I feel better, like I can feel my emotions and control them." –Youth Participant*

> *"A lot of the kids like to be placed in program and like to participate in different activities. It just takes creativity to get them to calm down from the issues they are dealing with home." –School-Based DPO*

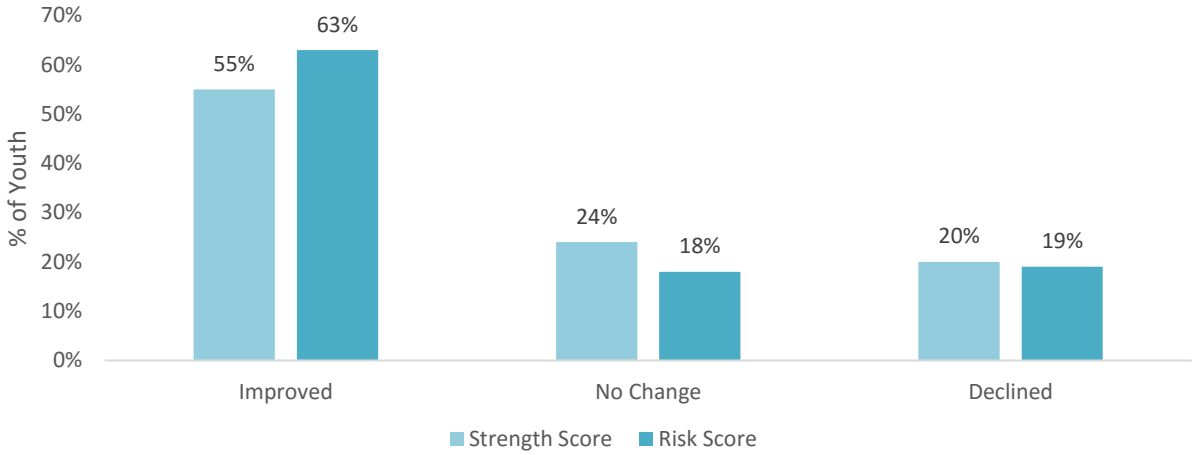
> *"My PO just motivated me and told me to take everything one step at a time. The counseling from the anger management classes made me have a better relationship with my mom." – Youth Participant*

In comparison, youth and families who had poorer relationships with the DPOs and/or were not referred to additional programs and resources felt the program had little impact.

> *"[The DPO and I] never talked. We never met. I knew of [the DPO], but School-Based Probation did nothing for my son or me." –Parent Participant*

Similar to youth and families' experiences, the change in youth's pre-/post-strength and risk assessment scores varied (Figure 4). Of the youth with pre-/post-score available, over half had improved assessment scores (i.e., higher strength and lower barrier scores) from baseline to six months after program start, while approximately 20% of youth's scores declined (i.e., lower strength and higher barrier scores).[16,17]

Figure 4. Change in Pre-/Post-Strength and Risk Assessment Scores, N=2,648



Finding 8: School administrators believe that DPOs have a positive influence on the school climate by providing additional resources and promoting better behavior among students.

School-based DPOs often work closely with school administrators and staff and provide a wide variety of services, which many school administrators feel improves the school climate. School-based DPOs often bring in additional resources to the schools and students that may otherwise be unavailable, including tutoring, afterschool and community-based programs, and field trips. School administrators also shared that DPOs provide an additional level of monitoring and governance, often beyond what teachers may be able to provide, which can help improve attendance and reduce misbehavior.

> *"What I love about my PO is she brings in different resources…to educate our students about what's going on out there...She not only helps with discipline, she does daily attendance on her kids on her case, and if they're not at school she's on the phone to get them at home. She holds them accountable." –School Administrator*

Like youth and families, some administrators acknowledged that there is variability among DPOs, with some being more involved than others.

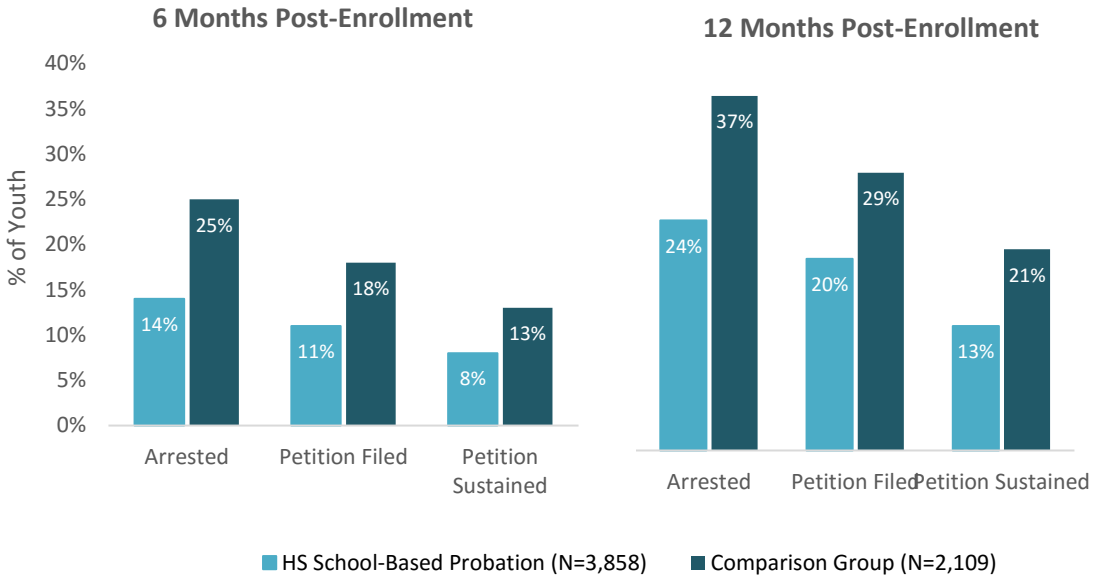
> *"The last two POs I've worked with have been great, a really positive experience. The one before that was non-existent on campus." – School Administrator*

[16] Pre-/post assessments are completed by the DPO when youth enter the program (baseline) and 6-months after or when youth exit the program, whichever comes first.
[17] Pre-/post-scores were only available for one-third (31%, N=2,648) of probation youth receiving high school supervision.

Finding 9: Youth receiving School-Based Probation were less likely to recidivate within six and twelve months after program enrollment than youth on other forms of probation.

As shown in Figure 5, a smaller proportion of youth on School-Based Probation were arrested, had a petition filed, or a petition sustained within both six and twelve months compared to youth in the comparison group (youth home on probation not receiving high school supervision). Due to missing data and other exclusion criteria, only 46% of School-Based Probation youth were included in the recidivism analysis (see Appendix B for more information about quantitative data methods and limitations).

Figure 5. Recidivism Rates of School-Based Probation Youth and Comparison Group Youth



After accounting for differences in demographic characteristics and risk-level, logistic regression analyses show that youth receiving School-Based Probation were 30-40% less likely to recidivate than the comparison group. Odds ratios with a 95% confidence interval (CI) and p-values are shown in Table 4.

Table 4. Likelihood of Recidivism comparing School-Based Probation to Comparison Group[18,19]

High School School-Based Probation Youth (N=3,858)	Odds Ratio (95% CI)	P-Value
6 Months Post-Enrollment		
Arrested	0.59 (0.50, 0.68)	<0.01*
Petition Filed	0.65 (0.55, 0.76)	<0.01*
Petition Sustained	0.65 (0.54, 0.79)	<0.01*
12 Months Post-Enrollment		
Arrested	0.63 (0.55, 0.71)	<0.01*
Petition Filed	0.67 (0.58, 0.77)	<0.01*
Petition Sustained	0.67 (0.57, 0.78)	<0.01*

[18]The odds ratio is the odds of recidivism among youth receiving the program ÷ by the odds of recidivism among youth in the comparison group. Odds ratios <1 indicate *lower likelihood* of recidivism among youth receiving the program compared to youth in the comparison group. Odds ratios >1 indicate *higher likelihood* of recidivism among youth receiving the program compared to youth in the comparison group. For example, an odds ratio of 0.59 is read as "youth on high school probation caseloads are 41% less likely to recidivate as comparison youth. The asterisk (*) indicates statistical significance.

[19] The logistic regressions are adjusted for program start year, age, gender, race/ethnicity, risk level, and supervisorial district.

School-Based Probation Recommendations

School-Based Probation appears to be most effective when implemented with and within a youth development framework. Many school-based DPOs take a youth development-oriented approach, but there is variability around how DPOs interact with youth and families and their focus on case planning and referrals. Though data limitations prevent us from drawing a causal relationship between School-Based Probation and future juvenile justice involvement, the evaluation found lower recidivism rates for youth on School-Based Probation compared to other supervision types.

School-Based Probation Recommendations

1. Provide more clarity and training around the responsibilities and skillsets required for school-based supervision to help DPOs transition to the school settings and take a youth development approach.
2. More clearly differentiate between supervision and services. (Please see RDA's *Gap Analysis Report* for more detail)
    a. Fund youth development services in schools to address service needs often currently addressed by DPOs
3. Improve training about programs and communication with CBO providers to increase the appropriateness of referrals and knowledge of community programs and resources.
4. Aim to staff schools with DPOs and/or DPO assistants who have similar backgrounds, share similar experiences, and speak the same languages as the communities they serve.

This evaluation benefits from a participatory approach that includes formally trained researchers from RDA and YJC youth researchers with personal juvenile justice system experience. YJC youth and staff bring a community-centered lens to data analysis that is shaped by direct experience, as well as a broader understanding of LA County resources and needs. The following three recommendations draw from this perspective rather than directly from data collected for this evaluation.

5. Reassess whether formal probation should be located at schools given:
    a. The high costs of probation supervision;
    b. The presence of probation officers in schools can impact youth perception of their schools; and
    c. How youth and families can sometimes be perceived negatively by students and school staff as "troubled" or "bad" or "dangerous."
6. Build LA County's youth development infrastructure, training, and funding to ensure greater youth success, health and mental health, social well-being, educational completion, and career readiness.
7. Shift funding from Probation to community-based organizations (CBOs) to fund youth development services and opportunities.

Chapter 2. HRHN Home-Based and HRHN Gender-Specific Home-Based

Program Overview

HRHN Home-Based and Gender-Specific (GS) Home-Based Services provide weekly in-home counseling services to youth on probation[20] and their parents. Community-based organizations (CBOs) that provide home-based services receive referrals from probation officers through Probation's Prospective Authorization Utilization Review (PAUR) unit. Services take place at the participants' home for six to eight weeks, with the opportunity for CBOs to extend services up to twelve weeks. This program is intended to serve high-risk youth and their families to improve youth participants' behavior and strengthen family dynamics.

CBO providers use components of a six-month curriculum developed for the LA County Probation Department. This curriculum, the Social Learning Model (SLM), encourages youth to reflect on their actions and the consequences of their actions, as well as build on youth's assets to develop solutions to their challenges. Each week, youth complete an SLM lesson and associated worksheet, which generally contain between four to seven questions. SLM lessons focus on the connection between thoughts and behavior; for example, lesson titles include, "Your thoughts and beliefs determine how you will behave" and "Changing the behaviors that matter most to you." GS Home-Based also includes specific lessons targeted towards girls. CBOs also meet separately with parents/caregivers. Providers discuss a parent monitoring worksheet, but there is no set curriculum for working with parents.[21]

Upon enrollment, providers complete an eight-question baseline questionnaire about family dynamics and the youth participant's engagement in risky behaviors. After terminating services, the provider completes a similar outcome measures questionnaire to measure changes in family dynamics and youth behavior.

The Probation Department holds 15 different contracts[22] with seven providers specific to supervisorial districts (clusters). Contingent upon funding, CBO contracts can be extended annually for up to five years.

Table 5. Home-Based and GS Home-Based Services Providers

Provider	Home-Based	GS Home-Based
Asian American Drug Abuse Program		Cluster 2, 3, & 4
Asian Youth Center	Cluster 1 *(area 1)* & Cluster 5 *(areas 1 and 2)*	Cluster 5
Aviva Family and Children Services	Cluster 3 *(area 1)*	
Child and Family Guidance Center	Cluster 3 *(area 2)*	
Soledad Enrichment Action Inc.	Cluster 2 *(area 1)*	
Special Services for Groups	Cluster 4 *(area 1)*	
Star View Children and Family Services	Clusters 2 *(area 2)* & Cluster 4 *(area 2)*	Cluster 1

[20] Policies briefly changed to permit at-risk youth participation, but this reversed in 2017 to restrict services to youth on probation
[21] Some providers utilize their own parent curriculum
[22] Ten contracts for Home-Based Services (two per cluster) and five for Gender-Specific Home-Based (one per cluster)

Budget

Since FY13/14, the JJCC has allocated ~$2 million for Home-Based Services budget and ~$500 thousand for GS Home-Based Services annually. However, from FY12/13 through FY15/16, CBOs only expended ~40-70% of the allocated program budgets each year, contributing to an accumulation of unspent JJCPA funds.

Referrals and Enrollment

According to provider's contracts, the Probation Department anticipates making 80 referrals (per contract) for Home-Based Services and 45 referrals (per contract) for GS Home-Based Services annually, which would amount to 800 Home-Based Referrals and 225 GS Home-Based referrals each year. However, as shown in Figure 6 and Figure 7, referrals have fallen below these targets for the past couple of years. This partially explains under expenditure of allocated funding. (Because HRHN services are only available to youth on probation, there is no other mechanism for these programs to receive service referrals.)

Figure 6. Home-Based Referrals

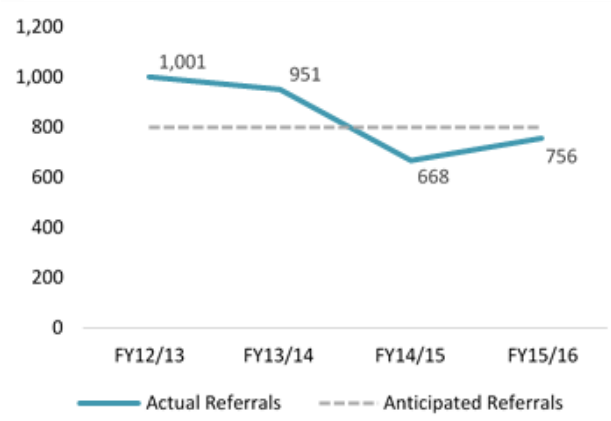
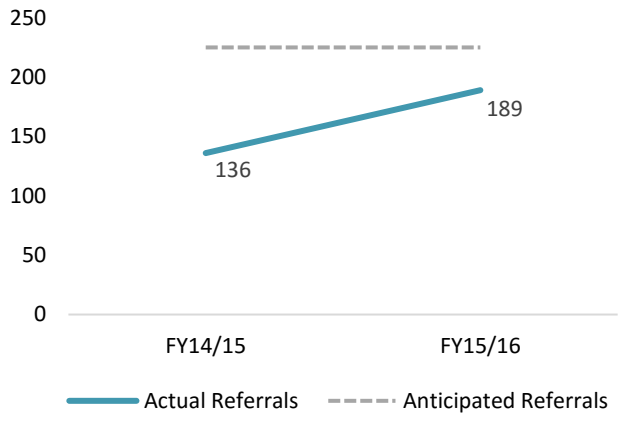


Figure 7. GS Home-Based Referrals



Participant Characteristics[23]

The majority of youth who participate in Home-Based and GS Home-Based Services are 16 or 17 years old (see Appendix D, Table 16). Home-Based is intended for boys and GS Home-Based for girls. Approximately 60% of the participants are Hispanic/Latino, 30% Black, and 5% White. Both GS Home-Based and Home-Based serve relatively similar proportions of low-risk, moderate-risk, and high-risk youth (Table 6), even though the program is intended to serve high-risk/high-need youth on probation.

Table 6. Risk Level of Home-Based Participants

Program	Low Risk		Moderate Risk		High Risk	
	N	%	N	%	N	%
GS Home-Based (N=309)	112	36%	118	38%	79	26%
Home-Based (N=2,886)	822	28%	1,030	36%	1,034	36%

[23] Demographic and risk level data is from FY2/13 through FY15/16 for Home-Based and FY14/15 through FY15/16 for GS Home-Based (includes duplicated participants if youth participated in HRHN Home-Based or GS Home-Based more than once during the four-year period)

HRHN Home-Based and GS Home-Based Findings

Program Design

Finding 1: HRHN Home-Based and GS Home-Based Services are based on an effective program model that is youth- and family-centered, draw on cognitive practices, and can benefit youth with high needs, regardless of risk level.

One of the strengths of the home-based program is that it brings services to youths' homes, thereby working with youth and their families directly in their home environment and alleviating any transportation concerns. Another key component is that providers meet one-on-one with youth and their families, which facilitates relationship building and the opportunity for providers to tailor their approach and interactions to each client, as well as reduces mixing between youth of different risk levels.

> *"Home-based is the easiest to get the parents involved because you're in their home. When you're meeting in the school or community, it's hard to get them involved." –CBO*

Home-Based and GS-Home-Based Services are based on cognitive practices that support youth in identifying how their thoughts impact their behavior. Youth participants shared that the program helped them think about the consequences of their actions and make more responsible decisions.

> *"[Home-Based Services] makes you reflect more and makes you see what you should do and not do." –Youth Participant*

Although Home-Based and GS Home-Based are ostensibly intended for only high-risk/high-need youth, both services currently serve relatively similar proportions of low-risk, moderate-risk, and high-risk youth on probation. Providers and youth believe that home-based programs would have an even stronger impact if they could serve at-risk youth, who have similar needs to probation youth.

> *"They should give this program to people who are messing up in school before they get on probation. Personally, at my school, they know who is messing up. My school waits for them to mess up but instead they should make them do a program like this." –Youth Participant*

Finding 2: The implementation of Home-Based and GS Home-Based Services differs from its initial program design and the curriculum has not been updated since its inception.

The SLM curriculum was designed in 2005[24] as a six-month program for high-risk and high-need gang-involved youth. In adapting the curriculum, the LA County Probation Department condensed it into a six to eight week program that did not include all program elements.[25] CBO providers shared that the curriculum lacks the comprehensive and in-depth elements that were written into the original program.

[24] The curriculum was designed by Dr. Lee Underwood, Regent University School of Psychology and Counseling
[25] CBOs can get permission to extend the program to 12 or 14 weeks

"They grabbed a couple of lessons and put it together in a package. If you were to read the whole book, it makes sense. But if you're just given the questions without the background, it's off." –CBO

The SLM curriculum has not undergone any modifications since 2005 to reflect the growing body of literature on adolescent brain development or a youth development framework. Though the program is intended to utilize strengths-based case management, the SLM curriculum does not take a strengths-based approach.

"I'm trying to get them to focus on the positive but the curriculum is all negative so the curriculum needs to be changed to make them think positive." –CBO

"I think problem comes from the curriculum; they can't deviate from it because of the MOU." –School-Based DPO

SLM Example Question: *Do you believe that you can make changes necessary to keep you from failing in school, hurting others, disobeying adult instructions, etc.?*

The short timeframe of the program also limits its impact. Providers shared that they need more than six to eight weeks to connect with youth and parents to develop meaningful working relationships and effect change.

"After six weeks, they still want to work with us. We are basically setting them up to fail when working with them like that." –CBO

"When the six weeks are up, they say 'Now what do we do?' They can't do the program twice." –School-Based DPO

Additionally, the worksheet-focused lessons are disengaging for some youth. Providers shared that youth with reading and writing challenges have difficulty with the lessons. Youth described the worksheets as redundant and oftentimes irrelevant to their individual situation.

"The worksheets are effective, but not all relatable. We all have different stories. They should just have different types of worksheets for different types of situations. That would be really cool." –Youth Participant

Service Delivery

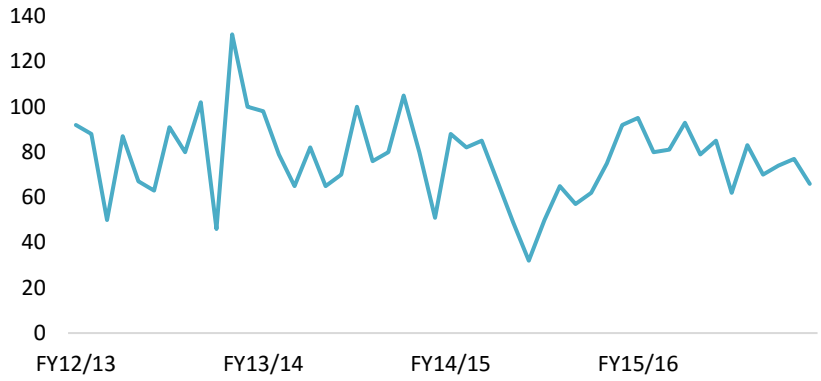
Finding 3: Low, inappropriate, and irregular referrals result in CBOs expending approximately half of the allocated program budget annually, creating challenges in CBO staff management.

As shown in Figure 6 and Figure 7 on page 22, probation referrals generally do not meet the anticipated numbers outlined in CBO contracts. The number of anticipated referrals has not changed since the program started in 2005, despite the significant decline in the number of youth on probation during this time period. The number of anticipated referrals is also the same across clusters, even though the number of JJCPA youth on probation varies significantly between supervisorial districts.[26] Additionally,

[26] For example, District 3 has less than half the number of youth on probation receiving JJCPA supervision and/or JJCPA services compared to Districts 2, 4, and 5.

referrals vary widely from month to month. As shown in Figure 8, the number of referrals can double from one month to another, with no clear pattern over the course of the year.

Figure 8. Home-Based and GS Home-Based Monthly Referrals



In addition to low and inconsistent referrals, 15% of youth referred to Home-Based do not enroll in services.[27] According to providers, this generally occurs because the parent/caregiver refuses services, the youth is involved in too many programs and does not have time, or the youth refuses services. In some cases, CBOs shared that the DPO does not discuss the referral with the youth and parent/caregiver and in these situations, clients and their families are oftentimes hesitant to accept services and in some cases refuse services. Probation leadership report that youth and families oftentimes do not enroll in services due to CBOs' limited staffing capacity or transportation barriers. For example, CBOs may not have enough staff to serve additional referrals or have Spanish speaking staff.

Aside from sheer numbers, there is also a question of the accuracy of referrals. It is unclear how DPOs differentiate Home-Based and GS Home-Based from other family-focused programs available through probation, such as Multi-Systemic Therapy and Family Functional Therapy.

"There are changes to the contracts that we are not always informed about."
–School-Based DPO

"The POs don't know how to properly introduce the program, they say we're family therapy or counseling….I've been working really hard to differentiate our program and what is family therapy. We've tried to explain the difference numerous times, I've met with several people, several POs, and they just don't understand." –CBO

CBOs report that they are unable to expend their allocated program budgets due to the low numbers of youth enrolled in services. CBOs are paid on a "fee for service" model, therefore they are only compensated per home-based session. From FY12/13 through FY15/16, CBOs were paid just over half of the $10.1 million allocated to them, leading to an accumulation of $4.2 million in unspent funds over four years. The low enrollment numbers, as well as irregular referral flow, create challenges for CBOs to anticipate how many staff they should retain and how much staff time will be dedicated to this program.

[27] These are defined as youth referred to the program but marked as "Did Not Complete" (DNC) the same day as the referral date

Finding 4: CBO providers' non-judgmental, asset-based approach is key to developing relationships with youth participants.

Youth appreciate that providers focus on what they can do right, rather than blaming them for the mistakes they made in the past. Providers intentionally take a supportive approach when working with youth, using motivational interviewing techniques to help youth identify how they can make positive changes in their life. Another asset is staff's ability to serve as confidantes for youth, while making youth cognizant of their own agency and accountability.

"The [CBO staff] would give me ideas about the pros and cons of doing good and bad. They said your choice is up to you. They're there to support me to choose the better side." –Youth Participant

"I want them to disclose whatever they're going through. I listen to them. I ask what options would be best for them–I don't give answers, they have the answers." –CBO

Finding 5: CBOs supplement contractual services with additional resources and supplies for youth participants and their families.

CBOs oftentimes provide incentives and resources for youth and their families, including food, field trips, youth incentives, and referrals to other agencies. Since services are offered in participants' homes, some providers also supply household goods (e.g., microwave, toaster) and furniture if they observe any household needs during home visits. CBOs stressed the importance of providing supplemental services to meet participants' needs and build trust, however, CBOs are not compensated for providing these activities.

"What my son liked and benefited from was that [the CBO staff] took him shopping. He felt good in his new clothes. It's important because when you feel good about yourself, it's a good thing." –Parent Participant

Finding 6: There is a lack of clarity among youth about how program engagement and completion affect their probation terms and conditions.

Most youth believe that they will be violated or become disqualified from completing probation if they do not finish the program. It is unclear whether or not this is the case. The only incentives for completion are a certificate (which some youth do not receive) and acknowledgement of completion in the youth's court report.

Impact

Finding 7: Youth credit GS Home-Based and Home-Based with helping them make more responsible decisions and strengthening their relationships with their parents and caregivers.

Youth described how the program taught them to make decisions more critically and carefully think through the consequences of their actions on not just their own lives, but also the lives of their friends and families.

> *"I realize it's not just my life, but impacts other people who mean a lot to me."*
> *–Youth Participant*

Youth also shared that the program helped them communicate more effectively with their family members. Improved communication resulted in closer family relationships and also motivated youth to help out around the house, doing chores and other errands.

> *"The program made us communicate more–I put myself in her shoes, she put herself in my shoes, we got that bond and now there's no distance between us." –Youth Participant*

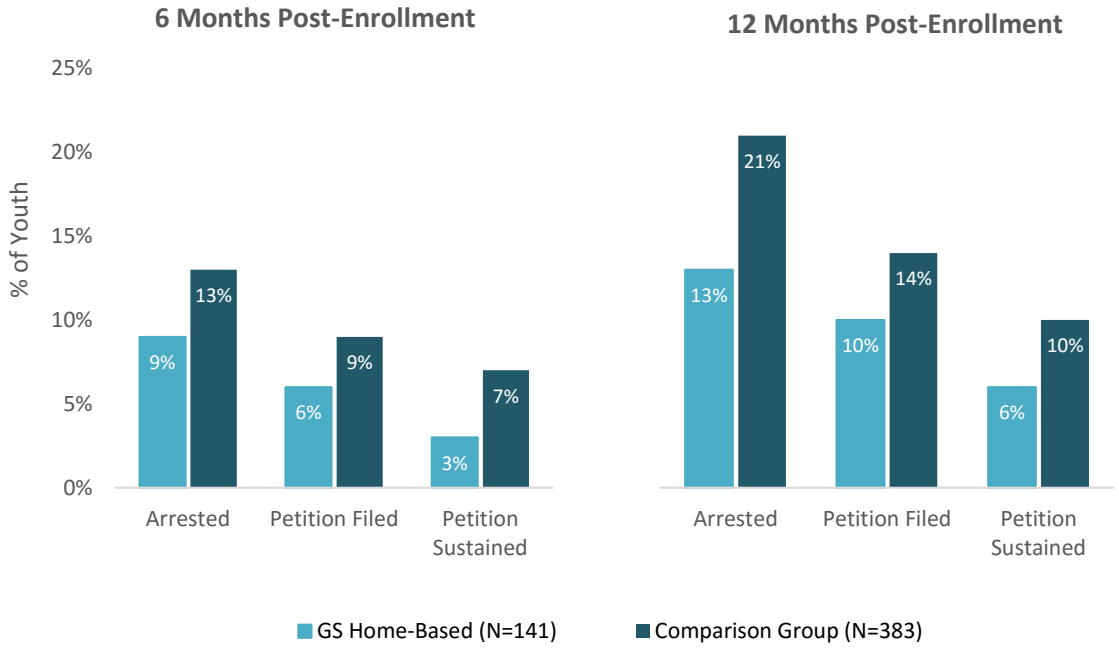
> *"I've been more nice to my mother. I wasn't mean to her before, but I felt like helping her out more, it made me realize how much my mom does for me."*
> *–Youth Participant*

Over 85% of youth who completed GS Home-Based or Home-Based improved family relations, as assessed by a pre-/post-test administered by CBOs. In contrast, only 20-25% of youth who enrolled but did not complete the program improved scores.

Finding 8: Overall, youth receiving GS Home-Based Services were slightly less likely to recidivate than comparison group youth; however youth receiving Home-Based Services had similar rates of recidivism as the comparison group.

As shown in Figure 9, there is a general trend where youth receiving GS Home-Based Services were less likely than the comparison group (female youth home on probation not receiving GS Home-Based Services) to be arrested, have a petition filed, or a petition sustained within six and twelve months after program start. GS Home-Based participants are female and, given their lower risk levels (see Table 6 on page 22), it is unsurprising that their recidivism rate is lower than the recidivism rates for HRHN Services and School-Based Probation participants. Given the short timeframe of Home-Based and GS Home-Based, it is difficult to attribute participants' future juvenile justice involvement to program participation. Additionally, due to missing data and other exclusion criteria, only 38% of Home-Based youth and 59% GS Home-Based youth were included in the recidivism analysis (see Appendix B for more information about quantitative data methods and limitations).

Figure 9. Proportion of GS Home-Based and Comparison Group Youth Recidivating within 6 and 12 Months Post-Enrollment



After controlling for demographic characteristics and risk-level, differences in recidivism between the groups were not statistically significant (Table 7).

Table 7. Likelihood of Recidivism among Youth receiving Gender Home-based Services compared to Comparison Group Youth[28]

	GS Home-based (N=141)	
	Odds Ratio (95% CI)	P-Value
6 Months Post-Enrollment		
Arrested	0.79 (0.41, 1.55)	0.50
Petition Filed	0.89 (0.41, 1.91)	0.76
Petition Sustained	0.47 (0.16, 1.33)	0.16
12 Months Post-Enrollment		
Arrested	0.72 (0.42, 1.26)	0.25
Petition Filed	0.79 (0.42, 1.48)	0.46
Petition Sustained	0.76 (0.36, 1.61)	0.47

As shown in Figure 10 and Table 8, there does not appear to be differences in recidivism between youth who received Home-Based Services and comparison group youth (youth home on probation not receiving Home-Based Services).

[28] The logistic regressions are adjusted for program start year, age, race/ethnicity, and risk level.

Figure 10. Proportion of Home-Based and Comparison Group Youth Recidivating within 6 and 12 Months Post-Enrollment

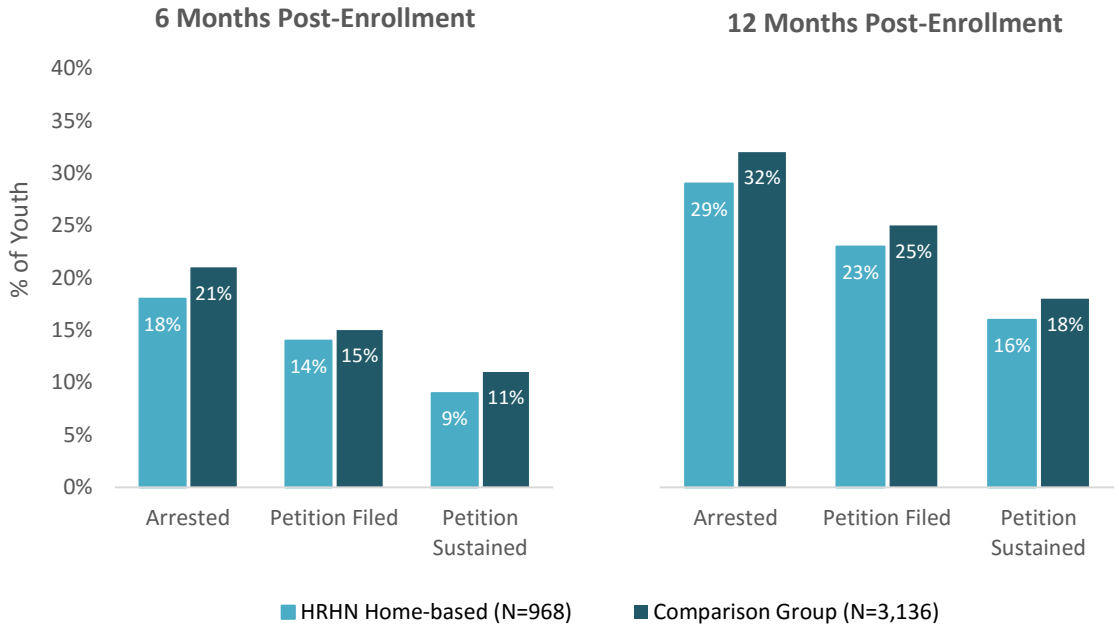


Table 8. Likelihood of Recidivism among Youth receiving HRHN Home-Based Services compared to Comparison Group Youth[29]

	HRHN Home-Based (N=968)	
	Odds Ratio (95% CI)	P-Value
6 Months Post-Enrollment		
Arrested	0.91 (0.75, 1.10)	0.33
Petition Filed	0.96 (0.78, 1.20)	0.74
Petition Sustained	0.91 (0.70, 1.17)	0.46
12 Months Post-Enrollment		
Arrested	0.87 (0.74, 1.03)	0.11
Petition Filed	0.92 (0.77, 1.10)	0.38
Petition Sustained	0.89 (0.72, 1.09)	0.25

[29] The logistic regressions are adjusted for program start year, age, gender, race/ethnicity, risk level, and supervisorial district.

HRHN Home-Based and GS Home-Based Recommendations

The evaluation found that HRHN Home-Based and GS Home-Based Services are based on an effective program model, but that the outdated Social Learning Model curriculum, restrictive contract provisions, and low and irregular referrals impede providers from delivering HRHN Home-Based and GS Home-Based in a strengths-based and youth development-focused manner. Additionally, the programs' short timeframe and limited data availability make it difficult to ascertain program impact. The following recommendations are intended to strengthen program design and implementation.

HRHN Home-Based and Gender-Specific Home-Based Recommendations

1. Update the Social Learning Model curriculum to:
   - take a strengths-based approach that emphasizes youths' assets;
   - incorporate a parent component within the curriculum; and
   - allow providers the ability to adapt the curriculum to youths' individualized needs.
2. Increase flexibility to extend the length of service beyond 12 weeks.
3. Provide CBOs discretionary funding that can be used for supplemental services to support youth and their families (e.g., incentives, household goods, field trips).
4. Develop incentives for program completion (e.g., shorten probation terms, banked caseloads) so DPOs can encourage participation without mandating it.
5. Ensure DPOs understand the differences between the number of family-focused programs available to youth on probation and target referrals specifically to youth and families whose needs (and court-mandated requirements) are best met through HRHN Home-Based and GS Home-Based.

Chapter 3. HRHN Employment

Program Overview

HRHN Employment Services are provided by CBOs that offer job training and job placement to youth on probation between 16 and 18 years old. The goal of this program is to increase job readiness and placement that can ultimately result in successful career paths for youth.[30]

This program is designed to deliver services in four modules:

- **Module 1. Individualized Assessment and Employment Eligibility Services**. Participants complete an intake assessment within a week of referral that identifies the participant's interests, skills, traits, and strengths and weaknesses as they relate to employability. Based on the participant's assessment results, providers develop a work/vocational case plan that outlines the specific services that the participant will receive.
- **Module 2. Job Readiness and Job Placement Services**. Participants complete 18 hours of work readiness training that covers a variety of topics such as application and resume writing, job interview practice, job search techniques, and grooming and proper work habits. Providers work to place participants with an employer and ensure that participants have the necessary documentation to obtain employment.
- **Module 3. Vocation Training and Job Placement Services.** Participants receive vocational training for three to six months that results in an industry-recognized certificate and are placed in a job preferably of the same vocational training.
- **Module 4. Employment Placement and Retention Services**. After job placement during Module 2 or 3, participants must retain employment for six months. During this time, providers have weekly conferences with the participant and the participant's parent/guardian and DPO. Providers are also required to conduct bi-weekly phone calls with the participants' employer and monthly unannounced visits at participants' work site.

The Probation Department holds ten different contracts with six providers across supervisorial districts (clusters). Contingent upon funding, CBO contracts can be extended annually for up to five years.

Table 9. HRHN Employment Providers

Agency	Cluster				
	1	2	3	4	5
Soledad Enrichment Action	X				
South Bay Workforce-Hawthorne		X			
Community Career Development		X			
Jewish Vocational Services			X		X
Communities in Schools of San Fernando Valley			X		
Special Services for Groups				X	

[30] JJCPA funds two other employment-related programs. Two CBOs are allocated ~$400,000 annually for Educational Pathways and Vocational Opportunities (EPVO) and the LA City Economic and Workforce Development Dept. is allocated ~$230,000 annually for an employment program. These programs provide different services and employ different service delivery models, therefore they are not included in this analysis.

Budget

Since FY13/14, the JJCC has allocated approximately $2 million to HRHN Employment Services annually. However, from FY12/13 through FY15/16, CBOs only expended approximately 40-60% of the allocated program budgets each year, contributing to an accumulation of unspent JJCPA funds.

Referrals and Enrollment

CBO providers receive referrals from probation officers through the Probation Department's PAUR unit. According to provider's contracts, the Probation Department anticipates making 25 referrals (per contract) annually, which would amount to 250 total yearly referrals. As shown in Figure 11, employment referrals exceeded the anticipated target each year from FY12/13 to FY15/16. However, Table 10 shows that at least 28% of youth referred to HRHN Employment do not enroll in the program.

Figure 11. Employment Referrals

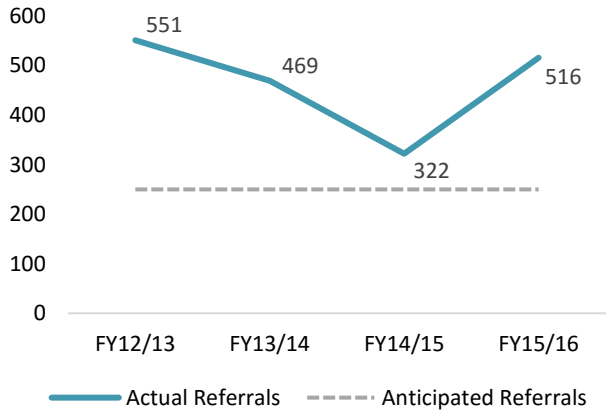


Table 10. HRHN Employment Program Enrollment (FY12/13-FY15/16)

	Count	Percent
Not Enrolled[31]	513	28%
Enrolled	894	48%
Enrollment Unknown[32]	448	24%

Participant Characteristics[33]

The majority of youth who participate in HRHN Employment are between the ages of 16 and 18 years old (see Appendix D, Table 21). Approximately 70% of the participants are Hispanic/Latino, 26% Black, and 4% White. HRHN Employment serves relatively similar proportions of low-risk, moderate-risk, and high-risk youth, even though the program is intended to serve high-risk/high-need youth (Table 11).

Table 11. Risk Level of HRHN Employment Participants

Program	Low Risk		Moderate Risk		High Risk	
	N	%	N	%	N	%
HRHN Employment (N=1,465)	530	36%	503	34%	432	29%

[31] RDA received referral date and program end date for all youth referred to HRHN Employment. Youth categorized as "Not Enrolled" had a start date and end date on the same day.
[32] Program end date was missing for these youth, therefore we do not know whether they enrolled in the program.
[33] Demographic and risk level data is from FY12/13 through FY15/16 (includes duplicated participants if youth participated in HRHN Employment more than once during the four-year period)

HRHN Employment Findings

Program Design

Finding 1: Youth want to be employed and appreciate individualized assistance finding a job.

Finding employment can be a challenging endeavor for youth without any prior work experience. The employment process involves a significant number of moving parts, which youth have difficulty navigating without individualized support. Guidance from CBO providers around the paperwork and documentation (e.g., identification, work permit) facilitates the process for youth. Participants shared that the program provided them the attention and motivation they need to get jobs.

> *"When I try to apply for jobs on my own, the paperwork is stressful, but with this, they stay on you. It keeps you motivated. Applying for a job is not easy but with them, they make it easier." –Youth Participant*

> *"At school we have a career center and they just give you a list, but here they actually sit down with you and help you." –Youth Participant*

Finding 2: HRHN Employment contracts limit the types of jobs that youth can obtain, which restricts youths' potential career opportunities.

CBO contracts specify that youth may not be placed in jobs that are seasonal or temporary, and CBOs cannot subsidize youths' wages, though CBOs can request for individual exemptions from these stipulations. These specifications do not take into account youths' limited work experience nor do they acknowledge the learning potential of temporary roles. These limitations also stand at odds with youth workforce development research for juvenile justice-involved youth, which states that: "Internships, subsidized employment, transitional employment, or other types of paid or unpaid work experience are effective ways for young offenders to learn about the expectations of the workplace and launch a career."[34] LA County YouthSource Centers, which are funded through the Youth Workforce Innovations and Opportunity Act (WIOA), offer paid internships, which is disallowed through the HRHN Employment contract.[35]

Contract terms also limit the degree of involvement that youth can having finding employment opportunities. CBOs must directly place youth in jobs, therefore job openings that youth find themselves (e.g., youth request an employment application from their local grocery store) do not "count," even if the CBO assists with the application process. This language removes the participant as a key player in the employment process and limits the types of jobs youth can obtain. Though the LA County Probation Department has made case-by-case decisions to permit seasonal, temporary, or youth-identified jobs, the onus is on CBOs to seek out individual approvals from Probation leadership.

[34] National Council of Juvenile and Family Court Judges, Juvenile Sanctions Center: Training and Technical Assistance Program Bulletin, 2005, "Overcoming Barriers to Employment for Youth in the Juvenile Justice System: A Practical Guide," http://www.ncjfcj.org/sites/default/files/employmentopportunitiesforyouth_0.pdf
[35] It appears that one CBO has received an exemption from this contract provision

Finding 3: The HRHN Employment program model heavily emphasizes job retention without adequately addressing work readiness and job placement.

Through HRHN Employment contracts, CBOs are paid to provide 18 hours (nine two-hour workshops) of work readiness training and job placement services, which oftentimes take place in groups. This limited timespan does not consider the fact that many youth, particularly those with no prior job experience, need more time to become job ready and find paid employment. CBOs also require more time to develop relationships with youth in order to provide more sensitive feedback about personal barriers to employment, such as hygiene.

> *"I need to see [participants] once or twice a week so they trust me enough so I can tell them they need to take a shower or clean nails – I can't tell them that in a group setting." –CBO*

Job development is not a component of HRHN Employment. Though some CBOs employ job developers to identify employment opportunities appropriate for youth participants, the time spent developing relationships with employers is not compensated through CBOs contracts.

In contrast to the 18 hours of work readiness training and job placement services, the job retention module of HRHN Employment lasts for six months. During this time, CBOs check in weekly with the youth participant, parent/caregiver, and DPO; conduct bi-weekly phone calls with the participants' employer; and make monthly-unannounced visits at participants' work site. This level of monitoring, particularly with youth's employers, can be intrusive.

Finding 4: HRHN Employment includes a three to six month vocational component that provides an industry-certified certificate to successful participants; however, few youth participate in this component.

A number of issues prevent youth from receiving vocational training. First, CBOs report that youth oftentimes want to earn wages immediately and, given that they are full-time students, do not generally have time or interest in receiving unpaid vocational training. Second, CBOs are not always aware of the specific training opportunities available in their community and, given the low number of referrals, are unable to secure dedicated spots in training programs because they cannot guarantee a steady stream of participants. Third, it is possible that CBOs do not offer vocational training because they are disincentivized to provide vocational training, due to contract stipulations. CBOs are not paid for the three to six months spent providing training until the youth participant is placed in a job. Therefore, CBOs could pay for a vocational training program and support the youth's attendance for up to six months, but not receive any compensation for this time if, for any reason, the youth does not start a job.

Program Delivery

Finding 5: A variety of factors inhibit program enrollment and success, leading to low program completion rates.

Only approximately half of the youth referred to HRHN Employment enroll in the program and, of those enrolled, only 36% complete the program. The low enrollment rate may be due to inappropriate referrals (e.g., youth are unaware of what the program entails or have other obligations that prevent them from participating in the program), a lack of coordination between DPOs and CBOs, and contract provisions that only allow a week for CBOs to contact youth after receiving a referral. CBOs shared that stronger relationships with DPOs and "warm handoffs" to CBOs could help increase enrollment rates.

Low completion rates may be due to the limited amount of work readiness training provided by the program, as well as the program's narrow definition of program completion. Youth are only considered to have completed the program if they retain employment for six months. They do not complete the program if they are placed in a job but refuse retention services (which involve monthly unannounced visits to youth's workplace) or if they get jobs that do not "count" (e.g., seasonal, temporary, and job postings the youth find themselves). Employment attainment can also be limited by conditions of youth's probation (e.g., on house arrest).

Finding 6: CBOs augment their contracts by working with youth beyond the time allotted and providing youth additional services.

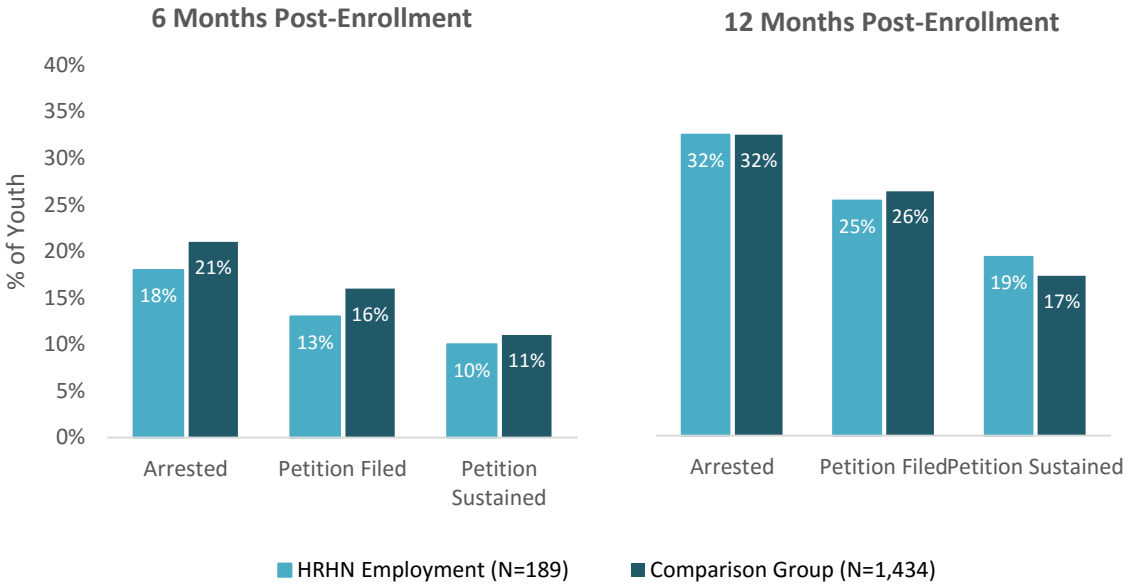
CBOs often provide work readiness training beyond the 18 hours allotted, even though they are not compensated for this time. CBOs also provide additional services such as food provision during workshops, transportation (e.g., bringing youth to services), and interview-appropriate clothing. Youth have a range of needs and goals and oftentimes require larger investments of time and resources than what contracts will reimburse.

Impact

Finding 7: Overall, youth receiving HRHN Employment services had a similar, albeit slightly higher rate of recidivism as the comparison group.

The proportion of youth who were arrested, had a petition filed, or petition sustained within six and twelve months of program enrollment was similar among youth who received HRHN Employment services and the comparison group (youth home on probation not receiving HRHN Employment services) (Figure 12). The recidivism rates for youth participating in HRHN Employment are slightly higher than HRHN Home-Based and significantly higher than School-Based Probation and GS Home-Based. However, given the short timeframe of HRHN Employment, it is difficult to attribute participants' future juvenile justice involvement to program participation. Due to missing data and other exclusion criteria, only 21% of HRHN Employment youth were included in the recidivism analysis (see Appendix B for more information about quantitative data methods and limitations).

Figure 12. Proportion of HRHN Employment and Comparison Group Youth Recidivating within 6 and 12 Months Post-Enrollment



After adjusting for demographic characteristics and risk-level, there was a general trend wherein youth receiving employment services were slightly more likely to recidivate than youth in the comparison group within 6 and 12 months of enrollment (Table 12). However, these findings were not statistically significant.

Table 12. Likelihood of Recidivism among Youth receiving HRHN Employment Services compared to Comparison Group Youth[36]

	HRHN Employment (N=189)	
	Odds Ratio (95% CI)	P-Value
6 Months Post-Enrollment		
Arrested	1.00 (0.66, 1.50)	0.85
Petition Filed	0.94 (0.56, 1.51)	0.75
Petition Sustained	1.14 (0.67, 1.92)	0.61
12 Months Post-Enrollment		
Arrested	1.18 (0.84, 1.66)	0.34
Petition Filed	1.10 (0.76, 1.58)	0.61
Petition Sustained	1.35 (0.90, 2.03)	0.15

[36] The logistic regressions are adjusted for program start year, age, gender, race/ethnicity, risk level, and supervisorial district.

HRHN Employment Recommendations

The evaluation found that HRHN Employment's program design limits the degree to which the program prepares youth to successfully obtain and retain meaningful employment. Employment training, placement, and retention are critical services for youth on probation. However, HRHN Employment does not appear especially effective at connecting youth to jobs and supporting career development and there is limited data available on program impact.[37] The following recommendations are intended to redesign HRHN Employment to align with best practices in youth workforce development.

HRHN Employment Recommendations

Redesign HRHN Employment to align with best practices and leverage existing employment resources, including the LA County Department of Workforce Development, Aging, and Community Services. At a minimum, this redesign should include:

7. Loosen the restrictions on the type of accepted employment opportunities to support internships, seasonal employment, and subsidized employment that support career pathways.

8. Increase flexibility to extend the length of employment readiness training beyond 18 hours, based on the needs of the individual youth.

9. Compensate CBOs for the time they spend providing employment readiness or vocational training, independent of whether youth are placed in jobs.

10. Support vocational training that is tied to meaningful professional opportunities through paid vocational training and subsidized employment opportunities
    - Incorporate vocational opportunities in the arts (e.g., the NYC NeON Arts program that focuses on the intersection of creativity and skill through vocations such as music production and camera technician/film production)

11. Integrate job development into the program's design and support/encourage providers to develop relationships with local employers, including providing incentives or stipends to employers to subsidize youth's wages.

12. Leverage and align HRHN Employment with existing LA County youth employment programs, such Youth Workforce Innovations and Opportunity Act (WIOA)-funded YouthSource Centers.

[37] For example, data gaps prevent us from identifying the number of youth who are placed in and/or retain jobs.

Conclusion

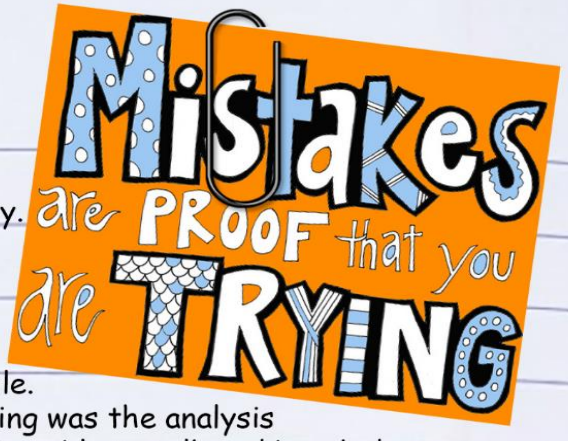
This report analyzes the effectiveness of School-Based Probation and HRHN Services, two interventions that operate very differently. School-Based Probation—a type of probation caseload—places DPOs in schools to supervise youth on probation and provide case management services. In contrast, HRHN Services—which is comprised of HRHN Home-Based, HRHN GS Home-Based, and HRHN Employment—are delivered by CBOs who provide targeted services over several months.

Unsurprisingly, given their distinct service delivery models, findings and recommendations differ between each intervention. While School-Based Probation recommendations focus on clarifying DPO roles and ensuring DPOs employ a youth development approach; HRHN Services recommendations emphasize modifying CBO contracts (and redesigning HRHN Employment) to ensure that the program design is responsive to the needs of youth and their families and support CBOs in delivering services effectively.

Though this report concentrates on intervention-specific recommendations to better align School-Based Probation and HRHN Services with best practices and meet community needs, key findings across programs indicate a need for systems-level reform. Many elements of JJCPA (e.g., program curriculums, contract provisions) have not been updated since their initial development over ten years ago. Additionally, limited documentation and transparency about JJCPA inhibits stakeholders' understandings of JJCPA programs and prevents cross-system coordination. In particular, CBO providers, youth and family participants, and other community stakeholders do not have opportunities or venues to share their experiences and impact program design. Furthermore, limited quantitative data on program implementation and impact prevent a comprehensive assessment of how JJCPA programs operate and their impact. These issues are best addressed at the systems level and our recommendations to strengthen strategic planning, communication, evaluation, and oversight of JJCPA can be found in our third and final report, the *Gap Analysis*.

Appendix A. YJC Youth Researcher Reflections and Graphics

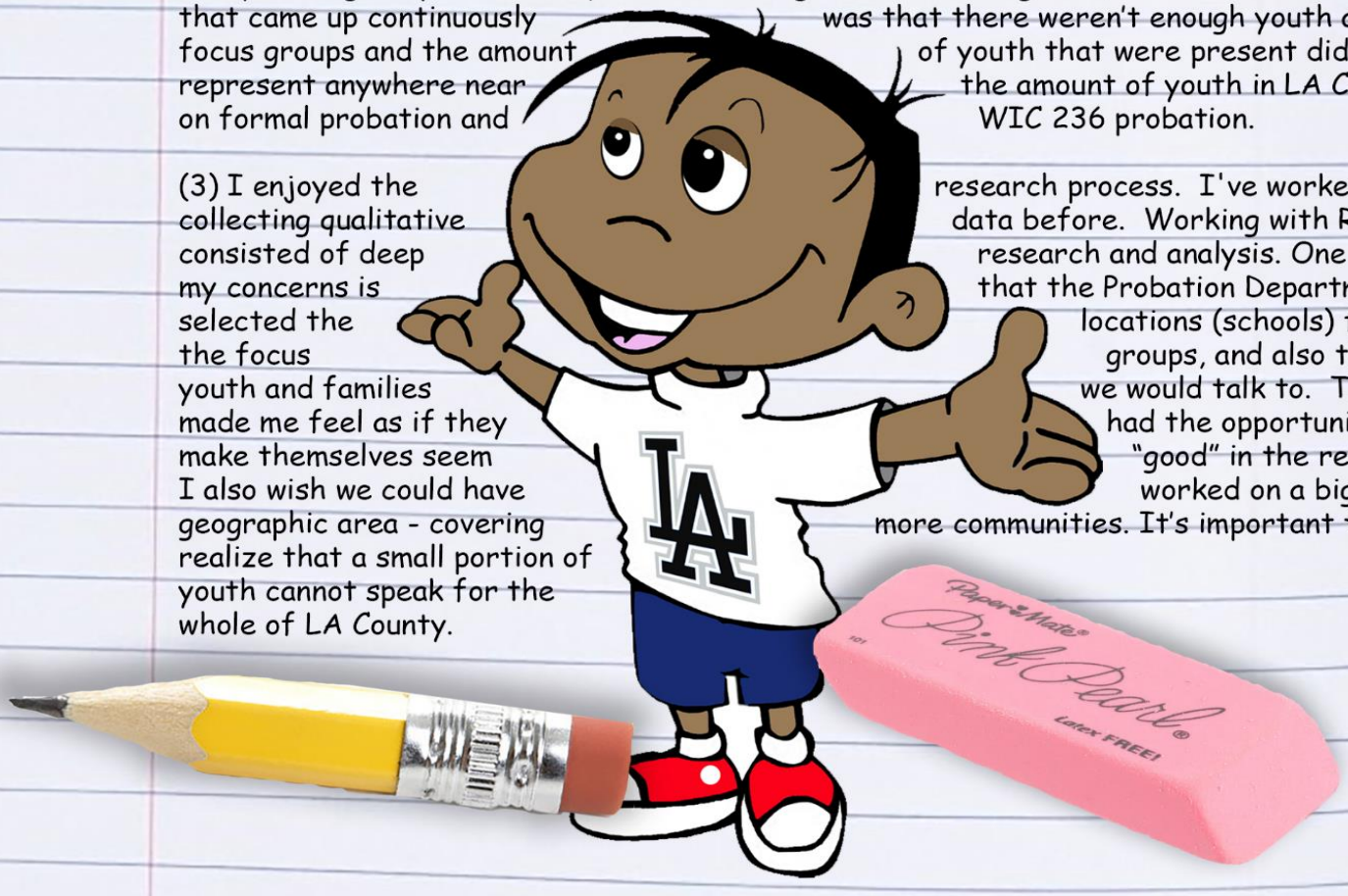
YJC YOUTH RESEARCHER REFLECTIONS

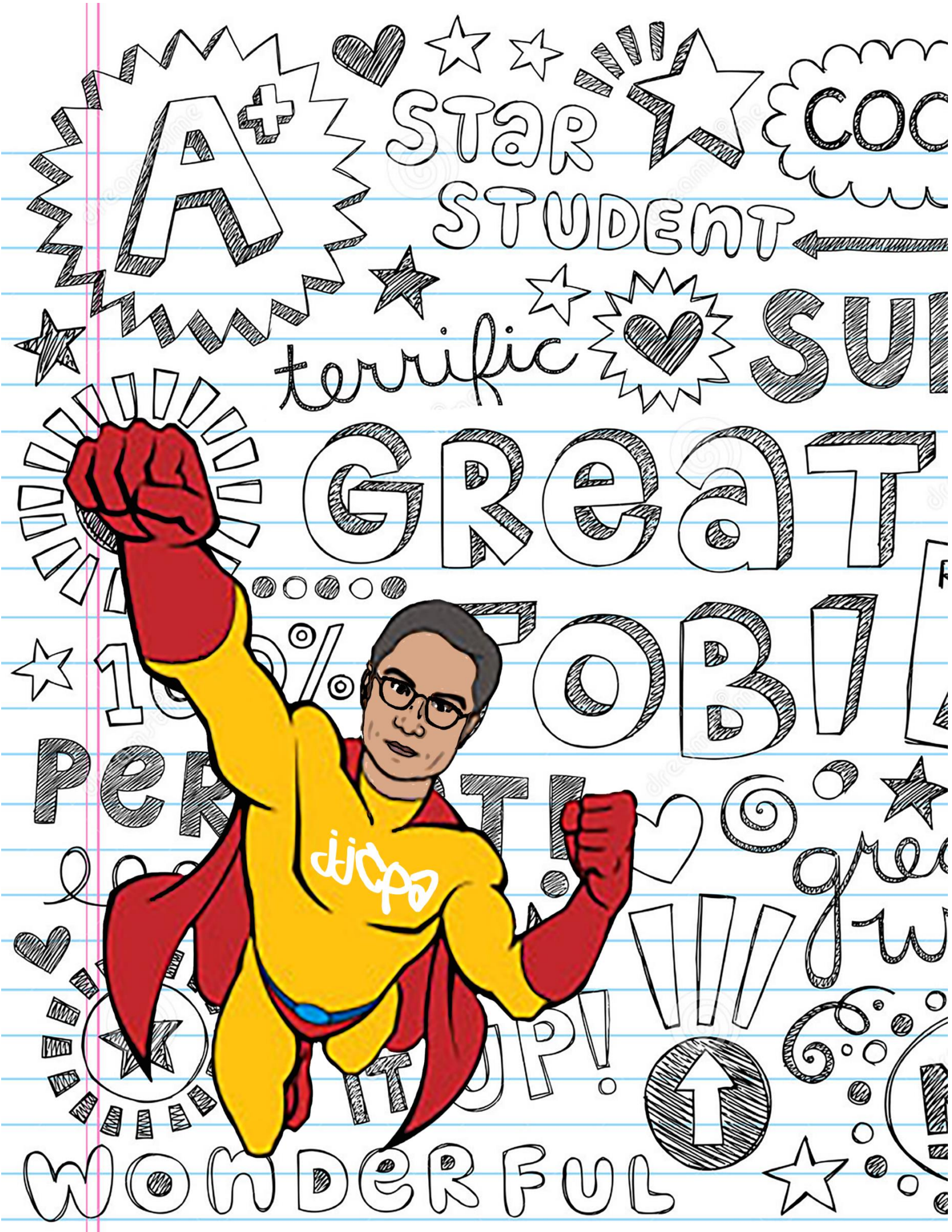


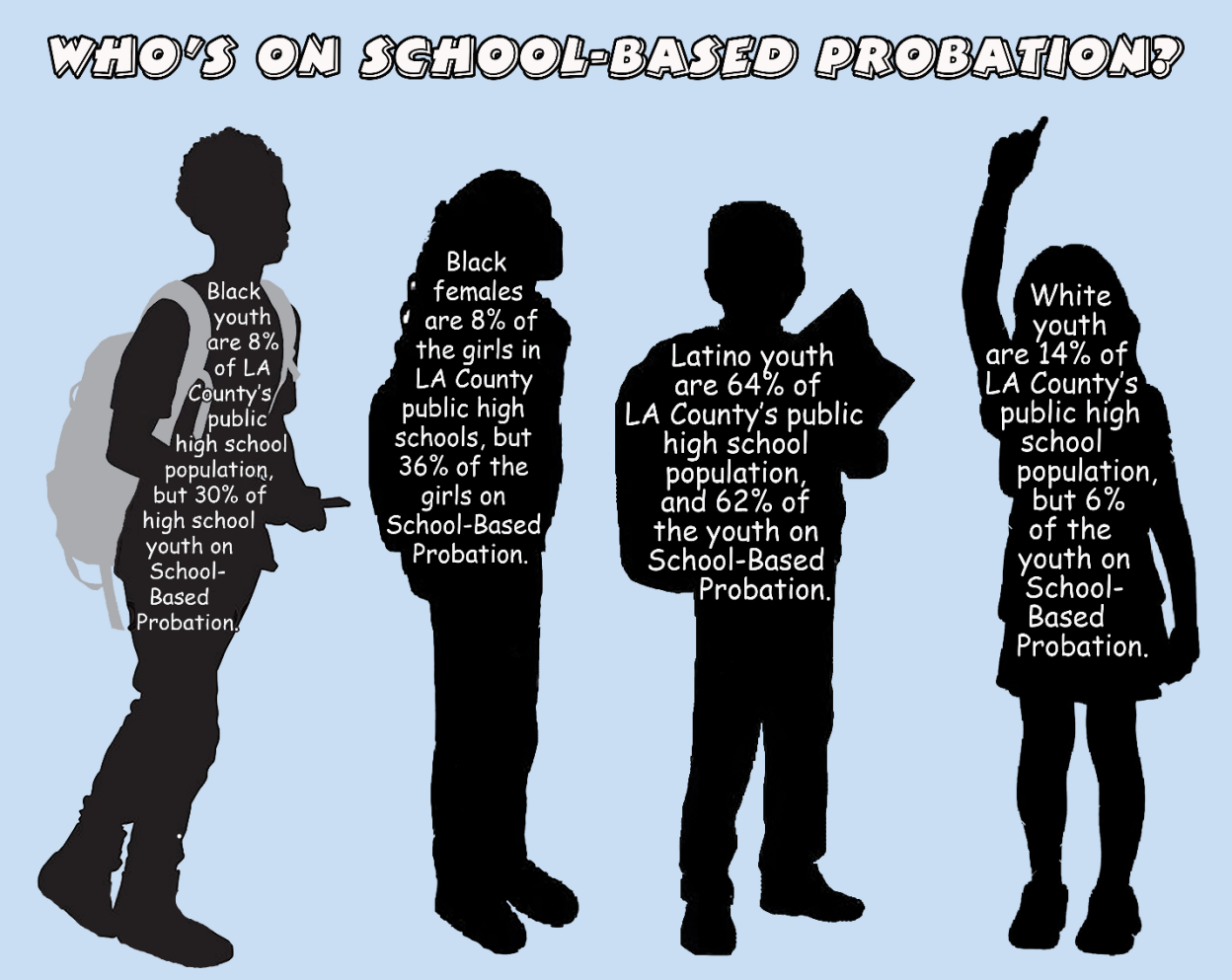
(1) Working with RDA has equipped me with another tool to look deeper into my community. Having youth be a part of this type of research in my eyes is a great way to do it because we go engage with our peers. The connection we were able to make with our peers to get information made it all worthwhile. Another part of the project I felt was engaging was the analysis because we got to break everything down. Being able to talk and break down our findings was helpful because it seems like we gave the report life by acknowledging the youth and families' struggles, especially since many of us have been through them as well. Youth PAR research is different from research I have done in the past because it was more collaborative from the focus groups to the analysis. I think talking about the research and hearing other people spark each other's thoughts helped to give credibility to the whole project. I have done some great research in the past, but it didn't involve too much collaboration with other organizations. Although the research I did in the past was a success and something I supported, it was easy to see how people could try and manipulate research if it's in the wrong hands.

(2) Working on youth participatory action research has given me a powerful tool in context to data, analysis and research. The most effective component for me was when we looked at data findings. This step gave me the chance to analyze quotes taken from WIC 236 youth; youth currently on probation, and parents whose youth are in these programs. We were also able to write statements that summarize each category, so that meant really looking deep into each quote that was given and reading between the lines. A concern that came up continuously was that there weren't enough youth at the focus groups and the amount of youth that were present did not represent anywhere near the amount of youth in LA County on formal probation and WIC 236 probation.

(3) I enjoyed the research process. I've worked on collecting qualitative data before. Working with RDA consisted of deep research and analysis. One of my concerns is that the Probation Department selected the locations (schools) for the focus groups, and also the youth and families we would talk to. This made me feel as if they had the opportunity to make themselves seem "good" in the results. I also wish we could have worked on a bigger geographic area - covering more communities. It's important to realize that a small portion of youth cannot speak for the whole of LA County.




A+
STAR
STUDENT
terrific
GREAT
WONDERFUL


WHO'S ON SCHOOL-BASED PROBATION?
Black youth are 8% of LA County's public high school population, but 30% of high school youth on School-Based Probation.
Black females are 8% of the girls in LA County public high schools, but 36% of the girls on School-Based Probation.
Latino youth are 64% of LA County's public high school population, and 62% of the youth on School-Based Probation.
White youth are 14% of LA County's public high school population, but 6% of the youth on School-Based Probation.

Appendix B. Quantitative Data Methods and Limitations

Program Data. Limitations in data availability and standardization prevent us from understanding key elements of program implementation and identifying how variations in implementation affect participant outcomes. For example, we do not have data on the frequency or dosage of service. The number of meetings between youth participants and their DPOs or CBO service providers may vary widely and be correlated with participant outcomes, but we are unable to explore this relationship. Similarly, data on youth on probation's participation in non-JJCPA funded external services is tracked in PCMS case notes and cannot be easily extracted and quantified. Therefore, we are unable to explore how non-JJCPA services interact with or affect participant experiences and outcomes.

For HRHN Services, the CBO tracking system does not include a field to designate the specific CBO that delivered services, therefore we cannot analyze variations in referrals and outcomes between CBO providers. Additionally, a significant percentage of youth (between 8-24%, depending on the HRHN service) are missing data about their end date and completion status, making it impossible to definitively determine who enrolls in and completes each program.

Measures of program success are also very limited. For School-Based Probation, although PCMS contains fields for DPOs to input data on a number of school-related outcomes (e.g., credits, suspensions, and expulsions), this information is not routinely entered and large gaps in data prevented us from including these outcomes in our analysis. In addition, PCMS data alone is insufficient to analyze changes in school attendance, as each school district operates on different calendar systems.

HRHN Employment only collects data on youth completion, which is defined as six months of job retention. It does not collect data on employment attainment or any other measures of success (e.g., attending work readiness trainings, engaging in the program). Youth identified in the data as "did not complete" include a broad array of youth with very different reasons for non-completion, including youth who were placed in a job but refused retention services, attained employment that did not "count" according to the contract, moved to a different county, completed probation, died, or were incarcerated).

A pre-/post questionnaire is completed by CBOs for HRHN Home-Based and HRHN GS Home-Based Services to assess changes in the youth participant's behavior and family dynamics. However, the pre- and post-questionnaire does not ask the exact same questions and domains may not be indicative of program outcomes.

Recidivism Analyses. In California, recidivism for individuals in the adult criminal justice is defined as conviction of a new felony or misdemeanor committed within three years of release from custody or committed within three years of placement on supervision for a previous criminal conviction. Due to differences in the juvenile justice system and the relatively short duration of probation supervision and program participation for many youth, RDA defined recidivism as a sustained petition (i.e., adjudication) of a new misdemeanor or felony within 12 months of supervision or program start. In addition to recidivism analyses, arrests and petitions filed for new misdemeanor and felony offenses were also examined to assess other indicators of juvenile justice system contact.

To explore program effectiveness, a comparison group was used to assess recidivism and further juvenile justice system contact among youth who did not participate in the JJCPA program. The comparison group includes youth who were on a "home on probation" caseload during the same time frame as JJCPA program youth (July 1, 2012-June 30, 2016) and did not receive the specified JJCPA program. For both JJCPA and comparison group youth, analyses were limited to youth who were enrolled in the program for at least one month, were under the age of 17, and had documented demographic and risk-level information.

Juvenile arrest and court order records were used to identify new arrests, filed petitions, and sustained petitions at both six and twelve months after program enrollment. Sustained petitions were defined as petitions that resulted in a wardship disposition (i.e., Department of Juvenile Justice, camp, suitable placement, or home on probation). Enrollment was defined as 1-month after youth's program start date. For comparison group youth, the program refers to the start of their “home on probation” caseload.

We performed descriptive analyses to look at the frequency of recidivism events for both program and comparison youth, followed by multiple logistic regression controlling for differences in characteristics between program and comparison youth. Logistic regression is a method for analyzing data that examines the likelihood of an event occurring, in this case, the probability of JJCPA program participants recidivating. Logistic regression is a commonly used and widely accepted method for analyzing recidivism rates and isolating the effects of various factors on the likelihood of recidivism. Our logistic regression results indicate the estimated likelihood of recidivism among youth who participated in the JJCPA program relative to comparison group youth while accounting for additional factors, including program start year, age, gender, race/ethnicity, risk level, and supervisorial district.[38]

Recidivism Limitations. A number of youth had to be dropped from recidivism analyses due to missing data and other exclusion criteria, limiting the recidivism analyses to only a subset of youth in each program (Table 13). Exclusion criteria are described below:

- Youth missing data for any of the factors included in the logistic regressions were excluded from recidivism analyses.
- Several youth who received school-based supervision services between FY12/13-FY15/16 (July 1, 2012 – June 30, 2016) had a program start date prior to July 1, 2012. Due to the time period of data we received, we were unable to identify program start date for these youth and they were therefore excluded from recidivism analyses.
- Juvenile arrest and court order records are only available for youth until the age of 18. As a result, recidivism analyses could not reliably be performed for youth 17 or older at program start as arrest and court order data would not necessarily be available for the full 12 months after program enrollment.
- Youth enrolled in the program for less than one month were excluded from recidivism analyses as the limited service duration was likely insufficient to impact juvenile justice involvement.

[38] Given the relatively small sample size of youth participating in gender specific home-based services and high risk high need employment services, supervisorial district was not included in recidivism logistic regressions for these services.

Table 13. Number of Youth Included in Recidivism Analyses

	Unduplicated Youth Enrolled[39] in the JJCPA Program	Unduplicated Youth Included in Recidivism Analyses	% Enrolled Youth Included in Recidivism Analysis
School-Based Probation	8,454	3,858	46%
HRHN GS Home-Based	241	141	59%
HRHN Home-Based	2,548	968	38%
HRHN Employment	894	189	21%

Additionally, as mentioned, logistic regression was used to control for differences in participant characteristics between program and comparison youth (characteristics of youth included in recidivism analyses are reported in Appendix E). However, there still may be unmeasured differences between program and comparison group youth that could not be accounted for with the available data, which may influence recidivism results. For example, we cannot account for differences in the frequency and intensity of services youth received from a specific program, particularly for School-Based Probation. Although we limited analyses to youth who participated in a specified program for at least one month, some youth may not attend and/or actively engage in services enough to receive benefits associated with the program. As a result, program impacts may be underestimated. On the other hand, youth may participate in other probation or community-based programs in addition to the JJCPA program (or supervision for comparison group youth). However, we cannot isolate the effect of the specified program in relation to other programs youth may also be receiving, which may result in overestimation of program impact.

[39] Enrollment is defined as participation in the program for more than one week.

Appendix C. School-Based At-Risk Considerations

Until 2018, WIC 236 services were provided by the LA County Probation Department to serve at-risk youth in middle and high schools. The program worked with youth based on a wide variety of issues identified by school administrators, parents or other parties as concerning—most often school attendance and grades. Under WIC 236, these youth are then labeled as "at risk" and targeted for programming and connection to services aimed at preventing or minimizing police or court contact. As the Probation Department winds down the service provision to WIC 236 youth, there are several considerations that the JJCC and larger community should keep in mind:

1) WIC 236 Youth need to be supported in various ways:
    a. Academic
    b. Pro-Social (mentorship and peer groups)
    c. Youth Development
    d. School Navigation

2) Services should…
    a. Include navigation through school, connection to services and delivery of services
    b. Focus on families, not just youth
    c. Be rooted in youth development principles and practices, including asset/strength-based assessment and approach rather than deficit-based approach to programming planning, delivery and evaluation
    d. Be appropriate to youth and family interests, needs and dreams and not be either a "one-size-fits-all" model where all youth get the same programming, over-pathologizing, or prescriptive

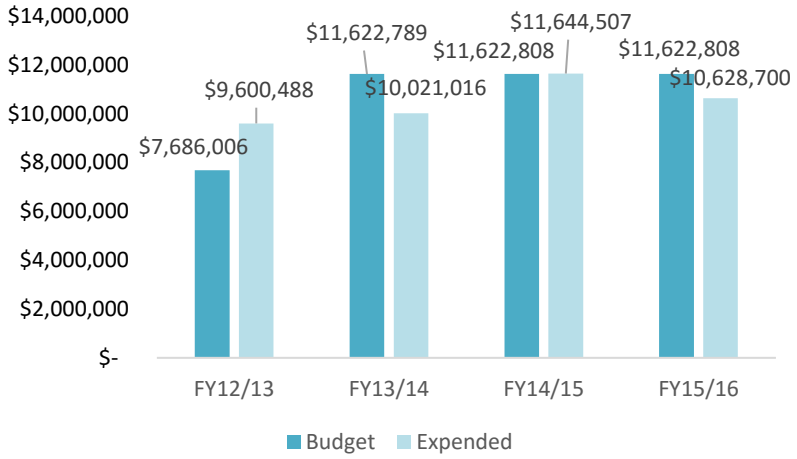
3) Community-based, owned and operated organizations are best equipped to effectively meet the needs mentioned above.
    a. CBOs and services must be located in schools.
    b. In order to successfully provide services, CBOs will need institutional power.

4) CBO contracts should be offered through the Office of Diversion and Reentry (ODR) or another County department.
    a. Individual-level data should not be shared with the Probation Department or other law enforcement agencies; progress reports should be shared with school officials, but data on youth and families should not be included as part of educational records

Appendix D. JJCPA Program Profiles

High School Supervision

Figure 13. School Supervision* Budget and Expenditures



*Budget includes both high school and middle school budget and expenditures.

Figure 14. High School Supervision Participants Served

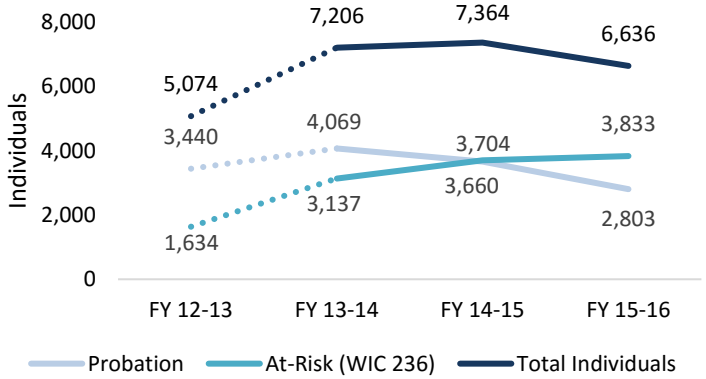


Table 14. High School Supervision Client Characteristics, FY12/13-FY15/16, N=16,116

Characteristics	At-Risk Youth Clients	At-Risk Youth %	Probation Youth Clients	Probation Youth %
Gender	**N=7,662**		**N=8,454**	
Female	3,323	43%	1,813	21%
Male	4,339	57%	6,641	79%
Age Group	**N=7,396**		**N=8,454**	
Under 10	3	<1%	-	-
10-11	41	<1%	2	<1%
12-13	752	10%	119	1%
14-15	3,879	52%	2,972	35%
16-17	2,476	33%	4,612	55%
18 and Older	245	3%	749	9%
Race/Ethnicity	**N=7,284**		**N=8,272**	
Asian/Pacific Islander	213	3%	70	1%
Black	864	12%	2,461	30%
Hispanic/Latino	5,744	79%	5,111	62%
White	330	5%	473	6%
American Indian	36	<1%	4	<1%
Other	97	1%	153	2%

*The available information varied among clients, resulting in different samples sizes across characteristics.

High Risk High Need (HRHN) Gender Specific Home-Based

Figure 15. Gender-Specific Home-Based Budget and Expenditures

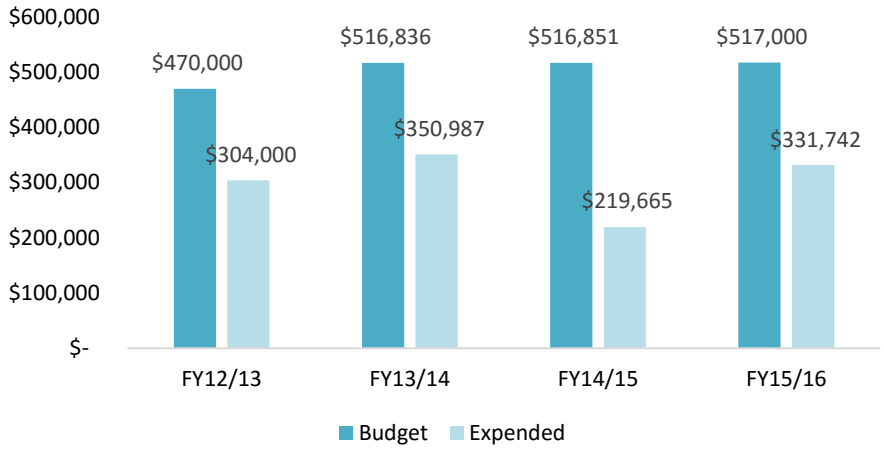


Figure 16. Gender-Specific Home-Based Participants Referred

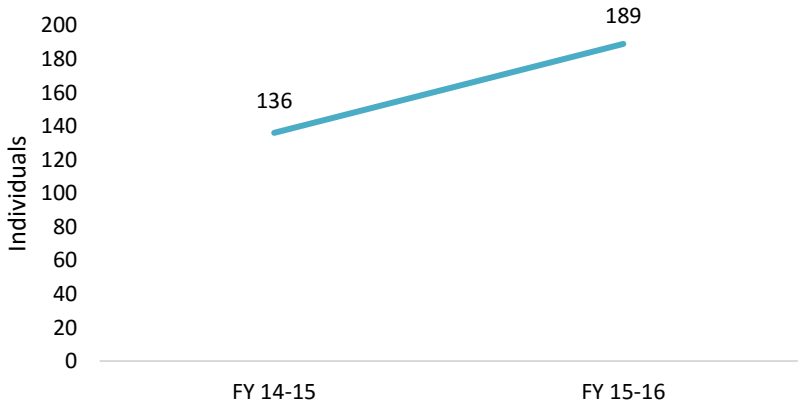


Table 15. Gender-Specific Home-Based Client Characteristics, FY14/15-FY15/16, N=325*

Characteristics	Clients	% of Total
Probation Status (N=325)		
At-Risk	7	2%
Probation	318	98%
Gender (N=325)		
Female	325	100%
Male	N/A	N/A
Age Group (N=324)		
Under 10	-	-
10-11	-	-
12-13	2	-
14-15	122	38%
16-17	170	52%
18 and Older	30	9%
Race/Ethnicity (N=323)		
Asian/Pacific Islander	4	1%
Black	112	35%
Hispanic/Latino	187	58%
White	18	6%
American Indian	-	-
Other	2	1%

*The available information varied among clients, resulting in different samples sizes across characteristics. This table captures data about referred participants and may include duplicates if youth are referred more than once.

High Risk High Need (HRHN) Home-Based

Figure 17. HRHN Home-Based Budget and Expenditures

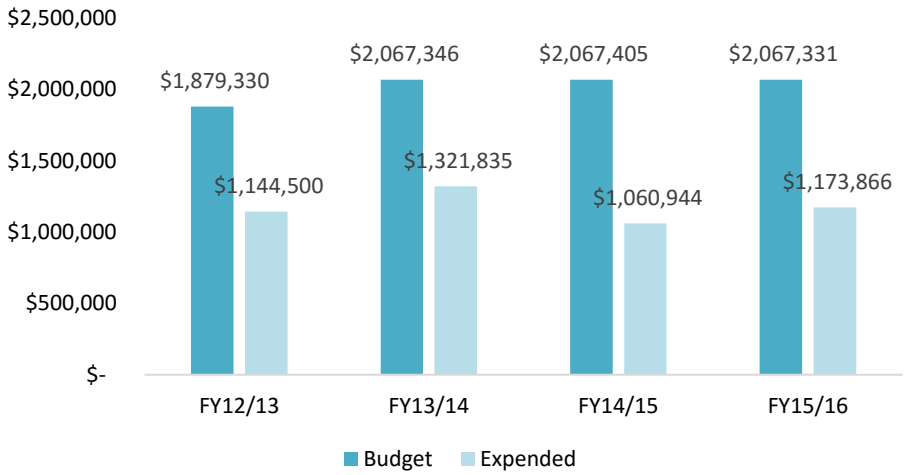


Figure 18. HRHN Home-Based Participants Referred

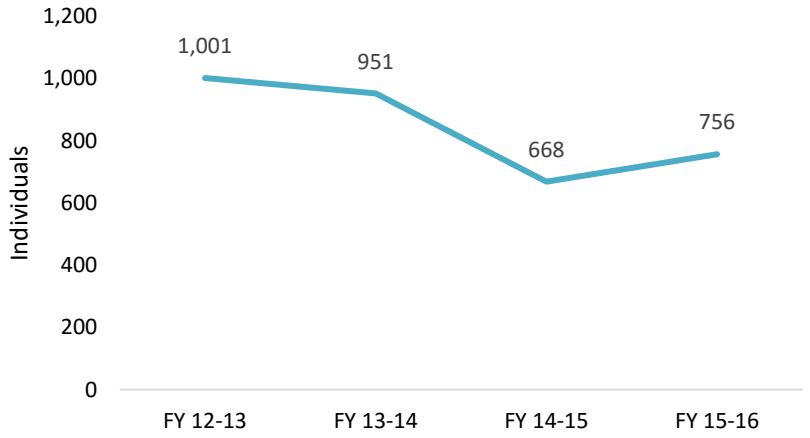


Table 16. HRHN Home-Based Client Characteristics, FY12/13-FY15/16, N=3,376*

Characteristics	Clients	% of Total
Probation Status (N=3,361)		
At-Risk	15	<1%
Probation	3,346	99%
Gender (N=3,361)		
Female	367	11%
Male	2,994	89%
Age Group (N=3,359)		
Under 10	-	-
10-11	-	-
12-13	6	<1%
14-15	809	24%
16-17	2,198	65%
18 and Older	346	10%
Race/Ethnicity (N=3,319)		
Asian/Pacific Islander	24	1%
Black	900	27%
Hispanic/Latino	2,199	66%
White	147	4%
American Indian	-	-
Other	49	1%

*The available information varied among clients, resulting in different samples sizes across characteristics. This table captures data about referred participants and may include duplicates if youth are referred more than once.

High Risk High Need (HRHN) Employment

Figure 19. HRHN Employment Budget and Expenditures

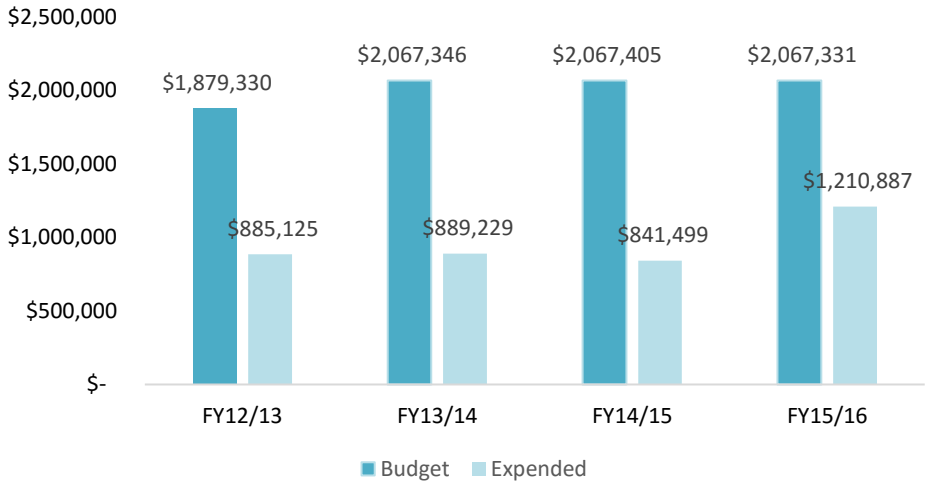


Figure 20. HRHN Employment Participants Referred

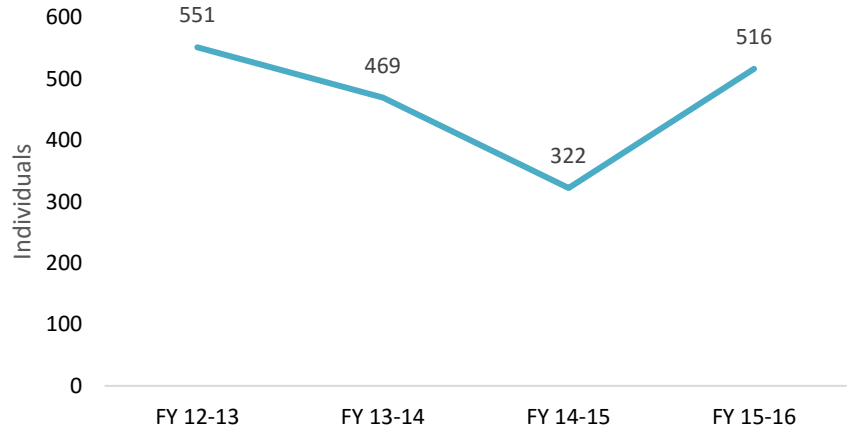


Table 17. HRHN Employment Client Characteristics, FY12/13-FY15/16, N=1,858*

Characteristics	Clients	% of Total
Probation Status (N=1,848)		
At-Risk	138	7%
Probation	1,710	93%
Gender (N=1,847)		
Female	363	20%
Male	1,484	80%
Age Group (N=1,843)		
Under 10	-	-
10-11	-	-
12-13	-	-
14-15	61	3%
16-17	1,446	78%
18 and Older	336	18%
Race/Ethnicity (N=1,809)		
Asian/Pacific Islander	18	1%
Black	471	26%
Hispanic/Latino	1,227	68%
White	74	4%
American Indian	1	<1%
Other	18	1%

*The available information varied among clients, resulting in different samples sizes across characteristics. This table captures data about referred participants and may include duplicates if youth are referred more than once.

Appendix E. Program Participant Characteristics for Recidivism Analyses

Table 18. Characteristics of High School Supervision and Comparison Group Youth

	High School Supervision (N=3,858)		Comparison Group (N=2,019)	
	Count	Percent	Count	Percent
Program Start Year				
FY2012	891	23%	381	19%
FY2013	1,216	32%	631	31%
FY2014	1,043	27%	531	26%
FY2015	708	18%	476	24%
Gender				
Male	2,960	77%	1,586	79%
Female	898	23%	433	21%
Age Group				
14	797	21%	305	15%
15	1,465	38%	673	33%
16	1,596	41%	1,041	52%
Race				
Hispanic/ Latino	2,347	61%	1,309	65%
Black	1,190	31%	572	28%
Other	321	8%	139	7%
Risk Level				
Low	1,849	48%	434	21%
Moderate	1,537	40%	836	41%
High	472	12%	750	37%
Supervisorial District				
Cluster 1	474	12%	462	23%
Cluster 2	923	24%	695	34%
Cluster 3	440	11%	177	9%
Cluster 4	1,019	26%	335	17%
Cluster 5	1,002	26%	349	17%

Table 19. Characteristics of Gender-Specific Home-based and Comparison Group Youth

	GS Home-Based (N=141)		Comparison Group (N=383)	
	Count	Percent	Count	Percent
Program Start Year				
FY2014	62	44%	204	53%
FY2015	79	56%	179	47%
Gender				
Female	141	100%	383	100%
Age Group				
14	35	25%	72	19%
15	51	36%	128	33%
16	55	39%	183	48%
Race				
Hispanic/ Latino	82	58%	201	52%
Black	46	33%	154	40%
Other	13	9%	28	7%
Risk Level				
Low	57	40%	81	21%
Moderate	57	40%	160	42%
High	27	19%	142	37%

Table 20. Characteristics of HRHN Home-Based and Comparison Group Youth

	HRHN Home-Based (N=968)		Comparison Group (N=3,136)	
	Count	Percent	Count	Percent
Program Start Year				
FY2012	199	21%	587	19%
FY2013	328	34%	934	30%
FY2014	223	23%	878	28%
FY2015	218	23%	737	24%
Gender				
Male	866	89%	2,445	78%
Female	102	11%	691	22%
Age Group				
14	142	15%	536	17%
15	320	33%	1,054	34%
16	506	52%	1,546	49%
Race				
Hispanic/ Latino	640	66%	1,895	60%
Black	259	27%	1,019	32%
Other	69	7%	222	7%
Risk Level				
Low	365	38%	828	26%
Moderate	350	36%	1,344	43%
High	253	26%	964	31%
Supervisorial District				
Cluster 1	176	18%	597	19%
Cluster 2	176	18%	1,075	34%
Cluster 3	107	11%	249	8%
Cluster 4	197	20%	624	20%
Cluster 5	312	32%	591	19%

Table 21. Characteristics of HRHN Employment and Comparison Group Youth

	HRHN Employment (N=189)		Comparison Group (N=1,434)	
	Count	Percent	Count	Percent
Program Start Year				
FY2012	69	37%	341	24%
FY2013	79	42%	550	38%
FY2014	41	22%	543	38%
Gender				
Male	150	79%	1,176	82%
Female	39	21%	258	18%
Age Group				
16	140	74%	855	60%
Race	41	22%	452	32%
Hispanic/ Latino	8	4%	127	9%
Black				
Other	189	100%	1,434	100%
Risk Level				
Low	86	46%	351	24%
Moderate	55	29%	580	40%
High	48	25%	503	35%