San Mateo Probation

Comprehensive Annual JJCPA & JPCF Evaluation Report

FISCAL YEAR 2017-2018

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ABOUT THE RESEARCHER

Applied Survey Research (ASR) is a social research firm dedicated to helping people build better communities by collecting meaningful data, facilitating information-based planning, and developing custom strategies. The firm was founded on the principle that community improvement, initiative sustainability, and program success are closely tied to assessment needs, evaluation of community goals, and development of appropriate responses.

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CONTENTS

EXECUTIVE SUMMARY: FISCAL YEAR 2017-2018

In 2017, ten programs serving San Mateo County youth and their families were awarded three-year contracts from San Mateo County Juvenile Probation Department's (Probation) allocation of Juvenile Justice Crime Prevention Act (JJCPA) and Juvenile Probation and Camps Funding (JPCF). Fiscal year (FY) 2017-18 marked the first year of this three-year funding period. The desired outcomes of these funded programs included:

- Improved emotional well-being

- Reduced substance use

- Improved family functioning

- Increased engagement in and connection to school

- Expanded mentoring

- Increased community connectedness

- Decreased justice involvement.

SUMMARY OF FINDINGS

Funded programs served 1,559 clients, which represents a decrease of 35% compared to fiscal year (FY) 2016-17. In FY 2017-18, 62% of clients were served by JJCPA-funded programs, while 37% of clients were served by JPCF programs. Even though Fresh Lifelines for Youth (FLY) experienced a 374% increase in its client numbers, the large drop in the total number of clients served across all programs can be attributed to the 89% decrease in Boys and Girls Clubs of the Peninsula (BGCP) clients, which decreased from 1,088 clients in FY 2016-17 to 115 in FY 2017-18. The decrease in BGCP clients is partially a result of Probation and BGCP working together to determine their target intervention group. Similar to FY 2016-17, the number of service units delivered this year varied greatly among programs, generally reflecting the programs' levels of intervention.

Table 1.   Key Findings: Clients and Services

Clients and Services	FY 12-13	FY 13-14	FY 14-15	FY 15-16	FY 16-17	FY 17-18
Number of clients served	2,672	2,510	2,380	1,644	2,384	1,559
Average number of hours of service	19.1	16.9	25.9	14.8	10.4	15.10
Average time in the program (months)	5.8	4.6	4.7	3.4	4.1	4.05

Average time spent in program (months) n=1,461; Average hours per youth n=991

Note: The Assessment Center and YMCA did not report total hours of service per youth. Family Preservation Program (FPP) did not report number of hours of service per youth or average time in program.

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The Juvenile Justice Coordinating Council (JJCC) continued the implementation of two measures in FY 2017-18: the prescreen version of the Juvenile Assessment and Intervention System (known as the JAIS Boys Risk, JAIS Girls Risk, JAIS Assessment (Boys and Girls), and JAIS Reassessment (Boys and Girls)), and the Child Adolescent Needs and Strengths (CANS) assessment. These measures are presented in Table 2 below.

Similar to FY 2016-17, programs served clients across the risk spectrum. Results from the JAIS show that JPCF programs were serving clients with much lower criminogenic risk than JJCPA programs, while CANS baseline data indicated that clients experienced a variety of service needs. Youth showed the highest needs on the Youth Strengths domain, indicating that youth lack important internal (e.g., resilience, optimism), social (e.g., family strengths/support, relationship permanence), and community (e.g., community connection, educational setting) resources and supports, as well as supports and resources that address abuse, neglect, and trauma. Funded programs continued to provide programs and services on the entire continuum of intervention, with JPCF programs focusing on prevention and early intervention and JJCPA programs focusing on targeted interventions for juvenile justice-involved youth.

Table 2.   Key Findings: Risk Levels and Needs

	FY 15-16	FY 16-17	FY 17-18
JAIS Risk Level			
Low	60%	73%	66%
Moderate	29%	22%	27%
High	11%	5%	7%
CANS Items			
Clients with 3 or more actionable needs at baseline	86%	35%	54%

Clients with complete JAIS data n=990; Clients with baseline CANS data n=993

Tracking key justice outcomes can also be useful for determining the risk level and compliance of youth served by JJCPA-funded programs. Rates of arrests for a new law violation increased compared to FY 2016-17, while detentions and probation violations decreased from the prior year. Rates of completion of probation stayed the stable at 21%, while completion rates of court-ordered community service and restitution decreased. Completion of probation remained below the FY 2015-16 state average of 27%,[1] largely due to Probation having measured these outcomes at 180 days after program entry, and most youth will not have completed their terms of probation within this time period.

Table 3.   Key Findings: Justice Outcomes

Clients and Services	FY 12-13	FY 13-14	FY 14-15	FY 15-16	FY 16-17	FY 17-18
Arrests for a new law violation	16%	18%	24%	19%	19%	21%
Detentions	21%	25%	30%	27%	29%	24%
Probation violations	27%	26%	43%	38%	49%	37%
Completion of Probation	7%	9%	11%	6%	20%	21%
Completion of Restitution	19%	10%	26%	13%	29%	25%
Completion of Community Service	42%	23%	30%	36%	56%	34%

FY 2017-18: Arrests for a new law violation n=293; Detentions n=293; Probation violations n=136; Completion of Probation n=136; Completion of Restitution n=12; Completion of Community Service n=35

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[1] *FY 2015-16 are the most recent statewide data available as these data are no longer aggregated on the state level.*

BACKGROUND

In San Mateo County, the Juvenile Justice Coordinating Council (JJCC) oversees funds from the Juvenile Justice Crime Prevention Act (JJCPA) and Juvenile Probation and Camps Funding (JPCF). Each has different origins, funding emphases, and reporting requirements, which are derived from California Vehicle License fees.[2] As required by the Welfare and Institutions Code, the council must periodically develop, review, and update a comprehensive Local Action Plan (LAP) that documents the condition of the local Juvenile Justice system and outlines proposed efforts to fill identified service gaps in order to receive JJCPA funds.

The 2015 Local Action Plan subcommittee included representatives from the following backgrounds: professionals who work with at-risk and youth from Probation, Human Services, Behavioral Health and Recovery Services, Health Policy and Planning, a local Police Department, representatives from high schools, community-based organizations, and community members familiar with youth development and active in justice work, including membership on the Juvenile Justice and Delinquency Prevention Commission.

Through a strategic planning process, a core group of desired outcomes and strategies were identified to address the needs of youth and their families in San Mateo County.

The desired outcomes defined by the subcommittee included:

- Improved understanding of interventions that work for specific populations
- Improved substance use treatment that fits the needs of youth
- Increased parental capacity to know about youth's behaviors despite competing commitments
- Increased youth connection with community through positive, pro-social involvement
- Increased numbers of youth and families who can access and benefit from services
- Reduced gang involvement
- Decreased engagement in delinquent behaviors and substance use
- Decreased recidivism rates
- Increased family responsibility of youth in treatment
- Improved trust between youth and probation officers
- Decreased justice involvement.

The subcommittee identified the five following core strategies:

1. **Behavioral Health Services**

   - Collection of assessment/psychosocial data
   - Appropriate substance use treatment for youth and families
   - Transformation to a trauma-informed system of care

2. **Impacts of Poverty**
   - Increase capacity of parents to be informed about youth
   - Implementing vocational programs

3. **Cultural Responsiveness**

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[2] *Please see Appendix I for a complete description of JJCPA and JPCF funding.*

- ▪ Ensure services are culturally sensitive and in multiple languages to meet the needs of the diverse population served

4. **Additional Programs and Services**
   - ▪ Raise awareness among service providers about gangs/gang involvement
   - ▪ Provide youth and families with mentors
   - ▪ Commitment to planning re-entry at the onset of involvement
5. **Family and Community Engagement**
   - ▪ Enhance families' understanding of the system and involve family in services
   - ▪ Increase visibility of probation officers within community

Every year, JJCPA and JPCF jointly fund a complementary set of interventions along a continuum, from prevention and early intervention, to more intensive intervention. Programs serving justice-involved youth are typically funded by JJCPA, given that the legislation's intent is to reduce further justice involvement. Prevention and early intervention services are funded by JPCF.

In 2017, the JJCC awarded ten programs three-year grants from Probation's allocation of JJCPA and JPCF funds to serve San Mateo County youth and their families. Additionally, Applied Survey Research (ASR) was awarded the contract as the evaluator. These programs were selected based on the needs identified by the Local Action plan, which guided the Request for Proposal process.

Of the ten funded programs, six are funded through JJCPA and four through JPCF. This array of programs provided services to youth on a continuum of need, from prevention and early intervention, to more intensive intervention, as described in Table 4.

Table 4.   Program Descriptions of JJCPA and JPCF-funded Programs

Program	Short Name	Description
JJCPA Programs		
Acknowledge Alliance	Acknowledge	Provides counseling for youth attending community and court schools
Juvenile Assessment Center	Assessment	Provides case management and supervision of youth with significant mental health and family issues in partnership with other county agencies such as Behavioral Health and Recovery Services (BHRS) and the Human Services Agency (HSA)
Family Preservation Program	FPP	Provides multidisciplinary team risk/needs assessments to youth who come into contact with the juvenile justice system
Fresh Lifelines for Youth	FLY	Provides mentoring and case management for youth on probation
StarVista Insights	Insights	Provides substance use treatment and family counseling for youth on probation
JPCF Programs		
Boys and Girls Clubs of the Peninsula	BGCP	Provides mentoring services and enrichment activities to at-risk youth
Community Legal Services in East Palo Alto	CLSEPA	Provides legal consultation/representation for youth and families

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StarVista Strengthen Our Youth	SOY	Provides group and individual counseling to at-risk middle and high school students Provides parenting workshops
YMCA of San Francisco School Safety Advocates	YMCA	Provides school safety advocates to create safe environments on schools campuses
Probation Parent Programs	PPP	Provides parenting education to parents of youth on probation

EVALUATION DESIGN & METHODOLOGY

In a 2015 update to their Local Action Plan (LAP), Probation modified their evaluation plan and implemented changes to their desired outcome and evaluation tools (as seen in Figure 1 below).[3] Probation began using the Juvenile Assessment and Intervention System (JAIS) and the Child Adolescent Needs and Strengths (CANS) tools to provide a standard measure of criminogenic risk, life functioning, and areas of need, while informing program activities and decisions in the service of decreasing justice involvement for all youth. The following section details the evaluation design and methodology that was utilized for the FY 2017-18 evaluation.

Figure 1.   Evaluation Plan for FY 2015-16 through FY 2017-18
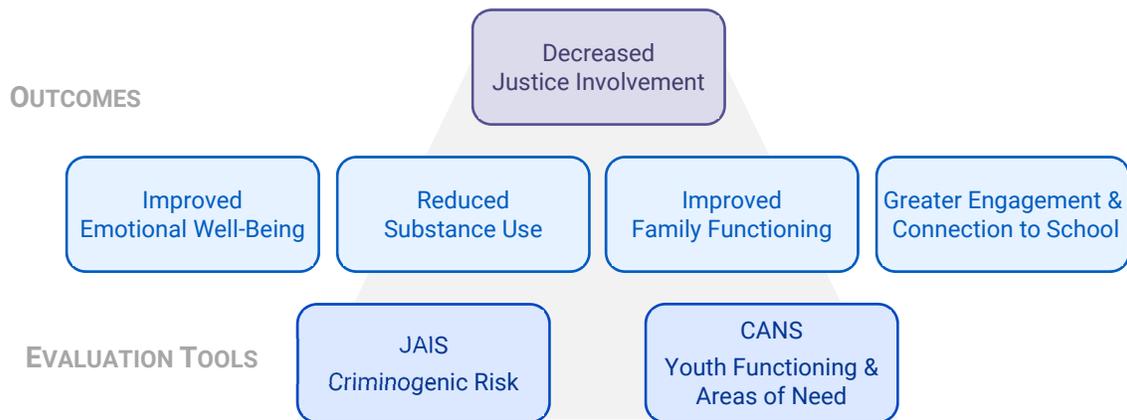
DESIRED OUTCOMES

Desired outcomes were revised in FY 2015-16 to shift emphasis from developmental assets to highlight the importance of youth's emotional well-being. These desired outcomes for youth were:

- Improved emotional well-being
- Reduced substance use
- Improved family functioning
- Increased engagement in and connection to school
- Decreased justice involvement.

EVALUATION TOOLS

The Juvenile Assessment and Intervention System (or JAIS) is a criminogenic risk, strength, and needs assessment tool designed to assist in the effective and efficient supervision of youth, both in institutional settings and in the community. It is reliable and has been validated across ethnic and gender groups. The JAIS consists of a brief prescreen assessment (JAIS Boys Risk or JAIS Girls Risk), in addition to full assessment and reassessment components (JAIS Assessment and

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[3] *The Welfare and Institutions Code requires Juvenile Probation departments to update their Local Action Plan (LAP) every five years.*

JAIS Reassessment). Each assessment has a separate assessment based on gender. Probation has elected to administer the JAIS Boys Risk or JAIS Girls Risk to all youth in institutions and community programs.

The JAIS Boys Risk or JAIS Girls Risk are risk assessment tools, while the CANS assesses youth functioning and identifies areas of need. The CANS is a multi-purpose tool developed for children's services to support decision-making, including level of care and service planning, to facilitate quality improvement initiatives, and to allow for the monitoring of outcomes of services.

At the time programs transitioned to these tools in FY 2014-15, Probation was already internally using the JAIS Boys Risk and JAIS Girls Risk to assess risk level, and assist in the development of case plans for youth in the Probation system. The addition of the JAIS Boys Risk or JAIS Girls Risk administered to youth in the community added to the department's knowledge of the risk level of youth receiving services, both internally, and from external partners. The transition to the CANS was also made to help programs understand the level of care needed by youth, as well as to measure incremental changes in the needs of youth over time. In addition, the CANS helps providers understand which areas should be addressed in a youth's case plan.

DATA COLLECTION

The following section details the process undertaken by Probation and ASR to monitor and collect data from internal and external programs. Programs funded by Probation monitor their programs and report client, service, and outcome data to the department and ASR. The methods and tools used to collect this data are described below.

CLIENTS AND SERVICES

Funded programs collected and entered two pieces of client level data. First, programs collected demographic information on clients, including the following information:

- Date of birth
- Gender
- Race and ethnicity
- City and zip code of residence.

Second, funded programs summarized the services received by youth. These measures included the following:

- Service type (e.g., group counseling, individual counseling, parenting education, etc.)
- How long a youth was served
- Length of service in hours
- Program entry and exit dates
- Reason for exiting the program.

Together, the demographic and service datasets provided relevant information about the characteristics of clients receiving services, clients' length of involvement in services, and the impact of involvement of specific services.

Criminogenic Risk

Since 2016, funded programs have been assessing the risk level and determining the level of need of youth taking part in their programs using the JAIS Boys Risk or JAIS Girls Risk

assessment tool. Use of the JAIS Boys Risk or JAIS Girls Risk provided an initial indicator of recidivism risk for youth in programs funded by Probation, consisting of eight items for girls and ten items for boys, to yield an overall risk level of low, moderate, or high.

JJCPA-funded programs also collected data on several other risk-related indicators, including whether a youth had any of the following indicators at program entry:

- An alcohol or drug problem
- An attendance problem
- A suspension or expulsion in the past year.

Youth Functioning Outcomes

Fiscal year 2017-18 marked the second year that the CANS was implemented by programs during the entire fiscal year, providing Probation the opportunity to assess change over time using CANS follow-up data at the conclusion of services. Each program completed a different set of CANS modules according to the specific fit with their programs and youth population.

Juvenile Justice Outcomes

In addition to demographics, services provided, risk factors, and functioning, programs funded by the JJCPA are required to report data on the following six justice-related outcomes for clients:

- Arrest rate
- Incarceration rate
- Probation violation rate
- Probation completion rate
- Court-ordered restitution completion rate
- Court-ordered community service completion rate.

Prior the FY 2016-17, these six outcomes were mandated by the Board of State and Community Corrections. These outcomes are no longer mandated; however, San Mateo County has elected to report these outcomes at 180 days post-entry as they provide rich data on system-involved youth. The past year's cohort of clients whose six-month milestone occurred in FY 2016-17 served as the reference group.

Program-specific Outcomes

Many programs elected to collect their own program-specific outcome data. Short summaries of these results are presented in this report and in further detail in each program's individual report.

EVALUATION FINDINGS

CLIENT PROFILE

In FY 2017-18, all programs combined served a total of 1,559 clients, a decrease of 35% from 2,384 in FY 2016-17. Excluding CLSEPA, which had 98 clients in FY 2016-17 compared to only one client in FY 17-18, there was a 32% decrease in the total number of clients served across JJCPA- and JPCF-funded programs. This decrease is attributed to the drop in the number of youth served by BGCP (89% decrease) and CLSEPA (99% decrease).[4] While some programs such as FPP and YMCA served fewer clients than in 2016-17, other organizations served higher numbers of clients: FLY served 374% more clients and StarVista SOY served 85% more clients than in FY 2016-17.

As shown in Table 5 below, JJCPA programs served 63% and JPCF programs served 37% of all youth. The majority of JJCPA youth were served by FLY, Assessment Center, and Acknowledge Alliance. The majority of JPCF youth were served by YMCA and StarVista SOY.

Table 5.   **Number and Percentage of Clients Served by Program**

	FY 16-17	FY 17-18	FY 17-18 % of Total
JJCPA Programs			
Acknowledge	162	172	17%
Assessment	227	253	26%
FPP	61	32	3%
FLY	90	414	43%
Insights	91	101	10%
JJCPA Total	**624**	**972**	**62%**
JPCF Programs			
BGCP	1,088	115	20%
CLSEPA	98	1	0%
SOY	102	189	32%
YMCA	384	218	37%
PPP	52	64	11%
JPCF Total	**1,760**	**587**	**37%**
TOTAL	**2,384**	**1,559**	**100%**

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[4] *BGCP reported that over 1,088 youth received services via the JPCF funding awarded by probation, which likely contributed to the large number of clients in FY 2016-17.*

CLIENT DEMOGRAPHIC CHARACTERISTICS

Client demographic characteristics were available for 1,559 clients served during the fiscal year. As shown in Table 6, sixty percent (60%) of clients served by JJCPA and JPCF programs in FY 2017-18 identified as Hispanic/Latino, and 13% identified as Asian/Pacific Islander.

Table 6. Race/Ethnicity Profile

	Hispanic/ Latino	White/ Caucasian	Black/ African American	Asian/ Pacific Islander	Multi- Racial/ Ethnic	Other/ Unknown
JJCPA Programs						
Acknowledge	74%	5%	10%	4%	3%	2%
Assessment	62%	14%	9%	10%	--	5%
FPP	63%	22%	6%	6%	--	3%
FLY	65%	5%	6%	11%	--	10%
Insights	62%	13%	1%	13%	3%	8%
JJCPA Total	**66%**	**9%**	**7%**	**10%**	**1%**	**7%**
JPCF Programs						
BGCP	83%	1%	4%	3%	2%	7%
CLSEPA	--	--	--	--	--	--
SOY	32%	5%	2%	22%	4%	34%
YMCA	51%	11%	0%	26%	8%	4%
PPP	59%	17%	5%	8%	2%	9%
JPCF Total	**52%**	**8%**	**2%**	**18%**	**5%**	**15%**
TOTAL	60%	8%	5%	13%	2%	10%

JJCPA total n=985; Acknowledge Alliance n=172; Assessment Center n=253; FPP n=32; FLY n=414; Insights n=101. JPCF total n=587; BGCP n=115; CLSEPA n=1; SOY n=189; YMCA n=218; PPP n=64.

Similar to FY 2016-17, two-thirds (66%) of JJCPA program clients were male. However, unlike last year when only 44% of participants were female, 57% of JPCF program clients were female in FY 2017-18. The average age of JJCPA program clients was 16.1, while the average age of JPCF clients was 13.9. On average, clients receiving services from YMCA were the youngest at 12.7 years old, and clients receiving services from StarVista Insights were the oldest at 17.0 years old.

Table 7.   Gender and Age Profile

	Sex		Age
	Male	**Female**	**Average**
JJCPA Programs			
Acknowledge	62%	37%	16.5
Assessment	71%	29%	15.6
FPP	75%	25%	15.5
FLY	60%	37%	15.9
Insights	84%	16%	17.0
JJCPA Total	**66%**	**32%**	**16.1**
JPCF Programs			
BGCP	58%	41%	14.6
CLSEPA	--	--	--
SOY	36%	64%	14.5
YMCA	43%	56%	12.7
PPP	36%	64%	----
JPCF Total	**43%**	**57%**	**13.9**
TOTAL	57%	41%	15.3

JJCPA total n=985; Acknowledge Alliance n=172; Assessment Center n=253; FPP n=32; FLY n=414; Insights n=101. JPCF total n=587; BGCP n=115; CLSEPA n=1; SOY n=189; YMCA n=218; PPP n=64. Note: Gender and age were suppressed to protect the identity of the one CLSEPA youth. Age was not available for PPP.

REGION AND CITY OF RESIDENCE

For FY 2017-18, city of residence data was available for 1,503 clients. As shown in Table 8, 39% of clients resided in the southern region and 37% in the northern region of the county. Compared to the previous year, there was a 57% decrease in the number of clients from southern San Mateo County and a 48% increase in the number of clients from northern San Mateo County. There was also a 39% increase of youth served in the coastal region and a 21% decrease in the number of youth served in mid-county.

The majority of the increase in the southern region of San Mateo County can be attributed to the increase in clients being served by FLY in East Palo Alto. The cities with the largest

concentrations of clients were Redwood City (283 youth), South San Francisco (282 youth), East Palo Alto (260 youth), Daly City (218 youth), and San Mateo (211 youth).

Table 8. **Region and City of Residence for Participating Clients, FY 2012-13 through FY 2017-18**

	FY 12-13	FY 13-14	FY 14-15	FY 15-16	FY 16-17	FY 17-18
North Subtotal	**850**	**778**	**649**	**607**	**377**	**558**
Brisbane	4	4	4	0	2	1
Colma	3	1	5	2	1	3
Daly City	312	246	189	231	121	218
San Bruno	181	175	145	58	32	54
South San Francisco	350	352	306	316	221	282
Coast Subtotal	**195**	**151**	**132**	**80**	**64**	**89**
El Granada	20	11	9	8	9	9
Half Moon Bay	108	88	80	39	27	33
La Honda/Loma /Pescadero	7	4	2	0	3	0
Montara	9	8	3	2	1	1
Moss Beach	18	11	10	10	10	8
Pacifica	33	29	28	21	14	38
Mid Subtotal	**464**	**577**	**437**	**293**	**335**	**266**
Belmont	20	10	12	20	29	14
Burlingame	28	18	21	13	4	16
Foster City	21	93	10	11	58	5
Hillsborough	3	1	0	0	14	0
Millbrae	20	14	20	9	7	8
San Carlos	17	12	10	7	16	12
San Mateo	355	429	364	233	207	211
South Subtotal	**807**	**847**	**1,044**	**589**	**1,388**	**590**
Atherton	3	2	0	0	0	0
East Palo Alto	341	361	477	298	642	260
Menlo Park	182	160	160	69	173	42
Portola Valley/Woodside	7	5	0	0	1	5
Redwood City	274	319	407	222	572	283
Total	**2,316**	**2,353**	**2,262**	**1,569**	**2,164**	**1,503**

Note: Some cities share zip codes; 94014 was coded as Daly City and 94010 was coded as Burlingame. Does not include an estimated 34 youth living out of county and 22 with missing city/zip data in FY 2017-18. Data was unavailable for CLSEPA.

SERVICES PROVIDED

LENGTH OF PARTICIPATION AND HOURS OF SERVICE

The number of months between program entry and exit was calculated for all clients. For school-based programs (e.g., YMCA, BGCP), youth exit the program when the school year ends. Youth who were still enrolled in the program on the final day of the Fiscal Year (June 30, 2018) were assigned an exit date of June 30, 2018. These youth will also be included in next year's report. For other youth, it may mean that they completed the program, dropped out, or declined services. As shown in Table 9, the average length of participation ranged from less than two months (PPP) to more than thirteen months (FPP). While the average lengths or participation have remained relatively constant since FY 2012-13, almost all programs observed a slight increase compared to last year (except for PPP, who experienced a decline in average length of service).

Table 9.   Average Number of Months in Program

JJCPA Programs	FY 12-13	FY 13-14	FY 14-15	FY 15-16	FY 16-17	FY 17-18
Acknowledge	4.3	3.7	4.0	3.5	4.3	3.6
Assessment	2.1	2.3	3.0	2.4	2.0	2.6
FPP	6.8	7.1	5.4	6.0	10.7	13.4
FLY	10.8	10.8	10.0	6.6	N/A	3.4
Insights	3.5	4.5	3.5	3.2	4.1	4.3
JPCF Programs						
BGCP	5.3	5.4	4.9	N/A	N/A	8.9
CLSEPA	Did not participate in prior fiscal years			1.4	6.8	12.0
SOY	4.2	4.1	6.4	4.8	3.7	4.6
YMCA	6.2	4.1	4.3	4.8	3.9	4.1
PPP	2.1	2.5	2.4	1.8	1.8	1.8

Note: The average participation time in a program was calculated for all clients who entered and exited their respective program during the fiscal year.

As seen in Table 10 below, the average hours of service provided per participant ranged greatly among programs (from 7.5 hours for SOY to 31.9 hours for BGCP).[5] Overall, the results generally reflected the programs' levels of intervention.

Table 10.   Average Hours of Service Received per Youth

JJCPA Programs	FY 12-13	FY 13-14	FY 14-15	FY 15-16	FY 16-17	FY 17-18
Acknowledge	10.6	12.0	9.4	13.6	8.9	11.8
Assessment	8.4	8.3	7.0	---	---	---
FLY	72.3	97.8	98.5	44.5	22.8	15.2
Insights	19.9	16.8	15.7	13.2	14.3	15.3
JPCF Programs						
BGCP	39.3	38.5	45.3	73.0	N/A	31.9
CLSEPA	Did not participate in prior fiscal years			8.1	11.5	43.5
SOY	9.7	11.0	9.6	12.4	12.8	7.5
YMCA	13.5	9.9	9.1	10.1	--	--
PPP	16.2	15.8	14.7	17.5	17.3	12.5

Note: in FY 2017-18, units of service data in hours was unavailable for Assessment Center, FPP, and YMCA.

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[5] *The 43.5 average hours of service per youth reported by CLSEPA is not comparable because it is based on data from one client.*

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EVIDENCE-BASED PRACTICES

In fiscal year 2017-18, funded programs were asked to provide the evidence-based practices employed in their programs. ASR then evaluated the given programs to determine whether they were evidence-based or promising practices through a thorough search of evidence-based practice clearinghouses and empirical sources. Table 11 below details the curricula that JJCPA and JPCF-funded programs utilize along with the rating for each program. For a full list of clearinghouses used to evaluate the practices provided, please see Appendix III.

Table 11.   Practices Implemented by JJCPA-Funded Programs

JJCPA Program	Practice	Rating
Acknowledge Alliance	Psychodynamic Psychotherapy	Evidence-based practice according to empirical evidence.[6]
	Trauma-Informed Practice	Evidence-based practice according to SAMHSA.[7]
	Cultural Sensitivity	Although cultural sensitivity is not recognized as an evidence-based or promising practice on its own, it is recognized as an important factor for Social-Emotional learning in school-age environments.[8]
FLY	Law Related Curriculum	Although it incorporates the evidence-based practice of Cognitive Behavioral Therapy, Law Related Education is not a nationally recognized evidence-based or promising practice.
	Carey Guides	Carey Guides is not a nationally recognized evidence-based or promising practice.
	Brief Intervention ToolS (BITS)	Evidence-based practice according to the Office of Juvenile Justice and Delinquency Prevention[9] and Promising Practices Network.[10]
StarVista Insights	Seeking Safety	Evidence-based practice according to The California Evidence-Based Clearinghouse for Child Welfare, with a rating of 2 on a scale from 1 to 5 (with 1 as well-supported with evidence and 5 as concerning).[11]

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[6] *Shedler, J. (2010). American Psychological Association 0003-066X/10/. Vol. 65, No. 2, 98 –109 DOI: 10.1037/a0018378. https://www.apa.org/pubs/journals/releases/amp-65-2-98.pdf.*

[7] *SAMHSA's Concept of Trauma and Guidance for a Trauma-Informed Approach (2014), p10. Pub ID#: SMA14-4884.) https://store.samhsa.gov/shin/content/SMA14-4884/SMA14-4884.pdf*

[8] *Barnes, T.; McCallops, K. (2018). The Importance of Cultural Competence in Teaching Social and Emotional Skills. Retrieved from http://rwjf-newconnections.org/blog/importance-of-cultural-competence-in-teaching-social-and-emotional-skills/*

[9] *https://www.ojjdp.gov/mpg/Program*

[10] *http://www.promisingpractices.net/program.asp?programid=145*

[11] *http://www.cebc4cw.org/topic/substance-abuse-treatment-adult/*

JJCPA Program	Practice	Rating
	Motivational Interviewing/ Motivational Enhancement Therapy	Evidence-based practice according to The California Evidence-Based Clearinghouse for Child Welfare, with a rating of 1 on a scale from 1 to 5 (with 1 as well-supported with evidence and 5 as concerning).[12] However, the Office of Justice Programs rates Motivational Interviewing for Juvenile Substance Abuse as having no effect for clients age 14-19.[13]

Table 12.   Practices Implemented by JPCF-Funded Programs

JPCF Program	Practice	Rating
BGCP	Youth Development Framework for Practice	Evidence-based framework based upon empirical evidence.[14]
	Transtheoretical Stages of Change Model	Evidence-based model based upon empirical evidence.[15]
	Trauma-Informed Care	Evidence-based practice according to SAMHSA.[16]
	Internal and External Developmental Assets	Evidence-based framework based upon empirical evidence.[17]
	Growth Mindset	Evidence-based practice based upon empirical evidence.[18]
	Consortium on Chicago School Research	Not an evidence-based or promising practice or framework.
StarVista SOY	Seeking Safety	Evidence-based practice according to The California Evidence-Based Clearinghouse for Child Welfare, with a rating of 2 on a scale

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[12] http://www.cebc4cw.org/program/motivational-interviewing/

[13] https://www.crimesolutions.gov/ProgramDetails.aspx?ID=180

[14] Benson, P. L. et al. (2011). The contribution of the developmental assets framework to positive youth development theory and practice. Search Institute, Minneapolis, Minnesota, USA. https://doi.org/10.1016/B978-0-12-386492-5.00008-7

[15] LaMorte, W. W. (2018). The Transtheoretical Model (Stages of Change). Boston University School of Public Health. Retrieved from http://sphweb.bumc.bu.edu/otlt/MPH-Modules/SB/BehavioralChangeTheories/BehavioralChangeTheories6.html

[16] SAMHSA. (2014). SAMHSA's Concept of Trauma and Guidance for a Trauma-Informed Approach, p10. Pub ID#: SMA14-4884. https://store.samhsa.gov/shin/content/SMA14-4884/SMA14-4884.pdf

[17] Benson, P. L. et al. (2011). The contribution of the developmental assets framework to positive youth development theory and practice. Search Institute, Minneapolis, Minnesota, USA. https://doi.org/10.1016/B978-0-12-386492-5.00008-7

[18] Mueller, C. M., & Dweck, C. S. (1998). Praise for intelligence can undermine children's motivation and performance. Journal of Personality and Social Psychology, 75(1), 33-52. http://dx.doi.org/10.1037/0022-3514.75.1.33. http://psycnet.apa.org/record/1998-04530-003.

JPCF Program	Practice	Rating
		from 1 to 5 (with 1 as well-supported with evidence and 5 as concerning).[19]
	Dialectical Behavior Therapy (DBT)	Evidence-based therapeutic modality for borderline Personality Disorder and Substance Use Disorder according to empirical evidence.[20]
	Girls Circle	One Circle Foundation self-reports an evidence-base, but this could not be corroborated. The program incorporates some evidence-based practices such as Cognitive Behavioral Therapy and Motivational Interviewing.[21]
	The Council for Boys and Young Men	One Circle Foundation self-reports an evidence-base, but this could not be corroborated. The program incorporates some evidence-based practices such as Cognitive Behavioral Therapy and Motivational Interviewing.[22]
YMCA	Mindfulness-Based Substance Abuse Treatment	Mindfulness-Based Substance Abuse Treatment is a promising practice based upon scientific literature.[23]
	Girls United	Girls United is not a nationally recognized evidence-based or promising practice, although it is popular among female youth participants.
	CALM (Communication and Life-Skills Management)	CALM as a whole is not a nationally recognized evidence-based or promising practice, but the Cognitive Behavioral Therapy and Aggression Replacement Treatment components of the program are nationally recognized evidence-based treatments.[24, 25]

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[19] http://www.cebc4cw.org/topic/substance-abuse-treatment-adult/

[20] Chapman, A. L. (2006). Dialectical Behavior Therapy: Current Indications and Unique Elements. Psychiatry (Edgmont), 3(9), 62–68. https://www.ncbi.nlm.nih.gov/pmc/articles/PMC2963469/pdf/PE_3_9_62.pdf

[21] https://onecirclefoundation.org/Programs.aspx

[22] https://onecirclefoundation.org/Programs.aspx

[23] Marcus, M. T., & Zgierska, A. (2009). Mindfulness-Based Therapies for Substance Use Disorders: Part 1 (Editorial). Substance Abuse: Official Publication of the Association for Medical Education and Research in Substance Abuse, 30(4), 263. http://doi.org/10.1080/08897070903250027

[24] https://www.mayoclinic.org/tests-procedures/cognitive-behavioral-therapy/about/pac-20384610

[25] http://www.episcenter.psu.edu/ebp/ART

CRIMINOGENIC RISK

Funded programs assessed youth criminogenic risk using the JAIS Boys Risk or JAIS Girls Risk assessment, the prescreen version of the Juvenile Assessment and Intervention System (JAIS). Eight of the nine programs provided JAIS Boys Risk or JAIS Girls Risk data, with one program, FPP, providing JAIS Assessment and Reassessment data.

As shown in Table 13, nearly two-thirds (65%) of all clients served scored low on the criminogenic risk scale, with just over one quarter (27%) with a moderate risk level rating. Similarly to FY 2016-17, JJCPA programs served higher risk youth than JPCF programs: 11% of youth served by JJCPA programs had a high risk level, while 92% of youth served by JPCF programs had a low risk level.

Table 13.   Criminogenic Risk Levels Using the JAIS

| JJCPA Programs	Total	Low Risk	Moderate Risk	High Risk
Acknowledge	148	58%	27%	15%
Assessment	197	66%	30%	3%
FPP	21	38%	33%	29%
FLY	231	45%	42%	13%
Insights	88	42%	45%	13%
JJCPA Total	**685**	**53%**	**36%**	**11%**
JPCF Programs				
BGCP	66	83%	17%	0%
CLSEPA	1	0%	100%	0%
SOY	100	94%	6%	0%
YMCA	138	96%	4%	0%
JPCF Total	**305**	**92%**	**8%**	**0%**
Total	**990**	**65%**	**27%**	**7%**

Note: FPP risk level based on the JAIS Assessment and Reassessment rather than the JAIS Boys Risk or JAIS Girls Risk.

OTHER RISK INDICATORS

JJCPA programs also collected data on several risk-related indicators, including whether a youth had any of the following at program entry: an alcohol or drug problem, an attendance problem, and a suspension or expulsion in the past year.

As shown in Figure 2, JJCPA programs varied in the degree of risk presented by program clients at program entry. Across all programs (in red in the figure below), 37% of youth had an alcohol or drug problem upon entry, 36% had an attendance problem, and 46% had been suspended or expelled in the past year. As might be expected due to the nature of their program, FPP served youth with the greatest risk: 74% had an alcohol or drug problem at program entry, 78% had an attendance problem, and 70% had been suspended in the past year.

Figure 2.   Risk Indicators at Program Entry by JJCPA Program, FY 2017-18
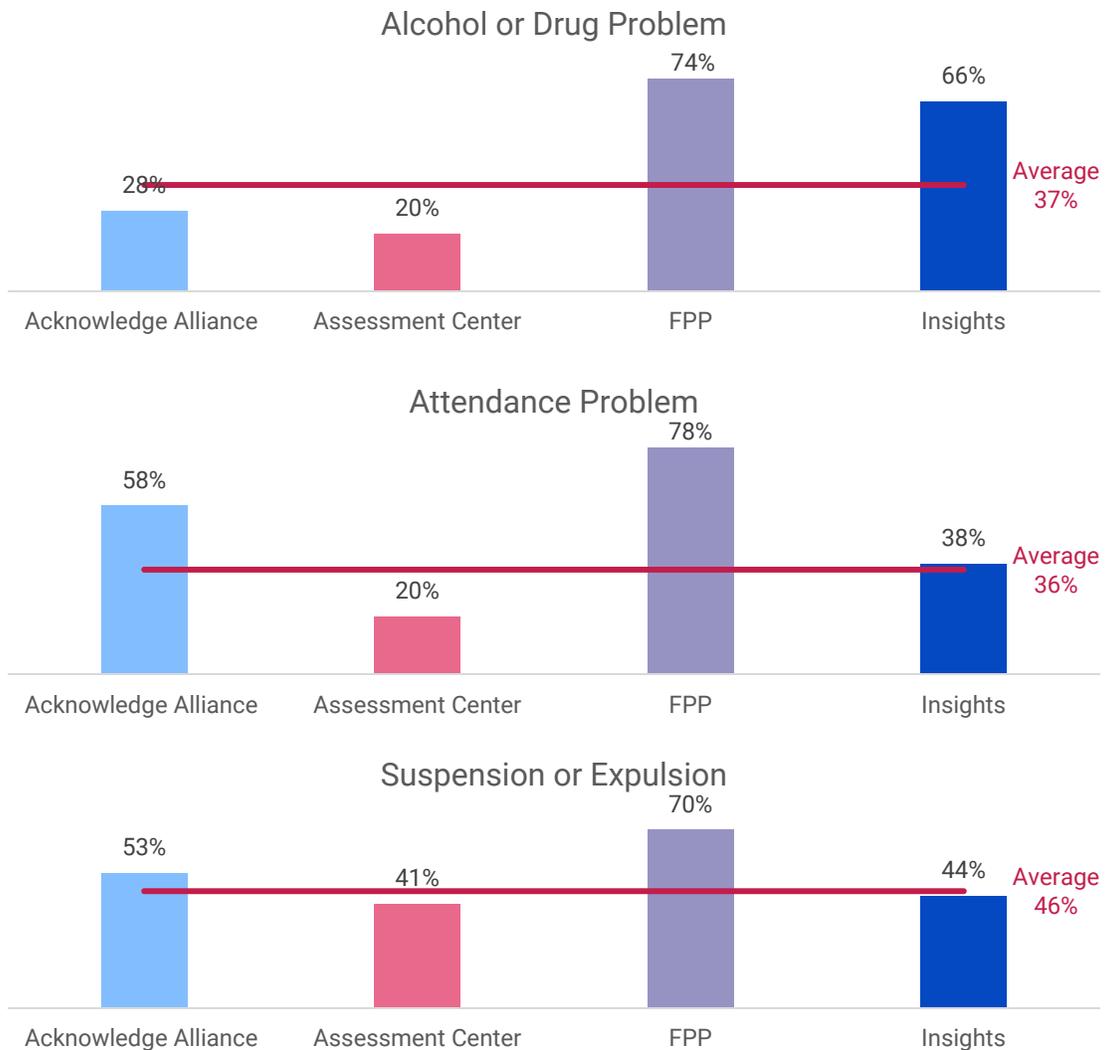
All programs n=449; Acknowledge Alliance n=72; Assessment Center n=173; FPP n=27; Insights n=90
Note: Although funded through JJCPA, FLY did not report on these risk factors.

FUNCTIONING AND SERVICE NEEDS: CANS ASSESSMENT

Funded programs utilized the CANS assessment with clients beginning in January 2016. The CANS consists of multiple items scored on a 4-point scale (from 0 to 3, with a score of 2 or 3 indicating an actionable need) and grouped into modules as shown in Table 14. Program staff from seven programs completed 993 CANS baseline assessments with youth.

**Table 14.**   Modules on the Child Adolescent Needs and Strengths (CANS) Assessment

Module	Items	Description	Organizations Required to Complete Module
Youth Risk Behaviors	11	Behaviors that can get youth into trouble or cause harm to themselves or others; rating of 1 or higher on Delinquent Behavior item triggers completion of the Juvenile Justice module	BGCP, SOY, Insights, YMCA, CLSEPA, Acknowledge, FLY
Juvenile Justice	9	The nature of the youth's involvement with the juvenile justice system	BGCP, SOY, Insights, YMCA, Acknowledge, FLY
Youth Strengths	12	Assets that can be used to advance healthy development; 0 or 1 ratings indicate a potential strength, whereas 2 or 3 indicate areas that could be targeted for development into a strength	BGCP, SOY, Insights, YMCA, CLSEPA, Acknowledge, FLY
Life Functioning	12	How youth is functioning in the individual, family, peer, school and community realms; completing the School item triggers completion of the School module	BGCP, SOY, Insights, YMCA, Acknowledge
School	4	How well youth is functioning in school	BGCP, SOY, Insights, YMCA
Youth Behavioral/ Emotional Needs	10	Behavioral health needs of the youth; rating of 1 or higher on Adjustment to Trauma or Substance Use items triggers completion of the Trauma or Substance Use modules, respectively	SOY, Insights, YMCA, CLSEPA, Acknowledge, FLY
Trauma	16	Contains two submodules: Potential Adverse/Traumatic Childhood Experiences—static indicators of childhood trauma, and Trauma Stress Symptoms—how youth is responding to traumatic events	SOY, Insights, YMCA, Acknowledge
Substance Use	6	Details of youth's substance use	Insights
Caregiver Strengths & Needs	12	Caregivers' potential areas of needs and areas in which caregiver can be a resource for the youth	SOY, Insights, YMCA, CLSEPA
Transition Age Youth	11	Contains two submodules pertaining to youth ages 16-18 years: Life Functioning—individual, family, peer, school and community realms, and Strengths—assets to advance healthy development	No organizations required
Acculturation	4	Linguistic and cultural issues for which service providers need to make accommodations	No organizations required

Note: Six items were used as a measure of Juvenile Justice needs in FY 2016-17; all nine items on this module were analyzed in FY 2017-18. Acknowledge Alliance provided data on one additional Trauma item, bringing their total to seventeen items. The Transition Age Youth module and Acculturation module were not collected by any program during FY 2017-18.

ACTIONABLE NEEDS

Across all CANS items, half (50%) of youth had three or more actionable needs (i.e., a rating of two or three on the module).

Figure 3. **Percent of Youth with Three or More Actionable Needs at Baseline**
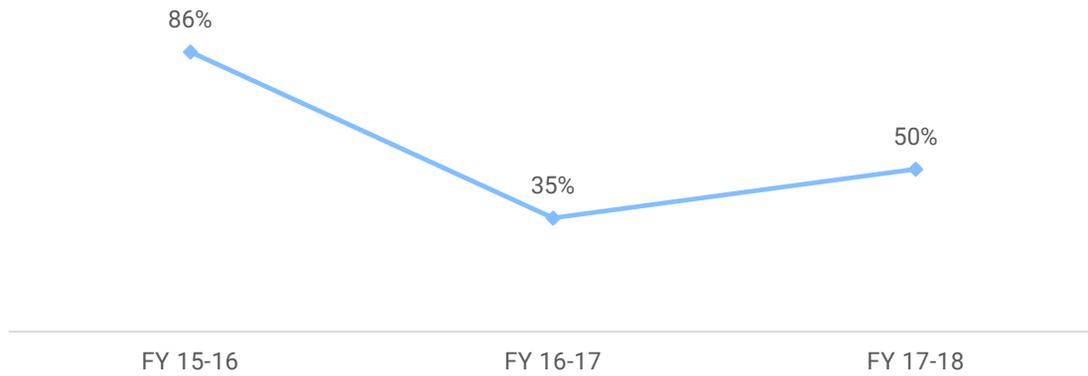
FY 2015-16 n=239, FY 2016-17 n=722, FY 2017-18 n=980

As seen in Figure 4 below, more than 94% of youth had at least one need on the Youth Strengths and the Trauma modules at baseline. Additionally, 82% or more of youth had a need on the Substance Use (85%), Youth Behavioral/Emotional Needs (84%), and Life Functioning (82%) modules at baseline. It is notable, that only 35% of youth had at least one need on the Youth Risk Behaviors module.

Figure 4. **Percent of Youth with Actionable Needs by Assigned Module at Baseline**
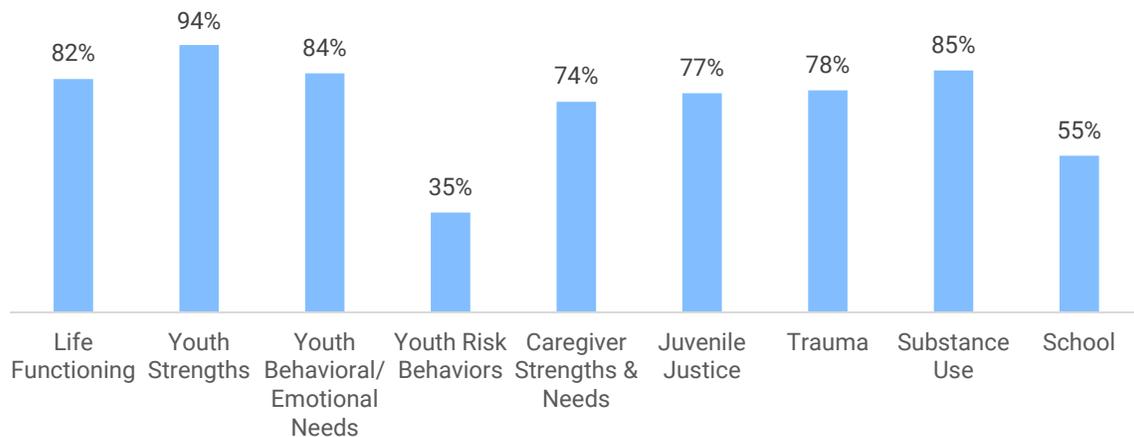
Life Functioning n=544; Youth Strengths n=979; Youth Behavioral and Emotional Needs n=505; Youth Risk Behaviors n=613; Caregiver Strengths & Needs n=325; Juvenile Justice n=555; Trauma n=264; Substance Use n=86; School n=380
Note: Sample sizes vary due to different sets of modules reported on by each program, and also because the completion of some modules are contingent upon youth's responses to previous items.

Collectively, results suggested that assessed youth have needs in many areas, with the highest needs related to developing strengths such as important internal (e.g., resilience, optimism), social (e.g., family strengths/support, relationship permanence), and community (e.g., community connection, educational setting) resources and supports. Assisting youth in the development of these key internal and social assets may not only promote positive outcomes such as school achievement, but can also protect youth from negative outcomes, such as engagement in delinquent behaviors.

The results also indicated a need for supports and resources to help youth address abuse, neglect, trauma, substance use issues, and behavioral and emotional health. Youth also required support so they could function better in their individual, family, peer, school, and community lives. Interestingly, needs were relatively low on the Youth Risk Behaviors and School modules.

ITEM ANALYSIS OF MODULES WITH THE HIGHEST NEEDS AT BASELINE

Given the high rates of needs in the Youth Strengths, Trauma, Substance Use, and Youth Behavioral/Emotional modules, items were assessed for each module for which youth reported the highest level of needs (see Figures 5 through 8):

Youth Strengths Module

A majority of youth (60%) did not have religious or spiritual connections that they could turn to in times of stress, and 43% were lacking connections to people, places, or institutions in the community. Furthermore, over one-third (36%) of youth lacked hobbies, skills, or interests that give them a positive sense of self or occupy their free time. Youth also reported the greatest needs in these same areas of the Youth Strengths module in FY 2016-17.

Figure 5. Percent of Youth with Actionable Needs on Youth Strengths CANS Items at Baseline

n=979
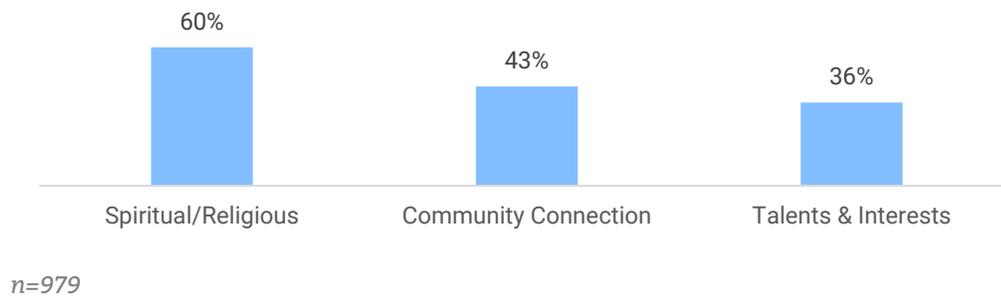
Substance Use Module

Three areas in the Substance Use module stood out as particularly noteworthy areas of need: 85% reported parental influences in substance use, just under half (47%) had a need related to their duration of use, and 37% had a need related to their severity of use. This result highlights the strong influence the surrounding environment has on youth and suggests that parents' behaviors and attitudes related to substance use should be addressed in addition to the behaviors and attitudes of the youth themselves.

Figure 6.   Percent of Youth with Actionable Needs on Substance Use CANS Items at Baseline
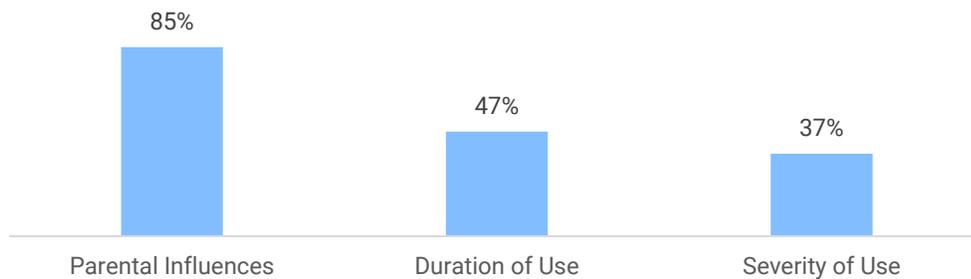
n=97

Youth Behavioral/Emotional Needs Module

The results revealed that youth require greater supports and resources that address specific areas of Youth Behavioral/Emotional Needs, as 23% reported needs related to depression, and 18% related to anger control, as well as anxiety. This may indicate greater need or easier access to counseling services, a need for opportunities to form social connections with supportive adults and other young people, a need for engagement in programs that teach youth how to make sense of strong emotions, and a need to learn how to control and express their anger in prosocial ways.

Figure 7.   Percent of Youth with Actionable Needs on Youth Behavioral/Emotional Needs CANS Items at Baseline
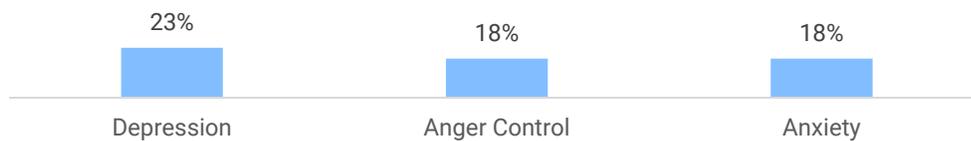
n=504

Trauma Module

The results showed that nearly a quarter of youth (24%) had a need regarding emotional and/or physical dysregulation (an inability to control their response to stimuli), with 24% also experiencing attachment difficulties. Eighteen percent (18%) had a need regarding emotional abuse.

Figure 8.   **Percent of Youth with Actionable Needs on Trauma CANS Items at Baseline**

n=225

MODULE ANALYSIS AT DISCHARGE
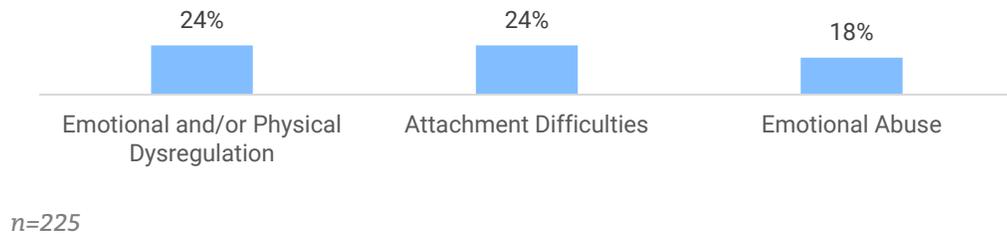
CANS baseline and discharge assessments were completed by seven programs. Only data from clients with matching baseline and discharge assessments were included in the analysis to reflect with greater accuracy the change in the number of youth with actionable needs over time. It is notable that each program reported on different modules which contributed to variations the number of matching assessments by module.

As seen in Figure 9, decreases occurred in the percent of youth reporting actionable needs from baseline to discharge on five modules: Caregiver Strengths and Needs (11% decrease), Youth Behavioral/Emotional Needs (7% decrease), Life Functioning (5% decrease), Youth Strengths (3% decrease), and Juvenile Justice (1% decrease). Thus, it seems that youths' needs are being addressed in ways that enhance the strengths of caregivers, promote their behavioral and emotional health and ability to function more effectively in various life domains (e.g., school, family, living), and boosting their internal and social assets and improving juvenile justice outcomes.

The results also show, however, increases in the number of youth with actionable needs on three modules: Youth Risk Behaviors (10% increase), Trauma (5%), and School (1%). This suggests that while youth's needs are being addressed in many ways, services should continue to nurture and develop youth in these high-need areas, namely in providing supports and resources that reduce engagement in risk behaviors, address abuse, neglect, and trauma, and promote school behavior, achievement, attendance, and relationships with teachers. It is important to note that an increase in needs does not necessarily indicate that youth are experiencing negative outcomes; youth may feel more comfortable communicating openly with staff about their needs, or additional needs may arise during youth tenure in the program.

Figure 9.   Percent of Youth with Actionable Needs by Module at Baseline & Discharge
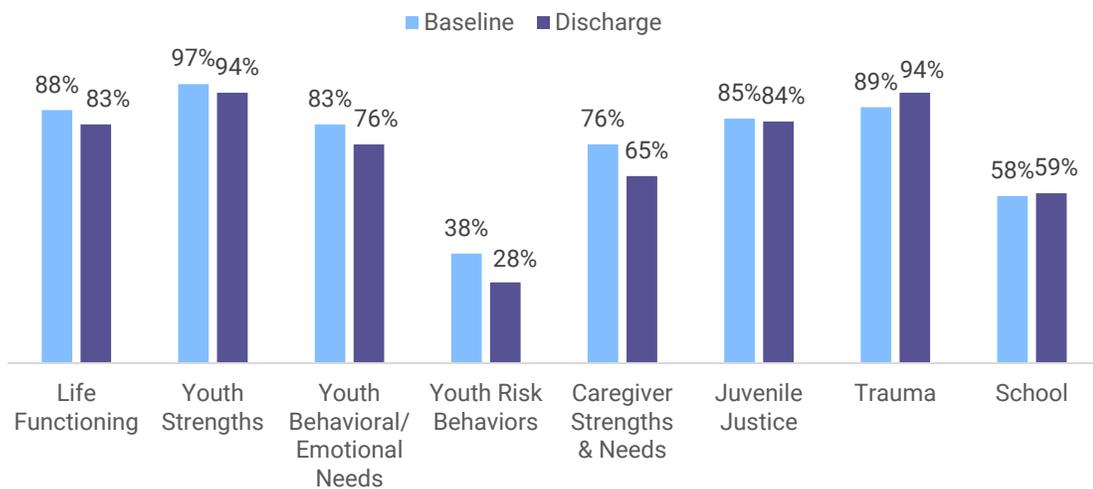
Life Functioning n=306; Youth Strengths n=463; Youth Behavioral/Emotional Needs n=335; Youth Risk Behaviors n=352; Caregiver Strengths and Needs n=266; Juvenile Justice n=184; Trauma n=114; School n=209
Note: The Substance Use module was completed only by Insights; please find the results the Insights program report.

JUVENILE JUSTICE OUTCOMES

JJCPA-funded programs are required to report data on the following six outcomes for clients:

- Arrest rate for a new law violation
- Incarceration rate
- Probation violation rate
- Court-ordered probation completion rate
- Court-ordered restitution completion rate
- Court-ordered community service completion rate.

San Mateo County has elected to report these outcomes at 180 days post-entry as they provide rich data on system-involved youth. The past year's cohort of clients whose six-month milestone occurred in FY 2016-17 served as the reference group. ASR provided support for the continued utilization of the Juvenile Justice Crime Prevention Act Database, for which program and Probation staff enter participant background information and the required outcome data.

The figures in the following section present the justice outcomes for each program for youth whose evaluation period of six months post-program entry occurred in FY 2017-18.[26] When reviewing the JJCPA outcome data, there are several important factors to note:

- **The number of cases upon which percentages are based varies with program outcomes**.[27] Program outcomes per number of cases reported are based upon several factors:
    - Arrests for new law violations and detentions are for all youth whose six-month evaluation period occurred in FY 2017-18

    - Probation violations and completion of probation are based upon youth who are wards of the court

    - Completion of restitution and community service are based upon those youth who have been ordered to fulfill those conditions by the court.

- **Results for probation violations and arrests for new law violations are based on filed charges**, not all of which will necessarily be sustained. Also, a Probation Officer may give a youth a probation violation for not following the conditions of his or her probation, including conditions such as: not going to school, breaking curfew, testing positive for alcohol or drugs, or associating with a gang member. This behavior may result in a consequence that includes a juvenile hall stay, but will not necessarily include a police arrest.

- Incarceration rates are for juvenile hall stays for any reason, including arrests for new law violations, probation violations, or Probation Officer-initiated holds (also known as blue-booking). Probation Officers may place a 24-48 hour hold on a youth as a consequence for truancy or school suspension. In addition, court orders for the Family Preservation

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[26] *Additional information and analysis are provided in each program's individual program report.*
[27] *For some programs and outcomes, the number of cases in the sample is quite small and may lead to unstable results in year to year comparisons.*

Program (FPP) allow Probation Officers to use short-term juvenile hall admits as an approach to stabilize clients, or to acquaint the youth with immediate consequences for actions.

- It is also important to note that youth who have not completed probation, community service, or restitution at six months after entry have not necessarily failed in their attempts to satisfy these conditions; youth may still be working toward meeting these obligations at the evaluation milestone, and have an opportunity to complete them at a later date. The amount of restitution ordered varies, but can reach into the thousands of dollars. It commonly takes a year or more to complete formal probation.

OVERALL RESULTS

Figure 10 below portrays results for all five San Mateo County JJCPA programs compared to statewide FY 2015-16 outcomes.[28,29] As with San Mateo Probation, programs across the state served youth with a variety of needs and risk levels through a variety of services. Programs included in these state-level outcome statistics may use a variety of different evaluation periods for reporting outcomes, including the 180-day post-entry criterion used by San Mateo Probation. However, the California Department of Corrections and Rehabilitation, Corrections Standards Authority (CDCR-CSA) combines these methods in its report to the State Legislature.

As seen in Figure 10, when compared to all JJCPA-funded programs across the state, San Mateo JJCPA programs had:

- Historically, a lower arrest rate for new law violations. The rate increased in FY 2017-18, but was still lower than the statewide average.

- Slightly higher incarceration rates in most years. However, the rates decreased in FY 2017-18 to the same as the FY 2015-16 statewide average.

- Historically, a higher rate of probation violations, although the rate decreased since FY 2016-17.

- Lower probation completion rates, with a steady increase since FY 2012-13 (with the exception of FY 2015-16). [30]

- A mixed pattern for restitution completion rate, with a decrease in FY 2017-18 compared to FY 2016-17.

- Lower community service completion rate in most years. The rate decreased from its five-year high in FY 2016-17.

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[28] *California Department of Corrections and Rehabilitation, Corrections Standards Authority. Juvenile Justice Crime Prevention Act: Annual Report, March 2016.*
[29] *The most recent report provides outcome data up through FY 2014-15.*
[30] *Lower rates of completion of probation, restitution, and community service in the San Mateo sample are largely due to the fact that San Mateo Probation measures these outcomes at 180 days after program entry; most youth will not have completed their terms of probation within this time period.*

Figure 10.   Comparison of Juvenile Justice Outcomes for San Mateo County and State Average

—— Statewide average FY 2015-16

Arrests for a New Law Violation

16% 18% 24% 19% 19% 21% 25%

12-13 13-14 14-15 15-16 16-17 17-18
Fiscal Year

Detentions

21% 25% 30% 27% 30% 24% 24%

12-13 13-14 14-15 15-16 16-17 17-18
Fiscal Year

Probation Violations

27% 26% 43% 38% 49% 37% 25%

12-13 13-14 14-15 15-16 16-17 17-18
Fiscal Year

Completion of Probation

7% 9% 11% 6% 20% 21% 27%

12-13 13-14 14-15 15-16 16-17 17-18
Fiscal Year

Completion of Restitution

19% 10% 26% 13% 29% 25% 25%

12-13 13-14 14-15 15-16 16-17 17-18
Fiscal Year

Completion of Community Service

42% 23% 30% 36% 56% 34% 40%

12-13 13-14 14-15 15-16 16-17 17-18
Fiscal Year

FY 2017-18: Arrests for a New Law Violation n=293; Detentions n=293; Probation Violations n=135; Completion of Probation n=135; Completion of Restitution n=12; Completion of Community Service n=35
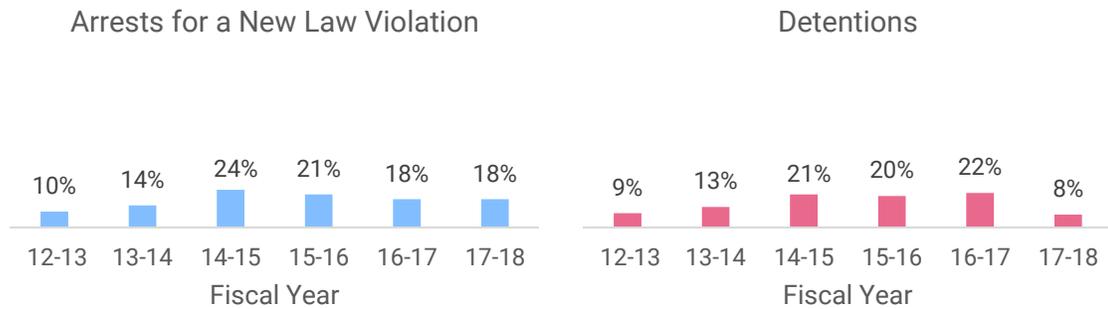
Assessment Center

The JJCPA data for the Assessment Center represents two groups of youth: 1) youth who are brought into custody by law enforcement and 2) those who are referred out-of-custody by law enforcement agencies. All youth are assessed by Deputy Probation Officers and/or a clinician from Behavioral Health Recovery Services. Based on this assessment the youths' case may be diverted or referred to the District Attorney Funding from the JJCPA supports youth who are on diversion. Those placed on diversion participate in a program of support and supervision services over a period of one to six months. These services include: Petty Theft Program, Mediation Program, or Victim Impact Awareness Program. Additionally, some youth are placed on informal contracts ranging in length from three to six months. During this time, youth are eligible for the services noted above in addition to a social worker and community worker who provide counseling and community support.

Due to the relatively brief amount of time many clients spend in the Assessment Center, they are unlikely to be receiving Assessment Center services at the time of the evaluation (180 days after program entry). Only one clients served by the Assessment Center was on formal probation at entry and fourteen during their 180-day assessment.

As seen in the figure below, rates for probation violations, and arrests for a new law violation stayed relatively constant compared to last year, while the rate of incarcerations decreased when compared to FY 2016-17. One client was assigned community service, and no clients were assigned to complete court-ordered restitution for FY 2017-18.

Figure 11.   Juvenile Justice Outcomes for Assessment Center[31]

Arrests for a New Law Violation	Detentions

Arrests for a New Law Violation: 12-13: 10%, 13-14: 14%, 14-15: 24%, 15-16: 21%, 16-17: 18%, 17-18: 18% (Fiscal Year)

Detentions: 12-13: 9%, 13-14: 13%, 14-15: 21%, 15-16: 20%, 16-17: 22%, 17-18: 8% (Fiscal Year)

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[31] *For sample sizes for each year and measure, please see Appendix IV.*

Probation Violations

Completion of Probation

Completion of Restitution

Completion of Community Service
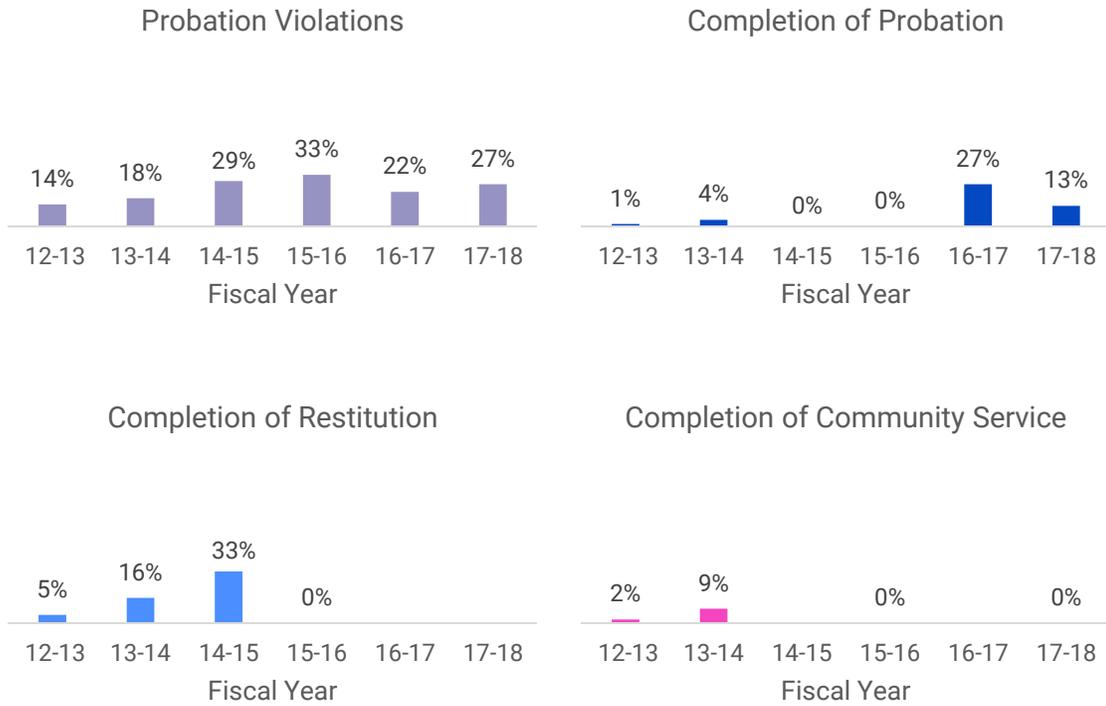
Acknowledge Alliance

Of the forty clients served by Acknowledge Alliance in FY 2017-18, just over half (55%) were on formal probation at entry or during their 180-day assessment. Of these, 36% completed probation within six months of entry, a marked increase over all prior years (see Figure 12). Rates for arrests for a new law violation decreased from FY 2016-17, while detentions and probation violations stayed relatively the same.

Figure 12.   Juvenile Justice Outcomes for Acknowledge Alliance[32]
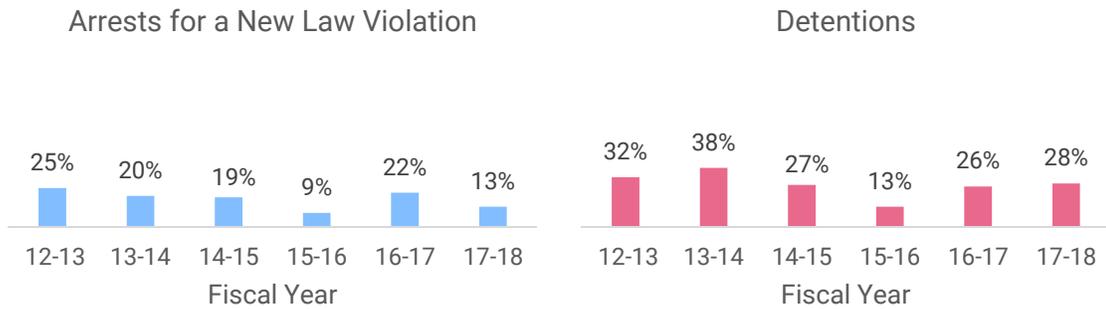
Arrests for a New Law Violation

Detentions

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[32] *For sample sizes for each year and measure, please see Appendix IV.*

Probation Violations

36% 22% 38% 15% 17% 18%

12-13 13-14 14-15 15-16 16-17 17-18
Fiscal Year

Completion of Probation

14% 17% 4% 2% 13% 36%

12-13 13-14 14-15 15-16 16-17 17-18
Fiscal Year

Completion of Restitution

19% 44% 25% 0% 0%

12-13 13-14 14-15 15-16 16-17 17-18
Fiscal Year

Completion of Community Service

100%

25% 27% 11% 14% 30%

12-13 13-14 14-15 15-16 16-17 17-18
Fiscal Year
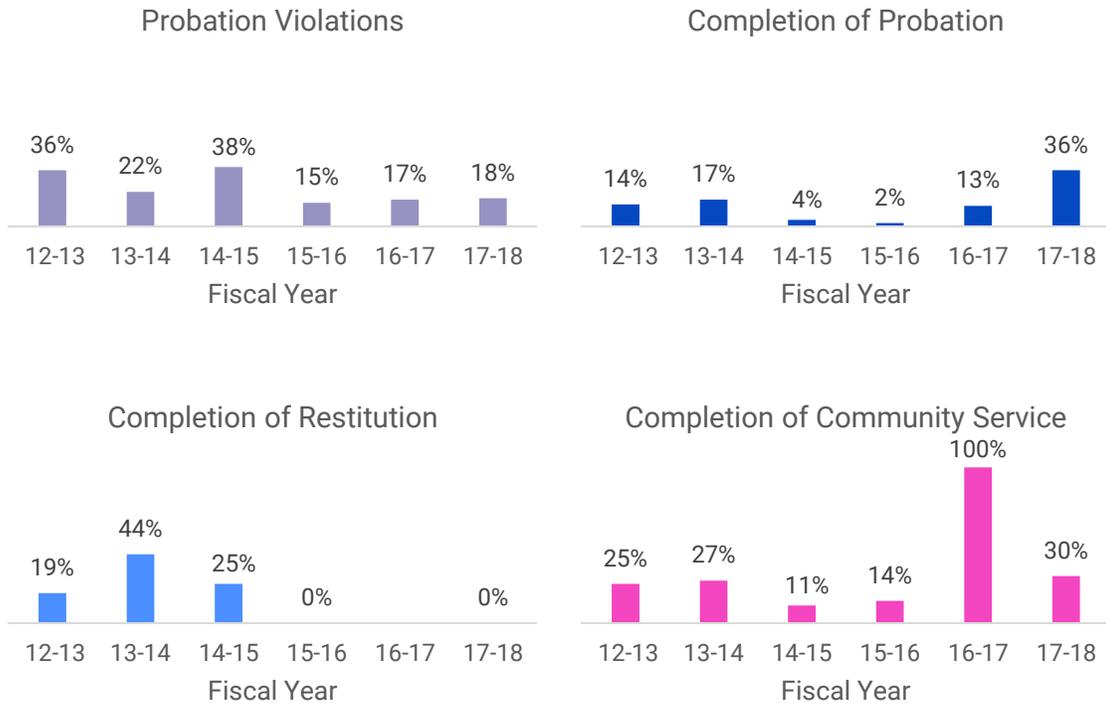
Fresh Lifelines for Youth (FLY)

Of clients served by FLY in FY 2017-18, just under two-thirds (65%) were on formal probation at program entry or during their 180 day evaluation. As shown in Figure 13, rates for Arrests and Detentions remained steady after a substantial increase from prior fiscal years. The rate of probation violations increased over FY 2016-17, but was still lower than the four previous years. The rate of completion of court-ordered probation decreased substantially to a six-year low of 7%.

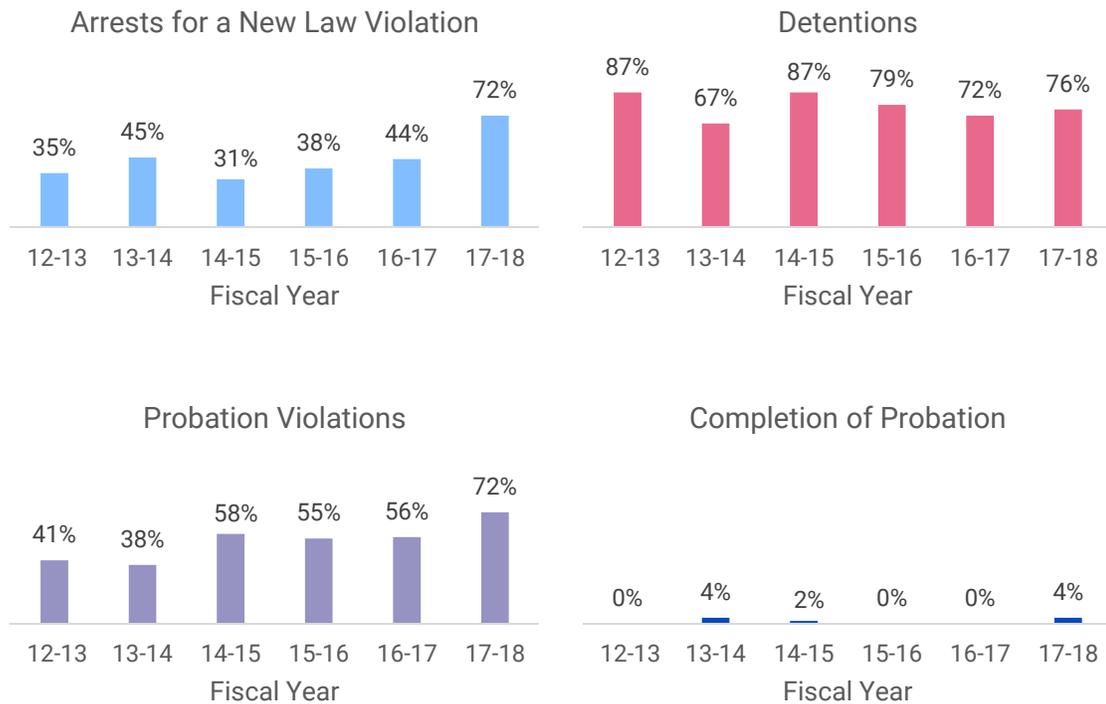**Figure 13.** Juvenile Justice Outcomes for Fresh Lifelines for Youth (FLY)[33]
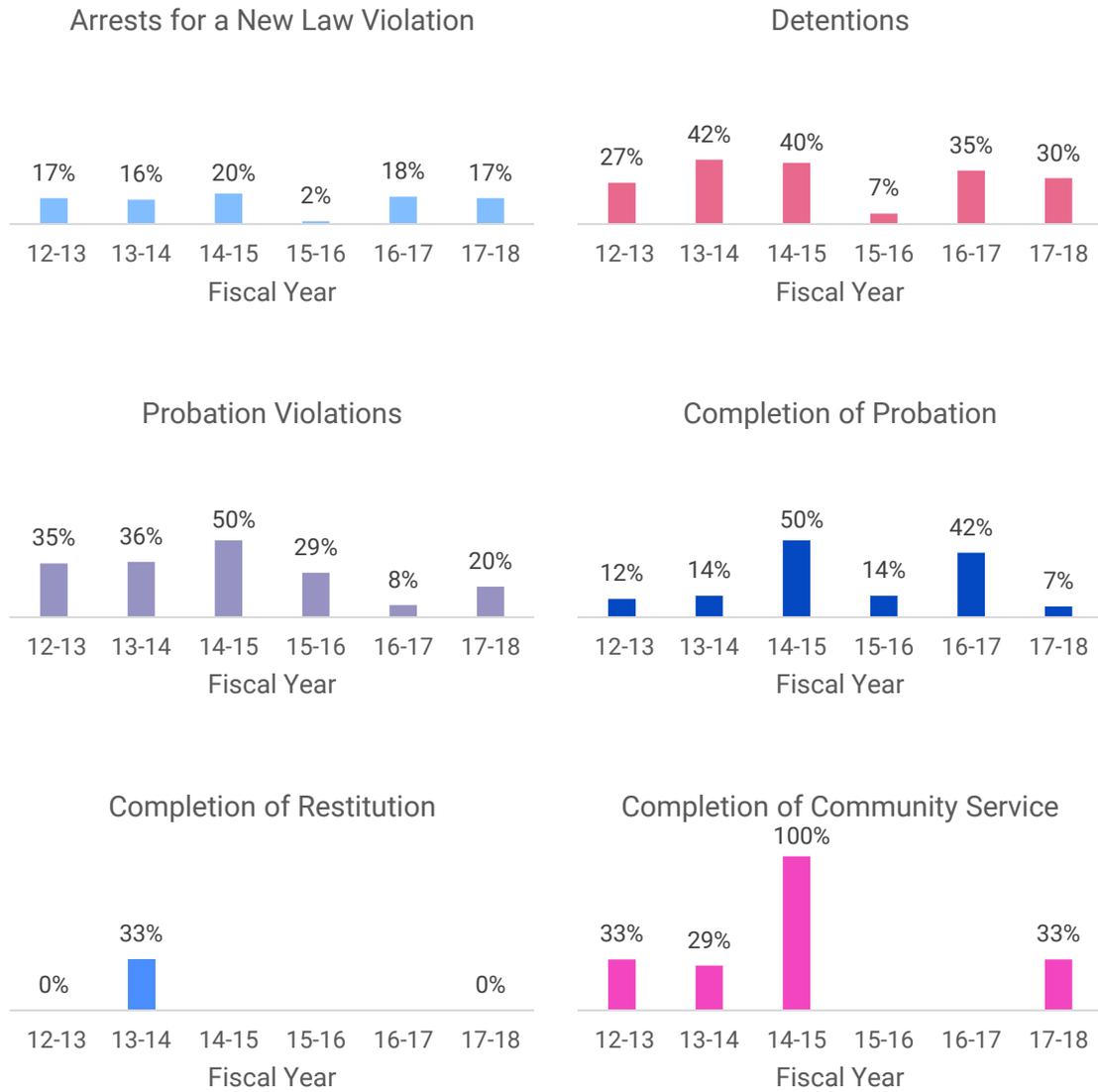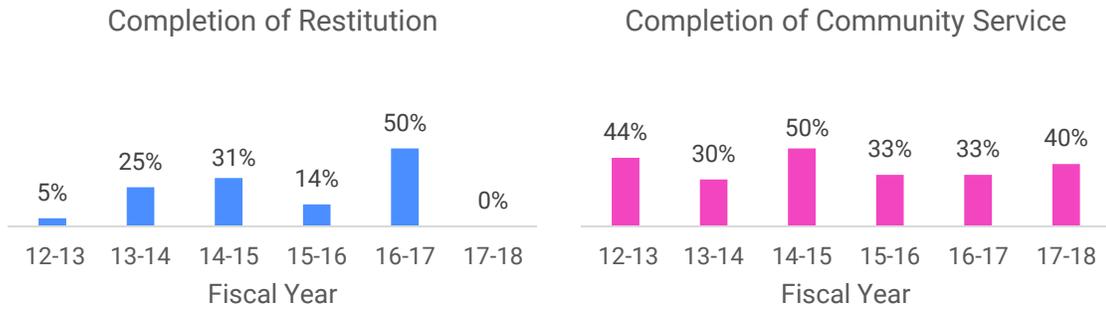
Family Preservation Program (FPP)

All FPP clients were on formal probation at program entry and during their 180 day evaluation. As seen in the figure below, the rate for arrests for a new law violation and probation violations increased over the previous year, while the rate for detentions remained relatively stable. The rates of completion of court-ordered Restitution and Community Service both declined, as sample sizes remained low.

In FY 2017-18, no youth completed formal probation. This was due to the severity of youth participant issues (e.g., family dysfunction, parental criminal history, lack of youth accountability, history of child maltreatment, drug or alcohol use, school behavioral issues or educational difficulties, and mental health concerns), which resulted in FPP youth participants rarely completing the program and probation by their 180 day evaluation.

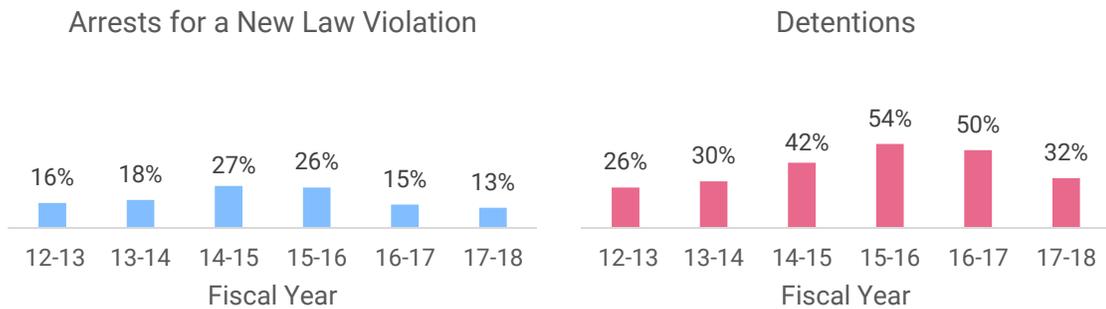**Figure 14.** Juvenile Justice Outcomes for Family Preservation Program (FPP)[34]

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[34] *For sample sizes for each year and measure, please see Appendix IV.*

Completion of Restitution

Fiscal Year	12-13	13-14	14-15	15-16	16-17	17-18
	5%	25%	31%	14%	50%	0%

Completion of Community Service

Fiscal Year	12-13	13-14	14-15	15-16	16-17	17-18
	44%	30%	50%	33%	33%	40%

StarVista Insights

Over three-quarters (77%) of Insight's clients were on formal probation at program entry or during their 180-day evaluation. As shown in Figure 15, the rate of detentions decreased markedly over FY 2016-17, while the rate of arrests for a new law violation stayed stable. Probation violation rates rose after a sharp decrease in FY 2016-17. The rates of completion of court-ordered probation increased substantially.[35]

Figure 15.   Juvenile Justice Outcomes for StarVista Insights[36]

Arrests for a New Law Violation

Fiscal Year	12-13	13-14	14-15	15-16	16-17	17-18
	16%	18%	27%	26%	15%	13%

Detentions

Fiscal Year	12-13	13-14	14-15	15-16	16-17	17-18
	26%	30%	42%	54%	50%	32%

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[35] *It should be noted for that the number of youth with court-ordered restitution and community service is generally small and varies each year, which can lead to unstable results.*
[36] *For sample sizes for each year and measure, please see Appendix IV.*
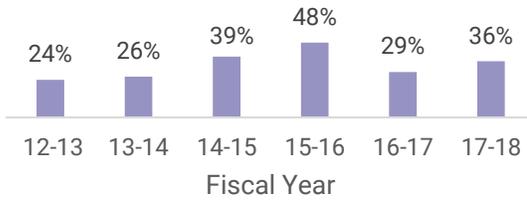
Probation Violations

12-13	13-14	14-15	15-16	16-17	17-18
24%	26%	39%	48%	29%	36%

Fiscal Year

Completion of Probation

12-13	13-14	14-15	15-16	16-17	17-18
29%	15%	14%	13%	13%	29%

Fiscal Year

Completion of Restitution

12-13	13-14	14-15	15-16	16-17	17-18
29%	23%	39%	23%	20%	60%

Fiscal Year

Completion of Community Service

12-13	13-14	14-15	15-16	16-17	17-18
78%	45%	39%	54%	50%	38%

Fiscal Year
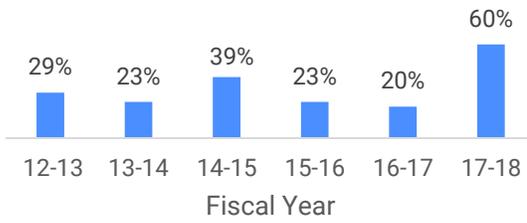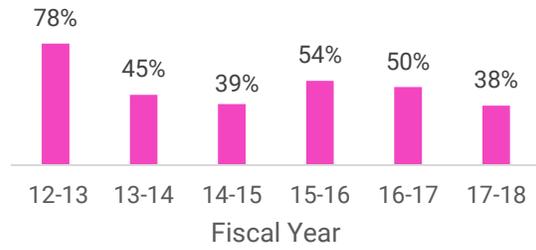
PROGRAM-SPECIFIC OUTCOMES

In FY 2017-18, many programs elected to report program-specific outcome data. Highlights of program-specific outcomes are presented below.

- **Acknowledge Alliance** used the Global Assessment of Functioning (GAF) scale which rates the psychological, social, and school functioning of youth participants on a scale from 1 (functioning poorly) to 100 (functioning well). A total of 132 youth in the Court and Community School Program and 110 youth in the Transition Program were administered GAF pre- and post-tests. The average pre-test score for the Court and Community School Program was 45.8, the average post-test score was 50.2, and the average increase in GAF scores was 10% from pre- to post-test. For the Transition Program, the average score on the pre-test was 55.0, with an average of 62.3 on the post-test. The average increase from pre- to post-test in the Transition Program was 13%.

  Acknowledge Alliance also collected data on important risk factors that predict delinquency and high school drop-out, such as the percentage of school days attended and rates of chronic absenteeism. Acknowledge Alliance youth attended 82% of school days, resulting in over half (58%) being categorized as chronically absent. Additional performance measures included the percentage of youth in each program who reported that counseling helped them express their emotions constructively and make positive choices for themselves. Eighty-seven percent (87%) of youth in the Court and Community Schools Program and 86% of youth in the Transition Program reported that counseling helped them to express their emotions constructively. Eighty-three percent (83%) of youth in the Court and Community Schools Program and 81% of youth in the Transition Program reported that counseling helped them make positive choices for themselves.

- **Assessment Center** collected two additional measures to track progress on its goal of reducing the number and length of juvenile hall stays. From FY 2016-17 to FY 2017-18, the average number of youth in juvenile hall declined by 3%; from FY 2008-09 to FY 2017-18, the average number of youth in juvenile hall declined by 61%.

- **BGCP** developed five additional measures specific to their activities to further understand outcomes of youth in the program. BGCP exceeded four out of five FY 2017-18 targets, including that youth felt physically and emotionally safe at BGCP (90%), and that youth developed supportive and positive relationships at BGCP (88%). The program aimed to retain 65% of students, but only retained 50% in FY 2017-18, signaling an opportunity for improvement.

- **Family Preservation Program** was effective in meeting its goal of keeping families intact, underscoring its central goal to maintain youth in their homes. For the program-specific outcome of out-of-home placement, just two of 22 youth (9%) were given an out-of-home placement order.

- **FLY** maintains data on six additional outcome measures to track progress toward its goal of increasing key developmental assets. Nearly all FLY youth (98%) reported that the program gave them access to adult role models and gave them more confidence to deal with negative peer pressure. Ninety-seven percent (97%) reported that they were likely to make healthier choices as a result of the program, and 94% reported they wanted to

make positive changes and had hope for their future. Eighty-eight percent (88%) reported they were less likely to break the law after being in FLY.

- **Probation Parent Programs** administered pre- and post-surveys to thirty-five parents who participated in The Parent Project. Parent Project participants made gains on a majority of items on the survey, improving upon multiple items in each of the following areas: communication, conversations, behaviors, enforcing consequences, and monitoring.

- **StarVista Insights** implemented its own entry and exit survey to evaluate progress on several key indicators. This fiscal year, a high percentage of youth made progress on their identified goal (87%), nearly all youth showed improved decision-making skills (87%), and 89% showed improved relationship skills.

- **StarVista SOY** sets out program goals for their clients to achieve based upon the CANS assessment. In FY 2017-18, SOY exceeded their goal for the percentage of students (78%) who demonstrate a decrease in needs in Life Function domains on the CANS assessment. Half of participants (50%) demonstrated a decrease in risk behaviors, 58% demonstrated a decrease in behavioral/emotional needs, and 66% exhibited a decrease in child strengths domains on the CANS assessment.

- **YMCA** developed four additional measures to further understand outcomes of youth in their SSA program. Results portrayed that 85% of youth reported an improvement in their understanding of the impact of their criminal behavior on victims and the community, while 80% of youth participating in drug and alcohol prevention groups reported a decrease in substance use as a result of their participation in the program. Half (50%) of youth reported greater engagement and connections to their school, and 45% reported improvements in educational outcomes.

PROGRESS ON RECOMMENDED LOCAL ACTION PLAN STRATEGIES

The 2016-2020 Local Action Plan (LAP) process identified core strategies to address the needs of youth and their families, and to promote the desired outcomes of: improved behavioral health services, reduced impacts of poverty, improved cultural responsiveness, increased programs and services focusing on gang prevention/intervention and mentoring, and improved family and community engagement. The following section recaps the progress made on each of these strategies in FY 2017-18.

As seen in the table below, JJCPA and JPCF-funded programs provide a continuum of services for youth and their families.

Table 15.   Strategies by Funding Source and Program

JJCPA Program	Strategy
Acknowledge Alliance	Psychotherapy
Juvenile Assessment Center	Information and Referral for Services for Alcohol and Drug Treatment, Behavioral Skills Development/Decision-making
Family Preservation Program (FPP)	Referrals to Family Therapy, Information and Referral for Services for Alcohol and Drug Treatment, Behavioral Skills Development/Decision-Making
Fresh Lifelines for Youth (FLY)	Mentors, Leadership, Service Learning, Behavioral Skills/Decision-Making
StarVista Insights	Alcohol and Drug Treatment, Behavioral and Decision-Making Skills
Community Legal Services in East Palo Alto (CLSEPA)	Legal consultation/representation, Workshops on Immigration, Housing, and Economic Advancement, Advocacy
JPCF Programs	Strategy
Boys and Girls Clubs of the Peninsula (BGCP)	Afterschool Enrichment, Academic Support, Mentors
StarVista SOY	Counseling and Asset Development, Information and Referral for Services (case management), Drug and Alcohol Education
YMCA of San Francisco School Safety Advocates	Counseling including Behavioral Skills and Decision-Making Skills, Conflict Resolution, Information and Referral for Services
Probation Parent Programs (PPP)	Parent Skills Training

STRATEGY 1: BEHAVIORAL HEALTH SERVICES

The three key changes outlined in the Local Action Plan to address this strategy are the collection of assessment/psychosocial data, appropriate substance use treatment for youth and families, and transformation to a trauma-informed system of care.

The following organizations provide mental health services: Acknowledge Alliance, StarVista Insights, and StarVista SOY. Programs that focus specifically on substance use include StarVista

Insights and YMCA. Programs' use of the CANS has provided Probation and funded programs with important information about the clients served through JJCPA and JPCF funding. The transition to these tools have presented challenges, along with opportunities for improvement, noted below.

While it is evident that the commitment to data collection by funded programs led to improvements in the data provided for youth in FY 2017-18, some organizations cited difficulties in transferring important knowledge regarding data collection and entry to new staff due to high turnover of those trained by the Praed Foundation or the master trainers. This challenge highlights the importance of documenting how programs should conduct their data collection and monitoring activities.

To track and measure steps programs are taking to become trauma-informed systems of care, evidence-based practices were solicited from the funded programs for the first time in FY 2017-18. Acknowledge Alliance was the sole organization out of nine to report utilizing trauma-informed practices. In the next annual report, ASR recommends asking each organization about their adherence to trauma-informed practices, as many others likely utilize the practice.

STRATEGY 2: IMPACTS OF POVERTY

The Local Action Plan underscored the impacts of poverty on families and its connection with justice system contact. The Local Action Plan highlighted families' inability to access resources and monitor their children, along with need for vocational training for youth as high-need areas to address. To increase access to services, all programs were offered free of charge to youth and their families. In addition, many services were provided in school locations to minimize transportation barriers for youth. Of the ten JJCPA and JPCF programs, the following offered their services directly on school campuses:

- **BGCP** delivered its services in nine community sites, including five community schools and one high school, and provided transportation to its three clubhouses

- **SOY** delivered its services in five high schools and one middle school

- **Acknowledge Alliance** delivered its services in seven court and community schools

- **YMCA** delivered its services in five middle schools

- **FLY** delivered it services in schools in Redwood City, East Palo Alto, South San Francisco, and other community sites in San Mateo County.

Five programs also offer parenting workshops and/or family counseling in addition to their youth-centered interventions. Probation Parent Programs provides a structured parent education program primarily for parents of justice-involved youth, Insights conducts family psychoeducational groups, and StarVista Soy conducts a parent education series. The majority of services provided by Community Legal Services of East Palo Alto are for the families of youth who are facing legal hardships.

Currently, no programs receiving funding through the JJCPA or JPCF funding streams offer vocational programs for youth or parents.

STRATEGY 3: CULTURAL RESPONSIVENESS

Because San Mateo County is a diverse county with changing demographics, it is important that programs serving youth are culturally responsive to ensure an increased number of youth and families can access services. Culturally responsive practices could result in an increased sense of connection to providers through increased respect for client backgrounds and cultural beliefs.

The majority of youth on probation, and those served by JJCPA/JPCF programs, were Hispanic/Latino (60%) followed by Asian/Pacific Islander (13%). The proportion of Hispanic/Latino youth in JJCPA programs was 62% or higher; similarly, almost three-quarters (74%) of youth served by Acknowledge Alliance were Hispanic/Latino. Though JPCF Programs served a smaller proportion of Hispanic/Latino youth on average, 83% of youth served by BGCP were Hispanic/Latino. Twenty-six percent (26%) of youth served by YMCA identified as Asian/Pacific Islanders, and 22% of youth served by FPP identified as White/Caucasian. Given the overrepresentation of youth of color involved and those at risk of becoming involved in the justice system, programs should be culturally responsive to these above-specified groups to help achieve the best outcomes for youth in the county.

To further this goal, ASR recommends assessing if programs should offer programs in multiple languages to serve their unique populations.

STRATEGY 4: JJCPA AND JPCF SHOULD JOINTLY FUND EXPANDED PROGRAMS AND SERVICES

JJCPA and JPCF-funded programs served youth on a continuum of the intervention spectrum, from a prevention framework for youth who score Low on the criminogenic risk scale, to an intervention framework for those who score High on the criminogenic risk scale. The Local Action Plan called for increased gang awareness among service providers, providing youth and families with mentors, and enhancing families' understanding of the system.

The majority of programs worked to mentor youth with a focus on the development of behavioral skills and decision-making while providing counseling and asset development, as well as information and referral for services. Additionally, BGCP provided enrichment and academic goal-setting support. None of the current programs provide gang prevention or gang intervention services.

STRATEGY 5: IMPROVE FAMILY AND COMMUNITY ENGAGEMENT

The Local Action Plan calls for increased engagement with families and the broader community. Specifically, the plan calls for families to have a greater understanding of the system of care and be engaged with their youth in the programs. Of the ten programs providing services for youth, five include specific strategies for engaging with families of youth: Family Preservation Project, StarVista Insights, StarVista SOY, YMCA, and Probation Parent Programs. Probation Parent Programs' main objective is to improve family relationships and give parents better tools for interacting with their children.

Some programs stand out for their focus on community engagement: YMCA, Assessment Center, and FLY all focus on how negative behaviors can have degrading effects on their communities.

CONCLUSION

The FY 2017-18 comprehensive JJCPA/JPCF evaluation report provides valid and useful data that help create a more comprehensive profile of the youth served in San Mateo County. The dissemination and evaluation of this effort will help the JJCC and all San Mateo County stakeholders continue to improve and refine constructive and innovative solutions to improve the wellbeing and outcomes of youth in the county. Through effective and thoughtful youth services programs, San Mateo County remains committed to improving outcomes for their youth.

Data presented in the FY 2017-18 San Mateo County JJCPA/JPCF comprehensive evaluation report will continue to inform additional strategies, service planning, and policy decision-making by local planning bodies over the next year as San Mateo County continues to address the needs of its most vulnerable youth.

APPENDIX I: FUNDING TYPES

Juvenile Justice Crime Prevention Act (JJCPA) – In September 2000, the California Legislature passed AB1913, the Schiff-Cardenas Crime Prevention Act, which authorized funding for county Juvenile Justice programs. A 2001 Senate Bill extended the funding and changed the program's name to the Juvenile Justice Crime Prevention Act (JJCPA). This effort was designed to provide a stable funding source to counties for juvenile programs that have been proven effective in reducing crime among at-risk and young offenders. Counties were required by statute to collect data at program entry and report data in the following six categories at 180 days post-entry: Arrest rate, Incarceration rate, Probation violation rate, Probation completion rate, Court-ordered restitution completion rate, and Court-ordered community service completion rate.

The Probation Juvenile Case Management System (JCMS) is the primary source of this data. Programs are also required to include a reference group for outcomes. In addition to the mandated outcomes, many counties track and report on local outcomes specific to their individual programs. For example, some local outcomes relate to academic progress, including school attendance, grade point average, and school behaviors.

Juvenile Probation and Camps Funding (JPCF) –Juvenile Probation and Camps Funding Program (JPCF) was developed in response to legislation signed by Governor Schwarzenegger in July 2005 (AB 139, Chapter 74), which appropriated state funds to support a broad spectrum of county Probation services targeting at-risk youth, juvenile offenders, and their families. JPCF is administered by the State Controller's Office with the funding amount being dependent upon actual receipts from California Vehicle License fees.

APPENDIX II: ASSIGNMENT OF EVALUATION TOOLS

The following table represents the scope of evaluation data collection in FY 2017-18 for each funded program. All programs except Probation Parent Programs (PPP) were expected to complete the JAIS assessment. All programs were expected to complete the CANS, with the specific modules determined by the fit with their individual services and client needs.

JJCPA Programs	JAIS	CANS Modules							
		YRB	YS	LF (SCH)	CSN	YBEN	TRM	SUB	JJ
FLY	✓	✓	✓			✓	✓	✓	✓
Acknowledge	✓	✓	✓	✓		✓	✓		✓
Insights	✓	✓	✓		✓	✓	✓	✓	✓
Assessment	✓	Probation programs do not complete the CANS							
FPP	✓	Probation programs do not complete the CANS							
JPCF Programs									
BGCP	✓	✓	✓	✓	✓	✓	✓		✓
CLSEPA	✓				✓	✓			
El Centro	✓	✓	✓		✓	✓	✓	✓	✓
Pyramid	✓	✓	✓	✓	✓	✓	✓		✓
YMCA	✓	✓	✓	✓		✓	✓		✓
PPP		Probation programs do not complete the CANS							

Note: No programs were assigned the Transition Age Youth (16-18 years old) or Acculturation modules but several completed them anyway. PPP serves parents and completed a parenting survey instead of JAIS.

Legend			
YRB	Youth Risk Behaviors	**YBEN**	Youth Behavioral/Emotional Needs
YS	Youth Strengths	**TRM**	Trauma (including Adjustment to Trauma submodule)
LF (SCH)	Life Functioning (LF), only school-related item and related School (SCH) module	**SUB**	Substance Use
CSN	Caregiver Strengths & Needs	**JJ**	Juvenile Justice

APPENDIX III: CLEARINGHOUSES FOR EVIDENCE-BASED PRACTICES

Clearinghouse Name	Website
The SAMHSA Evidence-Based Practices Resource Center	https://www.samhsa.gov/ebp-resource-center
Office of Juvenile Justice and Delinquency Prevention Model Programs Guide	https://www.ojjdp.gov/mpg/
The California Evidence-Based Clearinghouse for Child Welfare	http://www.cebc4cw.org/
youth.gov Evidence & Innovation Program Directory	https://youth.gov/evidence-innovation
Promising Practices Network	http://www.promisingpractices.net/programs.asp
Institute of Education Sciences What Works Clearinghouse	https://ies.ed.gov/ncee/wwc/
Blueprints for Healthy Youth Development	https://www.blueprintsprograms.org/
Social Programs that Work	https://evidencebasedprograms.org/

APPENDIX IV: JUSTICE OUTCOME SAMPLE SIZES PER PROGRAM

Assessment Center	FY 12-13	FY 13-14	FY 14-15	FY 15-16	FY 16-17	FY 17-18
Arrests for a New Law Violation	462	398	391	317	187	130
Detentions	462	398	391	317	187	130
Probation Violation	150	93	7	83	60	15
Completion of Probation	150	93	7	83	60	15
Completion of Restitution	104	25	3	9	0	0
Acknowledge Alliance	**FY 12-13**	**FY 13-14**	**FY 14-15**	**FY 15-16**	**FY 16-17**	**FY 17-18**
Arrests for a New Law Violation	142	105	135	118	23	40
Detentions	142	105	135	118	23	40
Probation Violation	80	58	45	46	12	22
Completion of Probation	80	58	45	46	12	22
Completion of Restitution	26	18	4	7	0	1
Completion of Community Service	20	11	9	7	1	10
Fresh Lifelines for Youth (FLY)	**FY 12-13**	**FY 13-14**	**FY 14-15**	**FY 15-16**	**FY 16-17**	**FY 17-18**
Arrests for a New Law Violation	30	31	30	45	17	23
Detentions	30	31	30	45	17	23
Probation Violations	17	22	16	7	12	15
Completion of Probation	17	22	16	7	12	15
Completion of Restitution	6	12	0	0	0	4
Completion of Community Service	3	7	1	0	0	3
Family Preservation Program (FPP)	**FY 12-13**	**FY 13-14**	**FY 14-15**	**FY 15-16**	**FY 16-17**	**FY 17-18**
Arrests for a New Law Violation	54	51	45	29	18	25
Detentions	54	51	45	29	18	25
Probation Violations	54	51	45	29	17	25
Completion of Probation	54	51	45	29	17	25
Completion of Restitution	19	10	13	7	2	2
Completion of Community Service	16	19	6	9	6	5
StarVista Insights	**FY 12-13**	**FY 13-14**	**FY 14-15**	**FY 15-16**	**FY 16-17**	**FY 17-18**
Arrests for a New Law Violation	91	159	132	120	30	75

Detentions	91	159	132	120	30	75
Probation Violations	79	130	106	107	28	58
Completion of Probation	79	130	106	407	28	58
Completion of Restitution	24	30	13	22	5	5
Completion of Community Service	9	53	29	28	8	16

APPENDIX V: GLOSSARY OF TERMS

JJCPA	Juvenile Justice Crime Prevention Act
JPCF	Juvenile Probation and Camps Funding
JJCC	Juvenile Justice Coordinating Committee
Probation	San Mateo County Probation Department
LAP	Local Action Plan
JJDPC	Juvenile Justice and Delinquency Prevention Commission
Blue-Booking	Probation Officer-initiated holds
EBP	Evidence-based practice
Assessment Center	The Juvenile Assessment Center
FPP	Family Preservation Project
FLY	Fresh Lifelines for Youth, Inc.
Insights	StarVista Insights
SOY	StarVista Strengthen our Youth
BGCP	Boys and Girls Club of the Peninsula
CLSEPA	Community Legal Services of East Palo Alto
YMCA	YMCA of San Francisco
SSA	School Safety Advocates
PPP	Probation Parent Programs
JAIS	Juvenile Assessment and Intervention System
JAIS Boys Risk and Girls Risk	Pre-screen version of the Juvenile Assessment and Intervention System
JAIS Assessment and Reassessment (Boys and Girls)	The full version of the Juvenile Assessment and Intervention System completed by youth served by FPP
CANS	Child Adolescent Needs and Strengths Assessment
AADIS	Adolescent Alcohol and Drug Involvement Scale
DAP	Developmental Assets Profile
GAF	Global Assessment of Functioning