



CREATING RESULTS WITH YOUTH AND THEIR FAMILIES

San Mateo County Probation Department:
Juvenile Probation and Camps Funding &
Juvenile Justice Crime Prevention Act

Family Preservation Program JJCPA Evaluation Report 2012-2013

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OVERVIEW OF FINDINGS

Presented here is an overview of key data findings covering two evaluation years: 2011-2012 and 2012-2013. The following sections of the report will discuss these findings in detail.

Figure 1. Data Highlights from 2011-2012 and 2012-2013

Data Highlights	Evaluation Years	
	2011-2012	2012-2013
Number of clients served	139	136
Average number of hours of service	NA	NA
Average length of time in the program during fiscal year (months)	7.2	6.8
Percentage of participants who:		
<ul style="list-style-type: none"> Improved by at least one asset level on their Total DAP Score <i>(only includes those who scored in the two lowest asset levels at entry)</i> 	NA	NA
<ul style="list-style-type: none"> Continued to abstain from AOD <i>(only includes those who reported no drug/alcohol use at program entry)</i> 	NA	NA
<ul style="list-style-type: none"> Reduced their use of AOD <i>(only includes those who were at or above the clinical cutoff score)</i> 	NA	NA
Were arrested for a new law violation	32.7%	35.2%

EVALUATION BACKGROUND & METHODOLOGY

In 2011, five programs serving San Mateo County youth and their families were awarded three-year grants from the San Mateo County Probation Department's allocation of Juvenile Justice Crime Prevention Act (JJCPA) funding. This State program began in September 2000 when 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.

JJCPA is administered by the Correction Standards Authority with the funding amount being dependent upon actual receipts from California Vehicle License fees. After having awarded programs their contracts for the 2011-12 fiscal year, San Mateo learned that they were receiving less JJCPA funding than anticipated and was required to reduce contract amounts by one-third. All programs were therefore required to adjust their scope of services for that year. During fiscal year 2012-13, however, 100% of the funds were reinstated, allowing programs to return to their original scope of services.

Applied Survey Research (ASR) was awarded the contract as the evaluator of San Mateo's JJCPA programs and also experienced reduced funding from the original proposal. In the first year of evaluation ASR met with each grantee to review program-specific outcomes and finalize the evaluation plan. ASR identified and piloted assessment tools to capture youth development changes (i.e., the Search Institute's Developmental Asset Profile) as well as changes in perception and usage of alcohol and other drugs (i.e., Adolescent Alcohol and Drug Inventory Scale). These assessments were formally launched during the fiscal year 2012-2013.

JJCPA programs are required to report data on the following six mandated outcomes for program participants: 1) arrest rate, 2) incarceration rate, 3) probation violation rate, 4) probation completion rate, 5) court-ordered restitution completion rate and 6) court-ordered community service completion rate. San Mateo County has elected to report these outcomes at 180 days post-entry with the reference group being the past year's cohort of program participants. ASR provided support for the continued utilization of a previously created county database into which program and Probation staff enter participant background information and the required outcome data. ASR also guided the effort to make some necessary modifications and enhancements to the system.

This year's JJCPA evaluation report documents:

- Service- and client-level data: the number of clients served, the number of units of service and basic client demographics
- Client survey data: pre-survey data captured on the Developmental Asset Profile
- JJCPA's six mandated outcomes
- Client success stories illustrating the extent to which services impacted youth

PROGRAM DESCRIPTION

The Family Preservation Program (FPP), formerly known as In-Home Intensive Intervention (III) program, serves youth ages 12 to 17, with a primary focus on those who have entered the juvenile justice system with criminal charges that resulted from behaviors related to significant emotional or mental health issues and who are at high risk of being placed out of home. The program is also appropriate for minors charged with low-level (non-predatory, non-violent) sex offenses, minors who have substance abuse issues, and minors who come from a home where domestic violence is present. All minors in the program are at high risk for out-of-home placement.

The program's primary goal is to maintain youth in their homes by expanding the use of intensive supervision, flexible support services, and community-based resources. Each probation officer in this unit has a caseload of approximately 15-18 youth with significant family, emotional, and/or mental health issues. The program offers intensive probation case management and therapeutic interventions by County and contracted mental health providers. The Probation Department unit that administers this program works collaboratively with Behavioral Health and Recovery Services, Human Services Agency, schools, and other strengths-based, collateral agencies. Depending on the court orders and the youth's needs, participation in the program may be from less than a year to as many as three years.

Youth Risk Factors

Youth participating in this program exhibit risk factors known to significantly influence youth development and delinquency.¹ According to program staff, a number of youth experience challenges at home, ranging from domestic violence to bereavement, and suffer from mental health disorders. Additionally, it is not uncommon for these families to also be involved with Child Protective Services.

Furthermore, according to data entered in the JJCPA database, two-thirds (67%) of youth who entered the program in 2012 had poor school attendance upon entering the program, and 55% had been suspended or expelled from school during the past year.

Programmatic Challenges

Community-based resources have decreased given the economic changes in the community, which makes finding appropriate services more difficult. As a result, youth and their families may have to wait for an extended period of time before receiving services or, alternatively, those services may no longer be available. Under those circumstances, a probation officer must then seek comparable programs for minors and their families.

Another challenge faced by FPP probation officers while working with their youth is to make them realize their own worth as individuals so that they in turn can set future goals for themselves and have high expectations.

¹ Please refer to the Local Action Plan 2011-2015 for a list of risk factors identified in the literature, and for a list of needs to be addressed by Local Action Plan strategies.

EVALUATION FINDINGS

Profile of Clients Served

The Family Preservation Program served a total of 136 unduplicated JJCPA youth during fiscal year 2012-2013. Client demographics presented below are based on the youth for whom this report presents JJCPA outcome data – those who had their six month follow-up in fiscal year 2012-2013. The majority of youth were males (80%), Latinos (57%), and were on average 16 years old.

Figure 2. Client Demographics, FY 2012-2013

		Sample
Number served		136
Gender	Male	80%
	Female	20%
Ethnicity	Latino	57%
	Caucasian	24%
	African American	13%
	Filipino	2%
	Asian	2%
	Other/Multi-racial	2%
Average age of clients		16.0

Note: Percentages are based on the unduplicated number of youth for whom outcomes will be presented (n=136).

Client Services

Of the 136 youth served during fiscal year 2012-2013, 65% of youth were still ‘active’ by the end of the fiscal year either because the youth may have required additional time to complete his/her court-ordered conditions of probation or because the Probation Officer felt that the youth could benefit from extended supervision. For the 48 youth who exited the program this year, the average length of time from entry to exit was 18 months.

Profile of Developmental Assets Among Clients

In 2011, the Juvenile Justice Coordinating Council (JJCC) updated its 2011-2015 Local Action Plan to include seven specific outcomes that they would like to see achieved through the investment of JPCF and JJCPA funds. One of the outcomes selected was “**increased developmental assets**,” which the literature shows as providing the resiliency and resources necessary for youth to deal with difficult circumstances in a healthy manner and avoid anti-social peers, violence, conflict, and unhealthy risk-taking behaviors. To that end, ASR selected the Developmental Assets Profile (DAP) as a pre/post measure of youth development.

The Search Institute created the DAP tool to capture specific youth experiences and qualities that have been identified as being essential to healthy psychological and social development in childhood and adolescence. These assets have the power to influence youth’s developmental trajectories, protect them from a range of negative outcomes, and help them become more productive, caring and responsible adults.

The DAP survey includes 58 statements that are rated on a 0 to 3 scale, with 0 being “not at all/rarely,” 1 being “somewhat/sometimes,” 2 being “very/often,” and 3 being “extremely/almost always.” All 58 DAP items are further categorized into the following eight asset categories.

External Assets

1. **Support**—support from parents, family and other adults; parent-adolescent communication; advice and help from parents; helpful neighbors; and caring school environment
2. **Empowerment**—feeling safe at home, at school and in the neighborhood; feeling valued; and having useful jobs and roles
3. **Boundaries and Expectations**—having good role models; clear rules at home and school; encouragement from parents and teachers; and monitoring by family and neighbors
4. **Constructive Use of Time**—participation in religious or spiritual activity; involvement in a sport, club, or group; creative activities; and quality time at home

Internal Assets

5. **Commitment to Learning**—enjoys reading and learning; caring about school; doing homework; and being encouraged to try new things
6. **Positive Values**—standing up for one’s beliefs; taking responsibility; avoiding alcohol, tobacco and drugs; valuing honesty; healthy behaviors; being encouraged to help others; and helping, respecting, and serving others
7. **Social Competencies**—building friendships; properly expressing feelings; planning ahead; resisting negative peer pressure; being sensitive to and accepting others; and resolving conflicts peacefully
8. **Positive Identity**—optimism; locus of control; and self-esteem

The scales used for the eight asset categories range from 0 to 30, and can be interpreted using the following guidelines.

Figure 3. Interpretive Guidelines for DAP’s Internal and External Asset Categories

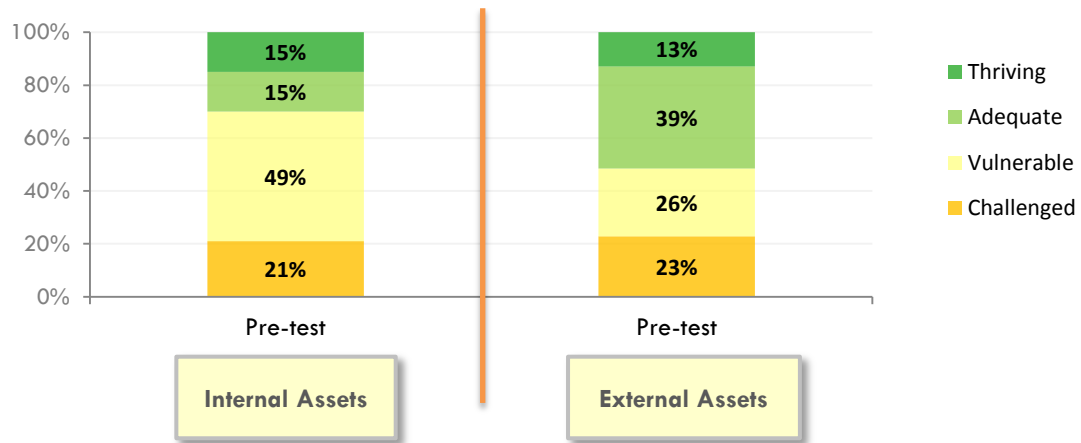
Label	Range of Scores	Interpretive Guidelines
Thriving	26-30	Abundant assets: most assets are experienced strongly and/or frequently
Adequate	21-25	Moderate assets: most assets are experienced often, but there is room for improvement
Vulnerable	15-20	Borderline assets: some assets are experienced, but many are weak and/or infrequent. There is considerable room for strengthening assets in many areas
Challenged	0-14	Depleted levels of assets: few if any assets are strong or frequent. Most assets are experienced infrequently. There are tremendous opportunities for strengthening assets in most areas

A total of 39 pre-DAP and 1 post-DAP were administered during fiscal year 2012-2013. Very few post-surveys were administered in fiscal year 2012-2013 due to the average time youth typically remain in the program, which is anywhere from 18 months to three years. As such, the majority of the youth served in fiscal year 2012-2013 will complete their post-assessments during the 2013-2014 fiscal year.

What is the asset profile of program participants?

The average internal and external asset scores were configured into four distinct ranges, from “thriving” to “challenged.” As seen in the figure below, **slightly over 20% of participants reported “challenged” levels of Internal Assets and External Assets.** In light of the risk factors faced by these youth (see page 4), it is surprising to see that a little over half of them reported “adequate” to “thriving” levels of External Assets.

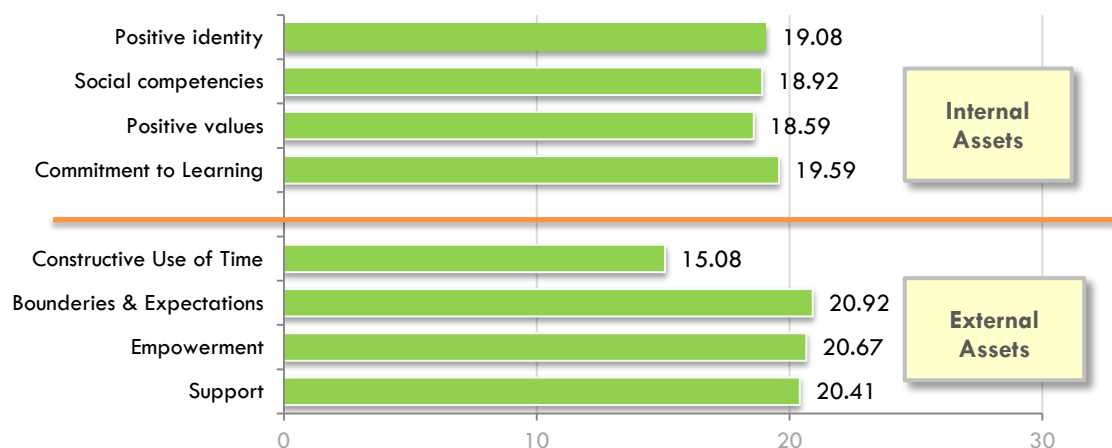
Figure 4. Percentage of Participants Who are “Thriving” to “Challenged” in Internal and External Assets



Note: Based on 39 participants.

The next figure provides pre-mean scores for each of the eight asset categories. Please see page 6 for a detailed description of each category, as well as the interpretive guidelines. As indicated by the average pre-mean scores, program participants reported “vulnerable” levels of assets upon starting services, especially so with regard to *Constructive Use of Time*.

Figure 5. Asset Category Mean Scores Upon Entry



Source: Developmental Assets Profile surveys.

Note: Sample based on 39 participants.

JJCPA Mandated Outcomes

Justice outcomes are based on 54 youth whose six month post-entry evaluation milestone occurred in fiscal year 2012-2013. Thus, data presented in this section are for youth who enrolled in the program during the 2012 calendar year.

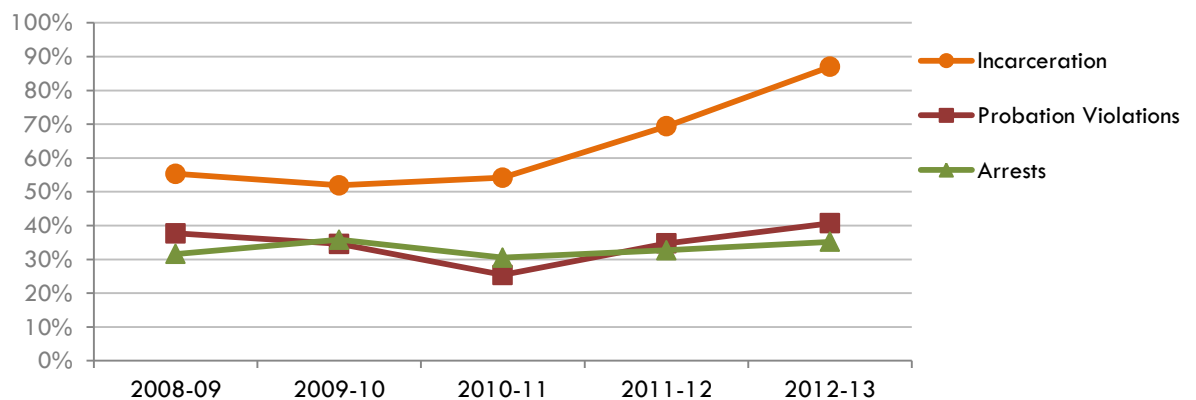
Arrests, probation violations and incarceration

Of the 54 youth in the evaluation cohort, 35% had an arrest for a new law violation filed in the six months following their entry into the program and 87% were incarcerated at least once in the same time period. Incarceration can be for an arrest for a new law violation, probation violation or a Probation Officer initiated hold. While the incarceration rate is somewhat high, the court orders for this program allow Probation Officers to use short-term juvenile hall admits as an approach to stabilize FPP participants and for youth to understand immediate consequences. These are referred to as blue booking detentions. Sixty-five percent (35 of 54 youth) had a blue booking detention in the six months following entry and 61% (33 of 54 youth) had a detention for non-blue booking reasons (e.g., new law violation, probation violation).

All (100%) FPP youth were on formal probation at entry into the program. Two-fifths (41%) had a probation violation filed within six months of entry. A Probation Officer may give a youth a violation for not following conditions of their probation including: not going to school, breaking curfew, testing positive for alcohol or drugs, associating with a gang member, etc. This behavior may result in a consequence that can include a juvenile hall stay.

The figure below presents the last five years of data for these outcomes. There was a continued increase in incarcerations. Arrests for new law violations and probation violations increased slightly over last year.

Figure 6. Arrest, Probation Violation and Incarceration Rates by Project Year



Note: For 2012-13 Arrests for new law violations and Incarceration and Probation violations are based on 54 youth.

Completion of probation, restitution and community service

All youth in FPP are on formal probation. Due to the nature of the intervention and the challenges faced by these families, the length of time in this program can be long; up to three years and averaging 18 months. Thus, it is to be expected that this program would have a low probation completion rate at six months after entry. This year, no youth completed probation within six months of entry. However, seven youth who entered the program in 2012 did successfully complete probation within twelve months of entry this year.

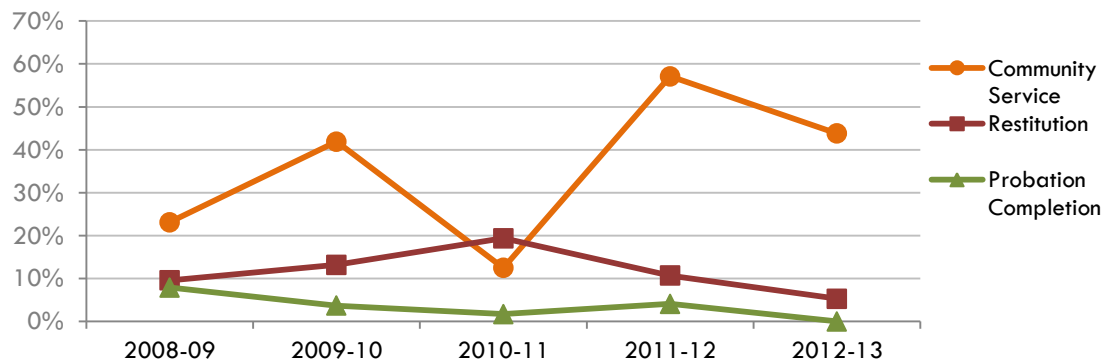
As a condition of probation, youth may be ordered by the court to pay restitution. Completion of payment of restitution is reported only for those youth for whom an account was established within a month of this order. For both the restitution and court-ordered community service outcomes, the number of youth in each

group is small and varies each year. This small sample size may lead to unstable results. This year, 19 youth were assigned restitution and 5% completed this condition. There can be great variation in restitution amounts ordered by the court which may affect the time it would take a youth to finish payment.

Of the 16 youth ordered to complete community service at some time during the six months following entry, 44% completed this condition of their probation. As the number of sites in the county that accept youth to perform community services is decreasing, it can at times be difficult for youth to find a community service opportunity. It is important to note that not completing probation, restitution or community service by six months post-entry does not mean that they failed to complete altogether. It is likely that they are still working on the conditions at this point and may complete at some point after six months.

Both completion of probation and completion of restitution have had small variations over the last four years. Community service, however, fluctuates largely with a decrease this year. FPP Probation Officers are recommending community service more frequently and providing additional support for its completion. The amount of time for which it is ordered has also reduced to a more achievable level for youth (e.g., 50 hours).

Figure 7. Completion of Probation, Restitution Payment and Community Service



Note: For 2011-12 Completion of Probation is based on 54 youth; Completion of Restitution is based on 19 youth; Completion of Community Service is based on 16 youth.

Out-of-Home Placement

The central goal of FPP is to maintain youth in their homes. For the local outcome of out-of-home placement, only one youth (1.8% of participants) was given a placement order in the six months after entry. This underscores the program's effectiveness in meeting its goal of keeping families intact and in maintaining educational continuity for the youth.

Client Vignette

As a way to illustrate the effort of the FPP program and the benefits to its participants, staff provided this case story.

Alicia is a 17-year-old female who lives with her mother, and her two younger siblings in a one bedroom apartment. Alicia was adjudged a ward of the Court on theft related charges. She was referred to the Family Preservation Program by the Juvenile Court.

When this officer met Alicia, she had already begun working with another Probation Officer and was hard for her to "let go of it" because she really liked the officer she was working with. In the beginning, Alicia was guarded with the little information she provided to this officer and also began to "test the water" to see how

much she could get away with. She began disrespecting her mother and violating her curfew; to which this officer quickly gave her a consequence. She did not like it, but she complied. Alicia was also addicted to marijuana. She was a junior in high school at the time and was doing the minimum to get by; she was also behind in credits.

This officer met with Alicia and her mother to go over the programs she would be referred to. Alicia would have to participate in a drug and alcohol program, individual counseling, and family therapy. She also expressed interest in a gym membership, which she could not afford, but probation could help with the membership. (Note: the money was taken from a Children's Fund account). To date, Alicia and her mother completed family therapy, she is finishing up drug and alcohol counseling, and she continues with her work out routine, except that probation is no longer paying for the membership because she is now employed.

Alicia is now a senior in high school and is expected to graduate a semester early. She has also abstained from drug use and is working part-time at a Chinese restaurant. Alicia has learned that if she breaks the law, there will be consequences for her actions. Her relationship with her mother improved and her mother appreciates what she does for her and her siblings. She also learned that nothing comes easy in life, and she has to work hard to earn what she wants. Alicia indicated that probation has helped her stay on track in school because she knew this officer would check in with her every week. For Alicia, probation helped her stay free of drugs, improve her relationship with her mother and invest in her education.

Attachment I – Pre-DAP Mean Scores

“I...

	Pre Mean Score	Sample
Q1 Pre: Stand up for what I believe in.	2.28	39
Q2 Pre: Feel in control of my life and future.	2.05	39
Q3 Pre: Feel good about myself.	2.10	39
Q4 Pre: Avoid things that are dangerous or unhealthy.	1.67	39
Q5 Pre: Enjoy reading or being read to.	1.59	39
Q6 Pre: Build friendships with other people.	2.23	39
Q7 Pre: Care about school.	1.97	39
Q8 Pre: Do my homework.	1.56	39
Q9 Pre: Stay away from tobacco, alcohol, and other drugs.	1.62	39
Q10 Pre: Enjoy learning.	2.00	39
Q11 Pre: Express my feeling in proper ways.	1.62	39
Q12 Pre: Feel good about my future.	2.11	38
Q13 Pre: Seek advice from my parents.	1.54	39
Q14 Pre: Deal with frustration in positive ways.	1.49	39
Q15 Pre: Overcome challenges in positive ways.	1.74	39
Q16 Pre: Think it is important to help other people.	2.21	39
Q17 Pre: Feel safe and secure at home.	2.51	39
Q18 Pre: Plan ahead and make good choices.	1.74	39
Q19 Pre: Resist bad influences.	1.74	38
Q20 Pre: Resolve conflicts without anyone getting hurt.	1.82	39
Q21 Pre: Feel valued and appreciated by others.	2.00	39
Q22 Pre: Take responsibility for what I do.	2.37	38
Q23 Pre: Tell the truth even when it is not easy.	2.13	39
Q24 Pre: Accept people who are different from me.	2.46	39
Q25 Pre: Feel safe at school.	2.38	39
Q26 Pre: Actively engaged in learning new things.	2.13	39
Q27 Pre: Developing a sense of purpose in my life.	2.00	39
Q28 Pre: Encouraged to try things that might be good for me.	2.26	39
Q29 Pre: Included in family tasks and decisions.	1.72	39
Q30 Pre: Helping to make my community a better place.	1.13	39
Q31 Pre: Involved in a religious group or activity.	1.10	39
Q32 Pre: Developing good health habits.	2.10	39
Q33 Pre: Encouraged to help others.	2.05	39

	Pre Mean Score	Sample
Q34 Pre: Involved in a sport, club, or other group.	1.69	39
Q35 Pre: Trying to help solve social problems.	1.54	39
Q36 Pre: Given useful roles and responsibilities.	1.69	39
Q37 Pre: Developing respect for other people.	2.05	39
Q38 Pre: Eager to do well in school and other activities.	2.15	39
Q39 Pre: Sensitive to the needs and feelings of others.	1.74	39
Q40 Pre: Involved in creative things such as music, theater, or art.	1.74	38
Q41 Pre: Serving others in my community.	1.00	39
Q42 Pre: Spending quality time at home with my parents(s).	1.45	38
Q43 Pre: Friends who set good examples for me.	1.92	39
Q44 Pre: A school that gives students clear rules.	2.10	39
Q45 Pre: Adults who are good role models for me.	2.41	39
Q46 Pre: A safe neighborhood.	2.11	38
Q47 Pre: Parent(s) who try to help me succeed.	2.49	39
Q48 Pre: Good neighbors who care about me.	1.36	39
Q49 Pre: A school that cares about kids and encourages them.	2.31	39
Q50 Pre: Teachers who urge me to develop and achieve.	2.38	39
Q51 Pre: Support from adults other than my parents.	2.36	39
Q52 Pre: A family that provides me with clear rules.	2.23	39
Q53 Pre: Parent(s) who urge me to do well in school.	2.49	39
Q54 Pre: A family that gives me love and support.	2.31	39
Q55 Pre: Neighbors who help watch out for me.	1.21	39
Q56 Pre: Parent(s) who are good at talking with me about things.	1.90	39
Q57 Pre: A school that enforces rules fairly.	2.05	39
Q58 Pre: A family that knows where I am and what I am doing.	1.95	39

ATTACHMENT II – CROSSWALK OF DAP ITEMS TO ASSET AND CONTEXT SCALES

DAP Items		Asset Scale	Context Scale
13.	I seek advice from my parents.	Support	Family
47.	I have parent(s) who try to help me succeed.	Support	Family
48.	I have good neighbors who care about me.	Support	Community
49.	I have a school that cares about kids and encourages them.	Support	School
51.	I have support from adults other than my parents.	Support	Social
54.	I have a family that gives me love and support.	Support	Family
56.	I have parent(s) who are good at talking with me about things.	Support	Family
17.	I feel safe and secure at home.	Empowerment	Family
21.	I feel valued and appreciated by others.	Empowerment	Social
25.	I feel safe at school.	Empowerment	School
29.	I am included in family tasks and decisions.	Empowerment	Family
36.	I am given useful roles and responsibilities.	Empowerment	Community
46.	I have a safe neighborhood.	Empowerment	Community
43.	I have friends who set good examples for me.	Boundaries & Exp.	School
44.	I have a school that gives students clear rules.	Boundaries & Exp.	School
45.	I have adults who are good role models for me.	Boundaries & Exp.	Social
50.	I have teachers who urge me to develop and achieve.	Boundaries & Exp.	School
52.	I have a family that provides me with clear rules.	Boundaries & Exp.	Family
53.	I have parent(s) who urge me to do well in school.	Boundaries & Exp.	Family
55.	I have neighbors who help watch out for me.	Boundaries & Exp.	Community
57.	I have a school that enforces rules fairly.	Boundaries & Exp.	School
58.	I have a family that knows where I am and what I am doing.	Boundaries & Exp.	Family
31.	I am involved in a religious group or activity.	Const. Use of Time	Community
34.	I am involved in a sport, club, or other group.	Const. Use of Time	Community
40.	I am involved in creative things such as music, theater, or art.	Const. Use of Time	Community
42.	I am spending quality time at home with my parent(s).	Const. Use of Time	Family
5.	I enjoy reading or being read to.	Commit. to Learning	Personal
7.	I care about school.	Commit. to Learning	School
8.	I do my homework.	Commit. to Learning	School
10.	I enjoy learning.	Commit. to Learning	School
26.	I am actively engaged in learning new things.	Commit. to Learning	School
28.	I am encouraged to try things that might be good for me.	Commit. to Learning	School
38.	I am eager to do well in school and other activities.	Commit. to Learning	School
1.	I stand up for what I believe in.	Positive Values	Personal
9.	I stay away from tobacco, alcohol, and other drugs.	Positive Values	Personal
16.	I think it is important to help other people.	Positive Values	Social
22.	I take responsibility for what I do.	Positive Values	Personal
23.	I tell the truth even when it is not easy.	Positive Values	Personal
30.	I am helping to make my community a better place.	Positive Values	Community
32.	I am developing good health habits.	Positive Values	Personal
33.	I am encouraged to help others.	Positive Values	Social
35.	I am trying to help solve social problems.	Positive Values	Community
37.	I am developing respect for other people.	Positive Values	Community
41.	I am serving others in my community.	Positive Values	Community
4.	I avoid things that are dangerous or unhealthy.	Social Competencies	Personal
6.	I build friendships with other people.	Social Competencies	Social
11.	I express my feelings in proper ways.	Social Competencies	Social
18.	I plan ahead and make good choices.	Social Competencies	Personal
19.	I resist bad influences.	Social Competencies	Social
20.	I resolve conflicts without anyone getting hurt.	Social Competencies	Social
24.	I accept people who are different from me.	Social Competencies	Community
39.	I am sensitive to the needs and feelings of others.	Social Competencies	Social
2.	I feel in control of my life and future.	Personal Identity	Personal
3.	I feel good about myself.	Personal Identity	Personal
12.	I feel good about my future.	Personal Identity	Personal
14.	I deal with frustration in positive ways.	Personal Identity	Personal
15.	I overcome challenges in positive ways.	Personal Identity	Social
27.	I am developing a sense of purpose in my life.	Personal Identity	Personal