



CREATING

RESULTS

WITH YOUTH &

THEIR FAMILIES

Comprehensive Evaluation Report

San Mateo County
Probation Department

Juvenile Justice
Coordinating Council (JJCC)



San Mateo County Probation Department
JUVENILE PROBATION AND CAMPS FUNDING (JPCF) &
JUVENILE JUSTICE CRIME PREVENTION ACT (JJCPA)

Annual Evaluation Report

2015-2016



Applied Survey Research

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YEAR FIVE EVALUATION HIGHLIGHTS

In 2015, eleven programs serving San Mateo County youth and their families were awarded two-year grants from the San Mateo County Probation Department’s (SMCPD) allocation of Juvenile Justice Crime Prevention Act (JJCPA) and Juvenile Probation and Camps Funding (JPCF) and funds. Revised for Fiscal Year (FY) 2015-16, the desired outcomes of these funding streams include:

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

The Juvenile Justice Coordinating Committee (JJCC) implemented two new measures this year: the prescreen version of the *Juvenile Assessment and Intervention System* (pre-JAIS) and the *Child Adolescent Needs and Strengths* (CANS) assessment. Table 1 below presents key evaluation highlights that are discussed in more depth in the following sections of this report.

Table 1. Key Evaluation Highlights, FY 2011-12 through FY 2015-16

Metric	FY 11-12	FY 12-13	FY 13-14	FY 14-15	FY 15-16
Clients & Services					
Number of clients served	2,436	2,672	2,510	2,380	1,644
Average number of hours of service	16.8	19.1	16.9	25.9	14.8 ^a
Average time in the program (months)	4.1	5.8	4.6	4.7	3.4 ^a
Risk Indicators					
Pre-JAIS Risk Level^b	Data not collected in prior fiscal years				
Low					60%
Moderate					29%
High					11%
CANS Items^c					
Clients with 3 or more actionable needs		86%			
Number of actionable needs per client		9.5			
Percent of items with actionable needs		13%			
Outcomes					
Justice Outcomes^d					
Arrests (for a new law violation)	17%	16%	18%	24%	19%
Incarcerations	23%	21%	25%	30%	27%
Probation violations	26%	27%	26%	43%	38%
^a The Assessment Center and FPP do not report units of service and were not included in these data; BGCP reported days of attendance at middle school clubhouses, so this data was not included here. ^b n = 547 clients with complete pre-JAIS data. ^c n = 239 clients who completed between 46 and 105 CANS items. ^d Sample sizes vary for each FY and indicator, and are presented later in this report.					

Summary of Findings

The following is a summary of key evaluation findings from FY 2015-16:

- Funded programs served 1,644 clients who were predominantly Latino (58%) and male (72%) and resided primarily in the North (39%) and South (38%) regions of the county. This represents a decrease of more than 30% compared to FY 2014-15, which can be attributed both to a decline in clients served and underreporting due to data collection challenges.
- Programs served clients across the spectrum of risk. Although pre-JAIS data were limited in scope, results showed that JPCF programs were serving clients with much lower criminogenic risk than JJCPA programs. CANS pretest data indicated that clients have a variety of service needs, but are particularly lacking on measures of youth strengths. JJCPA programs varied in the extent to which their youth have alcohol or drug problems at program entry, but almost all served a large proportion of youth with significant school-related problems.
- 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. Five programs continued to offer services to parents and six programs offered services directly on school campuses.
- Compared to FY 2014-15, the amount of service delivered this year varied greatly among programs, generally reflecting the programs' levels of intervention. While some programs increased their service levels, others saw a decline in either clients served or amount of service per client, or both. Some of this may be due to underreporting and data collection issues.
- The pilot data for the CANS received this year will serve as a baseline moving forward and lays the groundwork for insightful outcome analyses (i.e., comparing pre- and posttest data) in the coming fiscal year.
- Juvenile justice outcomes for all JJCPA programs improved slightly. Rates for arrests, incarcerations and probation violations all declined between 3 to 5 percentage points compared to FY 2014-15, though they remained higher than rates for prior years. The rate of completion of community service increased 7 percentage points. Rates of completion of probation and restitution declined, however, and remained well below the state average for FY 2014-15; this was largely due to the fact that SMCPD measures these outcomes at 180 days after program entry, and most youth will not have completed their terms of probation within six months.
- Many programs provided program-specific outcomes to supplement or substitute for pre-JAIS and CANS data, with most of these showing at least some positive support for the effectiveness of their programs.
- As SMCPD implemented two new evaluation tools (with new training requirements) in FY 2015-16, several funded programs faced challenges in implementing the tools. Similarly, some organizations struggled to collect basic client and service data. Community-based organizations (CBOs) identified barriers to providing consistent, high-quality data, including high levels of staff turnover and inadequate resources dedicated to evaluation activities. ASR's analysis of CBO contracts found variability in the amount of funding budgeted for evaluation, with three programs allocating more than 10% but two others dedicating 0%. ASR recommends that SMCPD highlight the importance of evaluation in future funding cycles and Requests for Proposals (RFPs).

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, and are based on actual receipts from California Vehicle License fees (please see Appendix I for a complete description of JJCPA and JPCF). As required by the Welfare and Institutions Code, in order to receive JJCPA funds, 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 April 2010, the JJCC established a subcommittee which was authorized to oversee the planning and creation of the update of the 2001 Local Action Plan. The subcommittee included representatives who work with at-risk and Probation youth from Probation, Human Services Agency, Behavioral Health and Recovery Services, Health Policy and Planning, a local Police Department, representatives from High Schools, CBOs, and community members familiar with youth development and active in justice work, including membership on the Juvenile Justice and Delinquency Prevention Commission.

Through an extensive data collection process that included five key informant interviews, ten focus groups, and an online survey, a core set of desired outcomes and strategies were identified to address needs of youth and their families in San Mateo County. The desired outcomes included:

- Improved family functioning
- Increased developmental assets
- Greater engagement in and connection to school
- Improved educational outcomes
- Reduced substance use
- Decreased gang involvement
- Decreased justice involvement

The core strategies included:

- Emphasize early intervention
- Address the needs of both youth and their families
- Where possible, use practices that are recognized evidence-based models
- Understand and address system barriers that limit accessibility and lead to increased recidivism
- Address the needs of underserved groups, or groups over-represented in the Juvenile Justice System
- Set clear outcomes for funded programs/strategies and plan for their assessment

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 2015, eleven programs serving San Mateo County youth and their families were awarded two-year grants from the SMCPD's allocation of JJCPA and JPCF funds. The JJCC oversees funds from both JJCPA and JPCF, and Applied Survey Research (ASR) was awarded the contract as the evaluator. Of these eleven funded programs, five are funded through JJCPA and six 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 2.

Table 2. Program Descriptions of JJCPA and JPCF Funded Programs

Agency/Program	Short Name	Description
JJCPA Funded 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 Funded 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
El Centro de Libertad	El Centro	Provides group and individual counseling and alcohol and drug treatment to middle and high school students Provides a drop-in parent series
Pyramid Alternatives – Strengthen our Youth	Pyramid	Provides group and individual counseling to at-risk middle and high school students Provides parenting workshops
YMCA – 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

FY 2015-16 Revisions

The Welfare and Institutions Code requires Juvenile Probation departments to update their Local Action Plan (LAP) every five years. In 2015, SMJPD made preparations to engage in the next LAP process by updating their evaluation plan and implementing changes to their desired outcome and evaluation tools (see Figure 1).

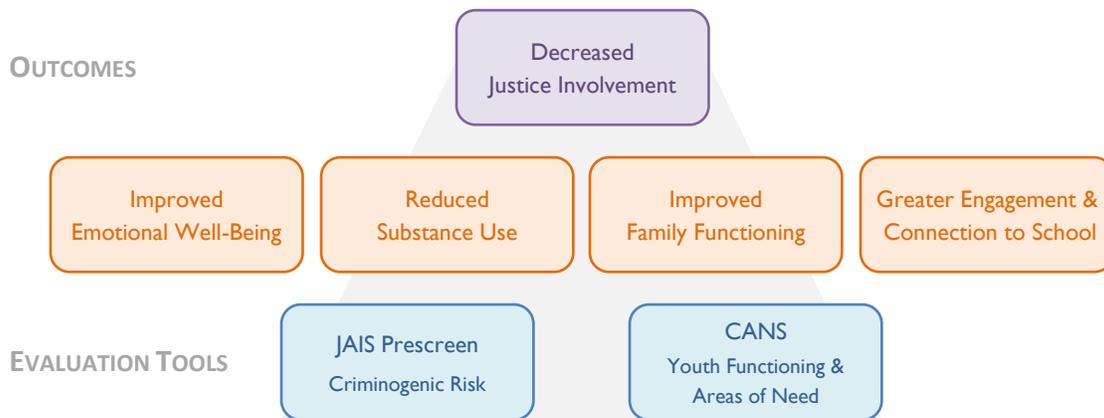
Desired Outcomes—The revised desired outcomes for FY 2015-16 shift emphasis from developmental assets to highlight the importance of youth’s emotional well-being. They are:

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

Evaluation Tools—During FY 2014-15, with the guidance of Applied Survey Research, SMCPD decided to replace the outcome measures used by community-based organizations to assess youth outcomes — previously the *Developmental Assets Profile (DAP)* and the *Adolescent Alcohol and Drug Involvement Scale (AADIS)*—with two new measures of youth risk level—the prescreen version of the *Juvenile Assessment and Intervention System (pre-JAIS)* and the *Child Adolescent Needs and Strengths (CANS)* assessment.

The department was already utilizing the JAIS internally to assess risk level and help in the development of case plans for youth, thus the addition of the pre-JAIS would add to the department’s knowledge of the risk level of youth receiving services. In addition, for CBOs funded through JJCPA funding stream, the pre-JAIS could be an indicator to which youth needed a more thorough assessment. Similarly, the transfer to the CANS—which focuses on youth functioning and identifies areas of service need—was made to help CBOs understand the level of care needed by youth as well as to measure incremental changes in youth over time. Lastly, the CANS helps providers understand which areas should be addressed in a youth’s case plan.

Figure 1. Revised Evaluation Plan for FY 2015-16



Data Collection

Programs funded by SMCPD 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 collect demographic information on clients. As a baseline, ASR requests organizations to collect:

- Date of Birth
- Gender
- Race and Ethnicity
- City and Zip Code of Residence

ASR also requests data that summarizes the services received by youth. As a baseline, ASR requests organizations to collect:

- Service type (e.g. group counseling, individual counseling, parenting education)
- Date of Service
- Length of service (in hours)
- Program entry date/exit date
- Reason for exit

Together, these two sets of data provide relevant information about a) the characteristics of clients receiving services, b) clients' length of involvement in services, and c) the impact of involvement of specific services (for example, do clients who participate in group and individual counseling have greater gains than clients only participating in individual counseling).

Risk Factors—In FY 2015-16, SMCJP implemented two new measures of client risk, the pre-JAIS and the CANS. Funded programs were asked to complete these measures with existing clients beginning January 2016 and subsequently at intake with all new clients.

- The *Juvenile Assessment and Intervention System (JAIS)* is a risk, strength and needs assessment designed to assist workers to effectively and efficiently supervise 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 (pre-JAIS) in addition to full assessment and reassessment components; SMCJP has elected to administer the pre-JAIS to provide an initial indicator of recidivism risk. The pre-JAIS consists of 8 (girls) or 10 (boys) items and yields an overall risk level of low, moderate, or high.
- The *Child Adolescent Needs and Strengths (CANS)* survey 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. The CANS consists of multiple items scored on a 4-point scale (0 to 3, with a score of 2 or 3 indicating an actionable need) and grouped into stand-alone modules—e.g., Risk Behaviors, Strengths, Behavioral/Emotional Needs, Trauma. Each program completed a different set of CANS modules according to the specific fit with their programs and clientele.
- JJCPA programs also collected data on several risk-related indicators, including whether a youth had any of the following at program entry: 1) an alcohol or drug problem, 2) an attendance problem, and 3) a suspension or expulsion in the past year.

Youth Functioning Outcomes—Historically, SMCJP has assessed change over time for clients; however, the transition to the CANS prevented this level of analysis for FY 2015-16. The CANS is recommended to be administered at 6-month intervals thus with the January start date for administration, ASR was not able to analyze CANS post-test data for FY 2015-16.

Juvenile Justice Outcomes—JJCPA-funded programs are also required to report data on the following six mandated justice-related outcomes for clients: 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 clients (i.e., whose six-month milestone occurred in FY 2015-16).

Program-specific Outcomes—Additionally, 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

Profiles of Clients Served

Clients by Program

In FY 2015-16, all programs combined served a total of 1,644 clients, a decrease of more than 30% compared to FY 2014-15. The reasons for this decrease are likely multiple: some programs truly served fewer clients (e.g., Assessment Center, FPP), and several CBOs had difficulties with data collection and likely underreported their clients and services (e.g., BGCP, El Centro). To address issues related to data collection and evaluation methods, Probation and ASR met with six of the CBOs (either via face-to-face contact or telephone) to help the programs develop a data collection plan for FY 2015-16. In addition, since these meetings ASR has provided technical assistance to all organizations as requested. Lastly, for FY 2015-16 ASR has implemented quarterly data checks as a quality assurance process. As seen in Table 3, YMCA, Pyramid and Assessment Center combined to serve more than half of the clients (20%, 20%, and 14%, respectively). JJCPA programs served 46% of clients while JPCF programs served 54%.

Table 3. Number and Percentage of Clients Served by Program, FY 2015-2016

		Clients Served		
		FY 2014-15	FY 2015-16	
		Clients Served	Clients Served	Percent of All Clients
JJCP Programs	Acknowledge	151	151	9%
	Assessment	423	332	20%
	FPP	95	44	3%
	FLY	30	95	6%
	Insights	156	138	8%
	JJCPA Total	855	760	46%
JPCF Programs	BGCP	667	151	9%
	CLSEPA	--	83	5%
	PCRC	101	--	--
	El Centro	39	14	1%
	Pyramid	185	224	14%
	YMCA	483	328	20%
	Parent Programs	50	84	5%
	JPCF Total	1,525	884	54%
Total		2,380	1,644	100%
Note: PCRC = Pacific Conflict Resolution Center, no longer funded in FY 2015-16.				

Client Characteristics

Most clients served by JJCPA and JPCF programs in FY 2015-16 were Hispanic/Latino (58%), followed by Other/Unknown (12%), White/Caucasian (10%) and Filipino/Pacific Islander (10%). Programs with the largest share of Latino clients (two-thirds or more) include Acknowledge Alliance, FPP, CLSEPA, El Centro and PPP. JJCPA programs served mostly male clients (72%), whereas JPCF programs served a higher proportion of females (55%).

The average age of JJCPA clients was 16.1, whereas the average age of JPCF clients was 13.3. On average, clients receiving services from BGCP were the youngest and clients receiving services from FLY were the oldest.

Table 4. Clients’ Demographic Profile, FY 2015-2016

		Total		Ethnicity					Gender		Age
		Count	Hispanic/Latino	White/Caucasian	Black/African American	Filipino/Pacific Islander	Asian	Other/Unknown	Male	Female	Average
JJCPA Programs	Acknowledge	151	70%	9%	6%	7%	1%	7%	74%	26%	16.1
	Assessment	332	62%	15%	9%	9%	2%	3%	66%	34%	15.7
	FPP	44	71%	21%	7%	2%	0%	0%	73%	27%	15.8
	FLY	95	53%	10%	7%	26%	1%	3%	72%	28%	16.8
	Insights	138	63%	13%	9%	11%	1%	3%	83%	17%	16.6
	JJCPA Total	760	64%	13%	8%	11%	1%	4%	72%	28%	16.1
JPCF Programs	BGCP	151	62%	0%	29%	5%	0%	3%	64%	36%	12.3
	CLSEPA	83	89%	1%	1%	0%	0%	8%	47%	53%	---
	El Centro	14	79%	0%	7%	0%	0%	14%	93%	7%	16.3
	Pyramid	224	37%	9%	6%	11%	2%	35%	36%	64%	14.7
	YMCA	324	45%	12%	3%	17%	4%	19%	45%	55%	12.6
	PPP	84	71%	8%	2%	7%	5%	6%	27%	73%	----
	JPCF Total	884	53%	8%	8%	11%	3%	18%	45%	55%	13.3
Total	1,644	58%	10%	8%	10%	2%	12%	57%	43%	14.7	

Note: Probation Parent Programs’ (PPP) ethnic composition refers to parent clients and not their children. Age of clients is not included for PPP and CLSEPA. BGCP provided data only for middle school participants.

Region and City of Residence

As shown in Table 5, the majority of participating clients in FY 2015-16 resided in North county (38.7%) or South county (37.5%), with the remainder in the Mid county (18.7%) and Coast (5.1%) regions. Compared to FY 2014-15, there were large decreases in numbers of clients from the South (44%), Coast (40%) and South (33%) regions, whereas North county (7%) only saw a small decrease. The cities with the largest concentrations of clients were South San Francisco (316 youth), East Palo Alto (298), San Mateo (233), Daly City (231), and Redwood City (222). These are generally the same cities with the highest concentration across all fiscal years.

Table 5. Region and City of Residence for Participating Clients, 2011-2016

Region/City	2011-12	2012-13	2013-14	2014-15	2015-16
North					
Brisbane	24	4	4	4	0
Colma	3	3	1	5	2
Daly City	282	312	246	189	231
San Bruno	181	181	175	145	58
South San Francisco	195	350	352	306	316
North Subtotal	685	850	778	649	607
Coast					
El Granada	13	20	11	9	8
Half Moon Bay	91	108	88	80	39
La Honda/Loma Mar/Pescadero	4	7	4	2	0
Montara	10	9	8	3	2
Moss Beach	23	18	11	10	10
Pacifica	26	33	29	28	21
Coast Subtotal	167	195	151	132	80
Mid					
Belmont	18	20	10	12	20
Burlingame	33	28	18	21	13
Foster City	14	21	93	10	11
Hillsborough	4	3	1	0	0
Millbrae	18	20	14	20	9
San Carlos	9	17	12	10	7
San Mateo	283	355	429	364	233
Mid Subtotal	379	464	577	437	293
South					
Atherton	0	3	2	0	0
East Palo Alto	385	341	361	477	298
Menlo Park	177	182	160	160	69
Portola Valley/Woodside	6	7	5	0	0
Redwood City	401	274	319	407	222
South Subtotal	969	807	847	1044	589
Total	2,200	2,316	2,353	2,262	1,569
<p>Note: 7 youth from "Other North County" were coded as South San Francisco. Some cities share zip codes; 94014 was coded as Daly City and 94404 was coded as Foster City for FY 2015-16. Redwood City includes Emerald Hills and Redwood Shores. Does not include an estimated 28 youth living out of county and 47 with missing city/zip data in FY 2015-16.</p>					

Client Risk Levels and Service Needs

Criminogenic Risk: JAIS Prescreen

Funded programs assessed youth criminogenic risk using the pre-JAIS, the prescreen version of the *Juvenile Assessment and Intervention System* (JAIS). All programs except PPP were expected to complete the pre-JAIS for participating clients starting in January 2016. Eight of the ten programs provided pre-JAIS data, with 80% provided by JJCPA programs—45% from the Assessment Center alone—and 20% provided by JPCF programs, primarily Pyramid. Importantly, the shortfall of data was anticipated as implementation began mid-year. The Assessment Center collected data through the entire fiscal year, as they were already using the JAIS.

As presented in Table 6, programs served youth who were primarily at low (60%) or moderate (29%) risk levels. As would be expected, JJCPA programs generally served higher risk youth, with almost half at the moderate (35%) or high (12%) risk levels, whereas JPCF programs served a lower risk population, with almost 9 in 10 clients (89%) at low risk.

Table 6. Criminogenic Risk Levels Using the pre-JAIS, FY 2105-16

		Count		Risk Level	
		#	Low	Moderate	High
JJCPA Programs	Acknowledge	61	44%	34%	21%
	Assessment	248	65%	29%	6%
	FPP	48	19%	60%	21%
	FLY	38	55%	34%	11%
	Insights	46	39%	39%	22%
	JJCPA Total	441	53%	35%	12%
JPCF Programs	BGCP	0	---	---	---
	CLSEPA	10	50%	10%	40%
	El Centro	12	58%	25%	17%
	Pyramid	84	98%	2%	0%
	YMCA	0	---	---	---
	JPCF Total	106	89%	6%	6%
Total		547	60%	29%	11%
Note: Probation Parent Programs (PPP) serves parents and does not collect pre-JAIS data. BGCP and YMCA did not provide pre-JAIS data.					

Functioning and Service Needs: CANS Pretest

Funded programs completed the Child Adolescent Needs and Strengths (CANS) assessment with clients beginning in January 2016. The CANS consists of multiple items scored on a 4-point scale (0 to 3, with a score of 2 or 3 indicating an actionable need) and grouped into modules as shown in Table 7.

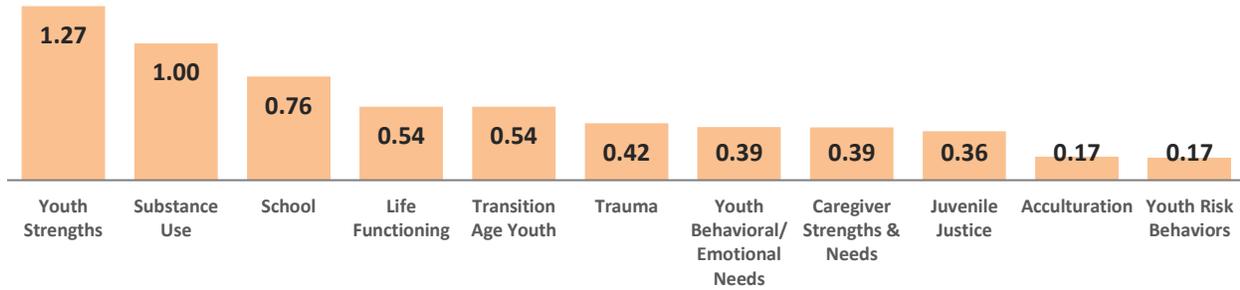
Table 7. Modules on the Child Adolescent Needs and Strengths (CANS) Assessment

Module	Items	Description
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
Juvenile Justice	6	The nature of the youth’s involvement with the juvenile justice system
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
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
School	4	How well youth is functioning in school
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
Trauma	17	Contains two submodules: <i>Potential Adverse/Traumatic Childhood Experiences</i> —static indicators of childhood trauma, and <i>Trauma Stress Symptoms</i> —how youth is responding to traumatic events
Substance Use	6	Details of youth’s substance use
Caregiver Strengths & Needs	12	Caregivers’ potential areas of needs and areas in which caregiver can be a resource for the youth
Transition Age Youth	11	Contains two submodules pertaining to youth ages 16-18 years: <i>Life Functioning</i> —individual, family, peer, school and community realms, and <i>Strengths</i> —assets to advance healthy development
Acculturation	4	Linguistic and cultural issues for which service providers need to make accommodations

CANS pre-tests were completed for 239 youth from 6 of the 8 funded CBOs, as follows: Pyramid (83), Acknowledge Alliance (47), Insights (44), FLY (40), CLSEPA (18) and BGCP (7). El Centro and YMCA did not submit data and Probation programs do not complete the CANS (see Appendix II). Because each program completed a different set of modules, the number of items completed for each youth ranged from 46 to 105.

Actionable Needs—Across all CANS items, 86% of assessed youth had 3 or more actionable needs (i.e., ratings of 2 or 3 on the item). The average number of actionable needs per youth was 9.5, which equates to 13% of all items being rated as an actionable need (see Table 1).

Figure 2. **Adjusted Mean Scores on Each CANS Module**



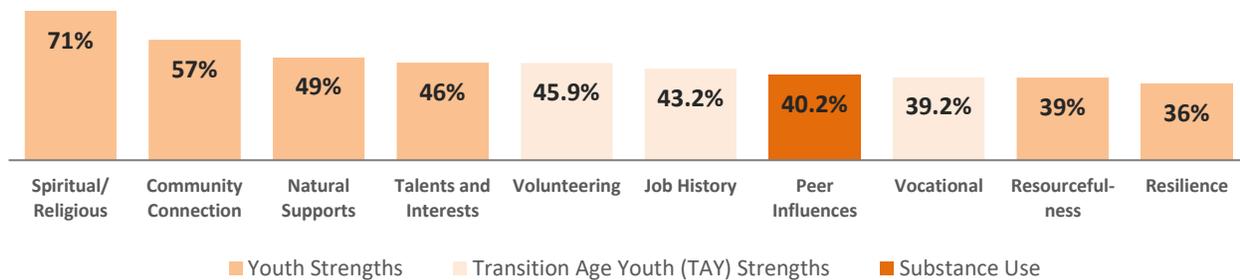
Note: n = 239 clients who completed between 46 and 105 CANS items each. Adjusted mean score = Mean score for each module divided by the number of items, which can be interpreted as the average item score.

Module Scores—Adjusted mean scores were calculated for each module by dividing the mean score by the number of items—essentially the average item score for that module on the 0-3 scale. As shown in Figure 2, youth had the most needs on the Youth Strengths module, followed by the Substance Use and School modules. Conversely, youth had the fewest needs in the Youth Risk Behaviors, Acculturation and Juvenile Justice modules.

Item Analysis—Most of the individual items with the highest percentage of needs related to youth’s strengths, as 9 out of the top 10 items were from the Youth Strengths module or the Transition Age Youth (TAY) Strengths submodule (see Figure 3).

Collectively, these results suggest that assessed youth have needs in many areas—including their functioning in individual, family, peer, school and community realms, their behavioral and emotional health, and their use of substance. In addition, 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. Interestingly, needs were relatively low on the Youth Risk Behaviors and Juvenile Justice modules, suggesting that assessed youth were at-risk but perhaps not deeply involved with the juvenile justice system.

Figure 3. **Percent of Actionable Needs on Individual CANS Items**



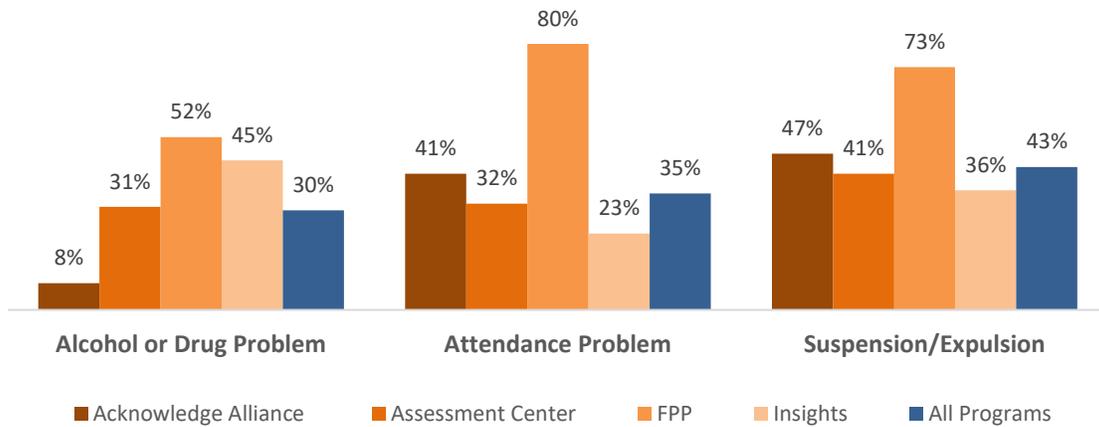
Other Risk Indicators

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
- A suspension or expulsion in the past year

As shown in Figure 4, JJCPA programs varied in the degree of risk presented by program clients at program entry. As might be expected due to the nature of their program, FPP served youth with the greatest risk, as more than half had an alcohol or drug problem at program entry, and three quarters or more had attendance and/or suspension/expulsion problems.

Figure 4. Risk Indicators at Program Entry by Program, FY 2015-16



Note: The fifth JJCPA program, FLY, did not report on these risk factors.

In addition, several JPCF programs reported additional data about risks facing their clients, including:

- CLSEPA reported that they have seen a growing number of rent increases and evictions due to the highly competitive housing market. They have also seen an increase in the numbers of Unaccompanied Immigrant Children released to San Mateo County; since October 2013, 582 children have been released to sponsors residing in this county. Many of these youth have experienced significant trauma in their lives and need supportive services to assist their transition to life in the United States.
- YMCA provided data for presenting issues for program intakes, most of which involved multiple issues. These data showed that 63% of intakes involved students dealing with stress, anxiety, depression, grief and loss, or similar issues. Other common presenting issues were related to socialization/conflicts with peers and adults (36%); school-related problems (31%); family-related problems (26%); and anger management/verbal aggression (23%).

Services Provided

Length of Participation and Hours of Service

The number of months between program entry and exit was calculated for clients who had exited their program. For some youth this may mean that the program ended because the school term came to a close. For other youth it may mean that they completed the program, dropped out, or declined services. As shown in Table 8, participation length ranged from less than two months for CLSEPA and Assessment Center to six months or more for FPP and FLY. These average lengths have remained relatively constant since 2011-2012, although some programs observed an increase compared to last year (e.g., FPP and YMCA), while most others observed a decline (e.g., FLY, Pyramid, and PPP).

Table 8. Length of Participation FY 2011-2012 through FY 2015-2016

		Average Time in Program (Months)				
		FY 11-12	FY 12-13	FY 13-14	FY 14-15	FY 15-16
JJCPA Programs	Acknowledge	3.6	4.3	3.7	4.0	3.5
	Assessment	1.7	2.1	2.3	3.0	2.4
	FPP	7.2	6.8	7.1	5.4	6.0
	FLY	10.8	10.8	10.8	10.0	6.6
	Insights	4.4	3.5	4.5	3.5	3.2
JPCF Programs	BGCP	5.0	5.3	5.4	4.9	N/A
	CLSEPA	Did not participate prior FYs				1.4
	El Centro	4.1	5.1	6.9	6.8	N/A
	Pyramid	4.0	4.2	4.1	6.4	4.8
	YMCA	5.4	6.2	4.1	4.3	4.8
	PPP	1.8	2.1	2.5	2.4	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. BGCP did not provide entry/exit data.						

The average hours of service provided per participant ranged greatly among programs (from 8.1 hours to 44.5 hours), generally reflecting the programs’ levels of intervention (see Table 9). For example:

- Clients at FLY are served up to a year or more, hence the high units of service. In fact, FLY Leadership clients received an average of 86 hours of service, comparable to the units of service for previous fiscal years. This year, they also provided data on their less intensively served Law program clients, who received an average of 9.9 hours of service. The number of clients in each program was fairly balanced resulting in the 44.5 hour average.

- BGCPC reported days of attendance at their middle school clubhouse programs only. Units presented in Table 9 represent days, not hours.
- For Acknowledge Alliance, the average number of hours per client increased 45% while the number of clients served remained the same compared to FY 2014-15
- For Insights, both the average number of hours and the total units have consistently declined over the last 5 years
- For some programs (e.g., Assessment Center, YMCA and PPP), the average number of hours per client has remained fairly consistent across the years while the total units has varied dramatically

Table 9. Units of Service FY 2011-12 through FY 2015-16

		Average units of service per youth (hours)					Total units of service for all youth (hours)				
		11-12	12-13	13-14	14-15	15-16	11-12	12-13	13-14	14-15	15-16
	Acknowledge	10.3	10.6	12.0	9.4	13.6	1,423	1,498	1,892	1,426	2,054
	Assessment	6.7	8.4	8.3	7.0	---	716	635	617	162	---
	FPP	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
	FLY	88.9	72.3	97.8	98.5	44.5	2,667	2,169	3,033	2,955	4,183
	Insights	21.3	19.9	16.8	15.7	13.2	2,366	3,635	3,212	2,451	1,822
JPCF Programs	BGCP	33.7	39.3	38.5	45.3	73.0	21,945	25,443	18,120	30,212	11,023
	CLSEPA	Did not participate prior FYs				8.1	Did not participate prior FYs				672
	El Centro	23.0	13.1	10.0	7.3	16.2	898	1,013	441	234	227
	Pyramid	11.2	9.7	11.0	9.6	12.4	2,516	2,756	2,121	1,452	2,778
	YMCA	11.5	13.5	9.9	9.1	10.1	3,293	5,756	5,481	4,390	3,313
	PPP	18.6	16.2	15.8	14.7	17.5	2,366	1,783	1,376	737	1,470
<p>Note: FLY previously reported only on Leadership youth; this year they reported on clients in the Law program as well, which had drastically different levels of service (e.g., average hours were 85.9 for Leadership and 9.9 for Law). Assessment Center did not report units of service for 2015-16. FPP does not calculate units of service. For BGCPC, units of service are measured in days served rather than hours. BGCPC reported on middle school youth only in 2015-16.</p>											

Youth Functioning Outcomes

As described previously, SMCPD implemented the CANS to assess both service needs (at program entry) and improvement in functioning over time (as an outcome measure). The decision to make this transition in FY 2015-16 required large efforts from both Probation and funded CBOs. During the fall of 2015, all CBOs were presented the opportunity to send staff from their organization to a Probation-supported training on how to implement the CANS within their organization. After this training, staff from Probation, ASR, and CBOs met to discuss which modules of the CANS organizations would administer based on the services they provide (see Appendix II). By January 2016, all CBOs had been offered the training and support needed to implement the CANS within their organizations, and began using the tool with existing clients and any new intakes.

The FY 2015-16 served as pilot year for the use of these measurement tools, and because data collection began halfway through the fiscal year, limited data was available for the annual report. Because the CANS does not detect changes over short period of times, the developers recommend using this tool only once every six months. Thus, organizations were instructed to collect only baseline data (i.e., pre-tests) with their clients, and no outcome data (i.e., post-tests) were collected. In future years, CBOs will be able to collect data in six-month intervals, and show incremental change in clients over time.

Juvenile Justice Outcomes

JJCPA-funded programs are required to report data on the following six mandated 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, and
- 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 clients. ASR provided support for the continued utilization of an existing county database into which program and Probation staff enter participant background information and the required outcome data as recorded in SMCPD's Juvenile Case Management System (JCMS).

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 2015-16.¹ When reviewing the JJCPA outcome data there are several important factors to note:

- **The number of cases upon which percentages are based varies with the outcome.** Arrests for new law violations and incarceration are for all youth whose six-month evaluation period occurred in 2015-2016. Probation violations and completion of probation are based on youth who are wards of the court. Completion of restitution and community service are based on those youth who have been ordered to fulfill those conditions by the court. For some programs and outcomes the number of cases in the sample is quite small and so may lead to unstable results in year to year comparisons.
- **Results for probation violations and arrests for new law violations are based on filed charges,** not all of which will necessarily have a final disposition of sustained. Also, a Probation Officer may give a youth a probation violation for not following conditions of their probation including: not going to

¹ Additional information and analysis are provided in each program's individual program report.

school, breaking curfew, testing positive for alcohol or drugs, associating with a gang member, etc. 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 (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 Program (FPP) allow Probation Officers to use short-term juvenile hall admits as an approach to stabilize clients and for youth to become acquainted with immediate consequences.
- **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 towards meeting these obligations at the evaluation milestone and could 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 5 presents results for the five San Mateo County JJCPA programs combined, as compared to the FY 2014-15 outcomes of all state JJCPA funded programs.² As with SMCPD, programs across the state serve youth with a variety of needs and risk levels and with a variety of service types. Programs included in these state-level outcome statistics may use a variety of different evaluation periods for reporting outcomes, including but not exclusive to the 180-day post-entry criterion used by San Mateo County. However, the California Department of Corrections and Rehabilitation, Corrections Standards Authority (CDCR-CSA) combines these in its report to the State Legislature.

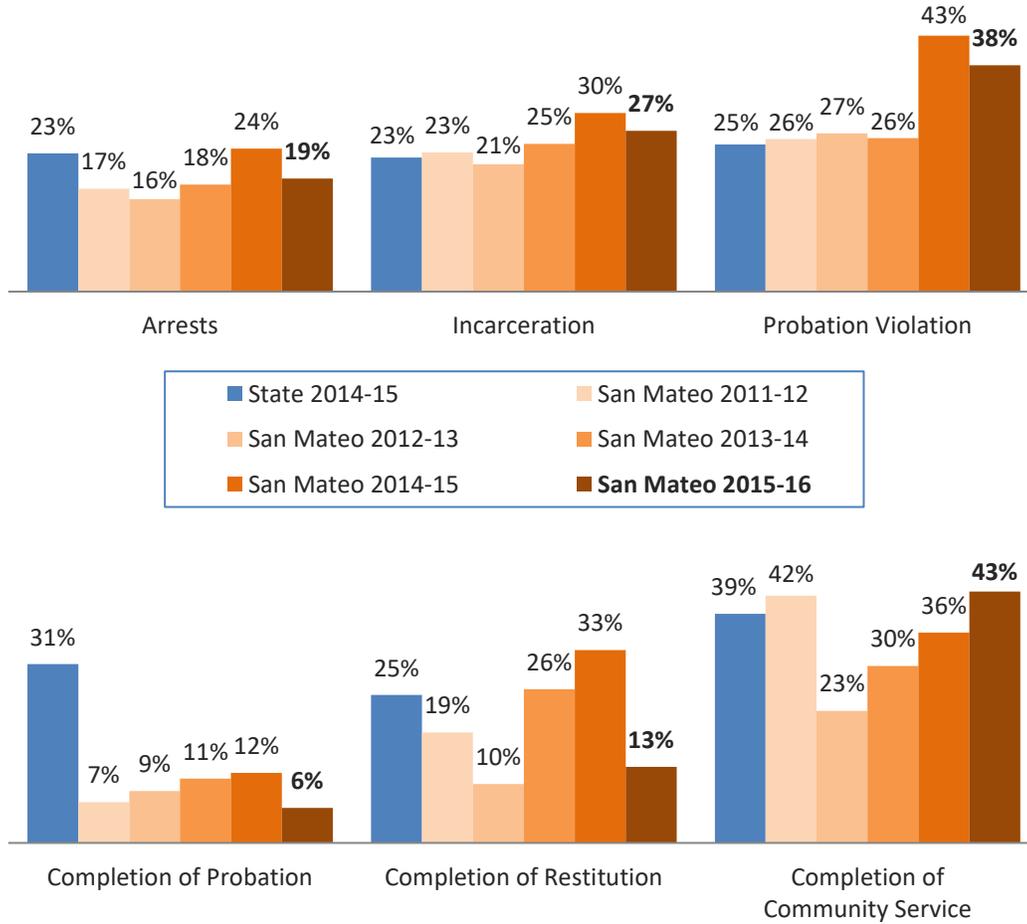
As seen in Figure 5, in comparison to the entire group of state-funded programs, San Mateo County JJCPA programs combined have:

- Historically, a lower arrest rate for new law violations; the rate increased in 2014-15 to be similar to that of the state, but decreased this year to previous levels
- Slightly higher incarceration rate in most years, though a decrease in 2015-16 compared to 2014-15
- Historically, a similar probation violation rate, but much higher rates in 2014-2015 and 2015-16
- Much lower probation completion rates with a large drop in 2015-16 compared to 2014-15
- A mixed pattern for restitution completion rate, with lower rates in 2011-12 and 2012-13, higher rates in 2013-14 and 2014-15, and a substantial decrease in 2015-16
- Lower community service completion rate in most years, though the rate has been increasing since 2012-13 to its highest level in the past 5 years for 2015-16

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, and most youth will not have completed their terms of probation within six months.

² California Department of Corrections and Rehabilitation, Corrections Standards Authority. Juvenile Justice Crime Prevention Act: Annual Report, March 2016. The most recent report provides outcome data up through FY 2014-2015.

Figure 5. Comparison of Juvenile Justice Outcomes for San Mateo County (2011-2016) to Statewide Average (2014-15)



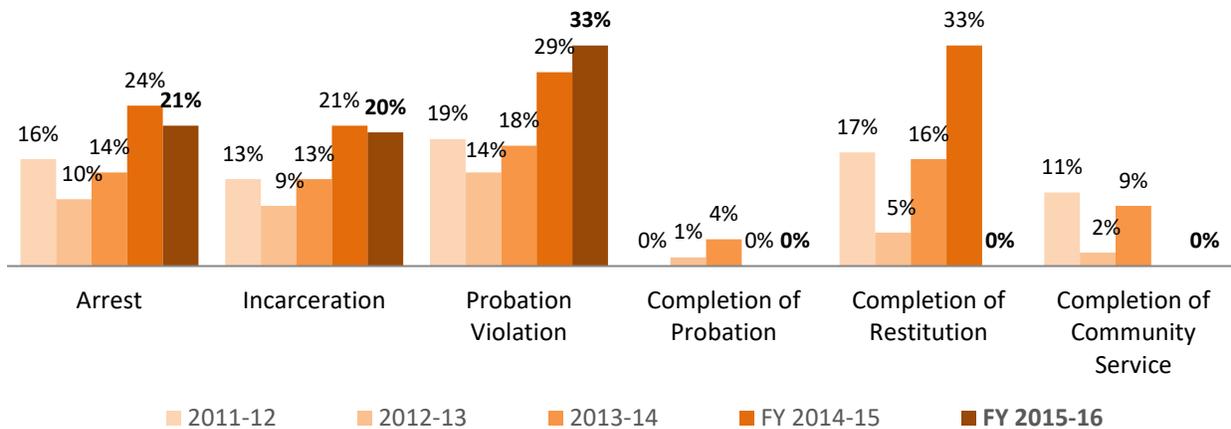
Assessment Center

The JJCPA data for the Assessment Center represents three groups of youth: youth who are brought into custody by law enforcement, those who are placed on diversion, and those who are referred to other lower-level intervention services. The first group is assessed, goes to court, and their cases are transferred to the Investigations Unit. The second group is also assessed and participates in a program of support and supervision services over a period of three to six months. The third group are those referred by police agencies out-of-custody and are given lower-level intervention programs to complete (e.g., Petty Theft Program, Victim Mediation Program, or Victim Impact Awareness Program).

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). Approximately one third (33%) of clients served by the Assessment Center were on formal probation at some time in the 180 days after entry.

Compared to last year, rates for Arrests and Incarcerations decreased slightly and the rate of Probation Violations (PVNs) increased slightly compared to FY 2014-15 (see Figure 6). No clients completed court-ordered Probation, Restitution or Community Service this year, though sample sizes for the latter two rates were very small which can lead to unstable results.

Figure 6. Juvenile Justice Outcomes for Assessment Center, 2011-2016

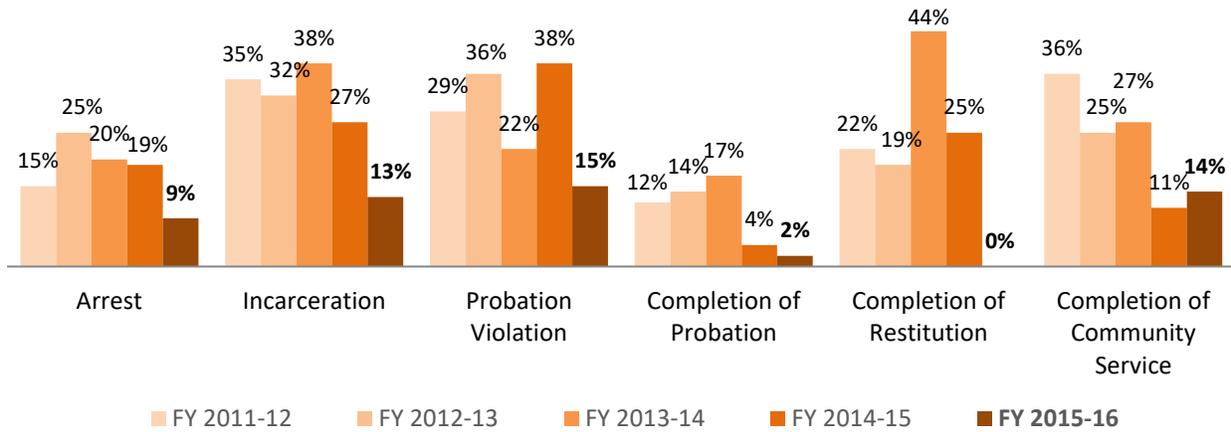


Sample Sizes for Rates Shown	FY 11-12	FY 12-13	FY 13-14	FY 14-15	FY 15-16
Arrests/Incarceration	487	462	398	391	317
Probation Violation/Completion of Probation	178	150	93	7	83
Completion of Restitution	47	104	25	3	9
Completion of Community Service	9	45	32	0	3

Acknowledge Alliance

Of clients served by Acknowledge Alliance in FY 2015-16, 39% were on formal probation at program entry or sometime in the 180 days after. Of these, 2% completed probation within six months of entry, a decline from prior years (see Figure 7). Rates for Arrests, Incarcerations and Probation Violations dropped substantially from previous fiscal years. Rates of completion of court-ordered Restitution and Community Service also continued their multi-year downward trends in both sample size and completion rate.

Figure 7. Juvenile Justice Outcomes for Acknowledge Alliance, 2011-2016

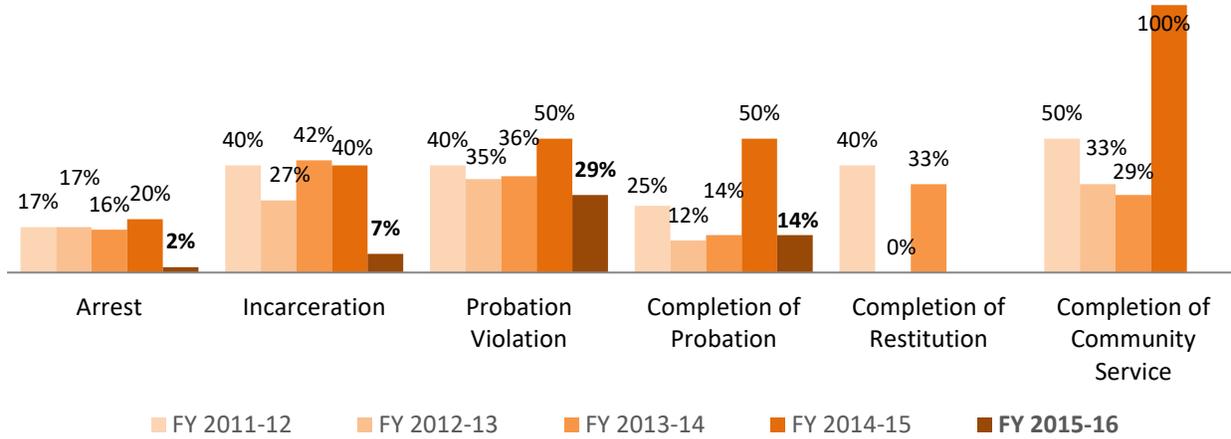


Sample Sizes for Rates Shown	FY 11-12	FY 12-13	FY 13-14	FY 14-15	FY 15-16
Arrests/Incarceration	144	142	105	135	118
Probation Violation/Completion of Probation	86	80	58	45	46
Completion of Restitution	55	26	18	4	7
Completion of Community Service	28	20	11	9	7

Fresh Lifelines for Youth (FLY)

Of clients served by FLY in FY 2015-16, 15% were on formal probation at program entry or sometime in the 180 days after. As shown in Figure 8, rates for Arrests, Incarcerations and Probation Violations dropped substantially from previous fiscal years. The rate of completion of court-ordered Probation also decreased substantially, whereas there were no youth who were assigned Restitution nor Community Service.

Figure 8. Juvenile Justice Outcomes for Fresh Lifelines for Youth (FLY), 2011-2016



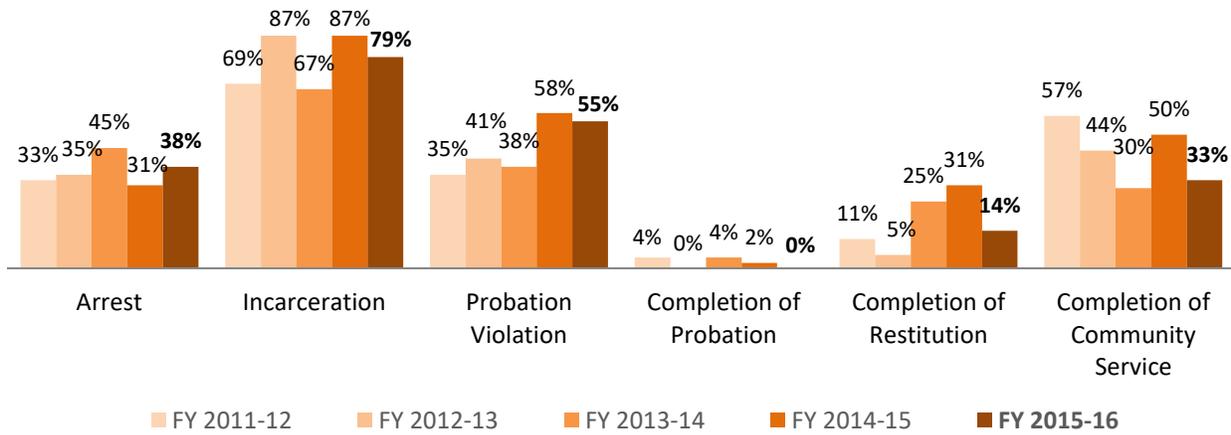
Sample Sizes for Rates Shown	FY 11-12	FY 12-13	FY 13-14	FY 14-15	FY 15-16
Arrests/Incarceration	30	30	31	30	45
Probation Violation/Completion of Probation	20	17	22	16	7
Completion of Restitution	10	6	12	0	0
Completion of Community Service	4	3	7	1	0

Family Preservation Program (FPP)

All FPP clients are on formal probation at program entry. This year, the rate for Arrests increased, while the rates for Incarcerations and Probation Violations decreased (see Figure 9). All three rates were in line with the range over the past five years. The rates of completion of court-ordered Restitution and Community Service both declined, as sample sizes remained low.

This year, no youth completed formal probation. Because of the severity of youth and family issues (family dysfunction, criminal history for the parents, lack of accountability for the youth, history of child maltreatment, drug or alcohol use, school behavioral issues or educational difficulties, and mental health concerns), clients rarely complete the program and probation in 180 days.

Figure 9. Juvenile Justice Outcomes for Family Preservation Program (FPP), 2011-2016



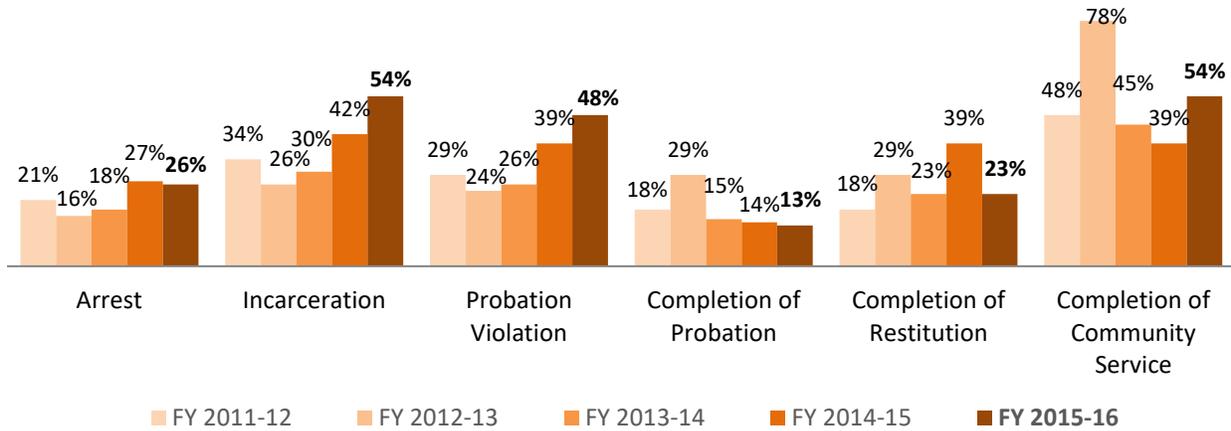
Sample Sizes for Rates Shown	FY 11-12	FY 12-13	FY 13-14	FY 14-15	FY 15-16
Arrests/Incarceration	49	54	51	45	29
Probation Violation/Completion of Probation	49	54	51	45	29
Completion of Restitution	28	19	10	13	7
Completion of Community Service	14	16	19	6	9

StarVista Insights

For Insights, the vast majority of clients (89%) were on formal probation at program entry or in the 180 days after. As shown in Figure 10, the rate for Arrests decreased slightly from last year, while the rates for Incarcerations and Probation Violations increased dramatically compared to previous fiscal years. For the rates of completion of court-ordered Probation, Restitution and Community Service: Probation decreased slightly, Restitution decreased substantially, and Community Service increased substantially. It should be noted, for both the restitution and community service rates, the number of clients in each group is generally small and varies each year, which can lead to unstable results.

Clients who complete the Insights treatment program generally experience better justice outcomes than those who fail and exit the program. While 40% of the 47 clients who exited and failed to complete the program by six months post-entry had an arrest for a new law violation, that figure was 17% for the 69 clients who completed the program. Similarly, 81% of those who failed the program were detained in juvenile hall while only 36% of those who completed the program were incarcerated. Clients who were still in progress at six months were excluded from this analysis.

Figure 10. Juvenile Justice Outcomes for StarVista Insights, 2011-2016



Sample Sizes for Rates Shown	FY 11-12	FY 12-13	FY 13-14	FY 14-15	FY 15-16
Arrests/Incarceration	82	91	159	132	120
Probation Violation/Completion of Probation	55	79	130	106	107
Completion of Restitution	38	24	30	13	22
Completion of Community Service	21	9	53	29	28

Program-specific Outcomes

In FY 2015-16, many programs elected to report their own program-specific outcome data. For some programs, this was to augment the JAIS and CANS data—and for JJCPA programs, Juvenile Justice outcomes—they provided. In other cases, this was in lieu of JAIS and/or CANS data that they were unable to collect for a variety of reasons. Highlights of program-specific outcomes are presented below:

- **Assessment Center** collects two additional measures to track progress on its goal of reducing the 1) number and 2) length of juvenile hall stays. From FY 2014-15 to FY 2015-16, the average number of youth in juvenile hall declined 11% to 78.
- **Acknowledge Alliance** used the Global Assessment of Functioning (GAF) scale which rates the social, occupational, and psychological functioning of the youth on a scale from 1 (functioning poorly) to 100 (functioning well). Across all schools, 125 youth were administered the GAF at pre- and post-test. The average score was 54.9 at pre and 60.8 at post, a statistically significant 11% increase. Ninety-eight (98) of the 125 youth (78%) demonstrated an increase in their GAF score over time, while only 8 (6%) decreased.
- **Family Preservation Program's** central goal is to maintain youth in their homes. For the program-specific outcome of out-of-home placement, just 1 of 48 youth (2%) was given a placement order, underscoring the program's effectiveness in meeting its goal of keeping families intact.
- **StarVista Insights** implemented its own entry and exit survey to evaluate progress on several key indicators. A high percentage of youth made progress on their identified goal this fiscal year (98%), similar to prior years. More than two thirds showed improved decision-making skills this year (67%), compared to just 50% last year, and 67% showed improved relationship skills.
- **Boys and Girls Clubs of the Peninsula** surveyed 343 middle and high school students using a YouthTruth survey tailored to their program. Results showed that students had mostly favorable responses when evaluating the program's academic expectation and rigor, as well as the safety of the environment, but were more neutral in perceptions that they could trust staff at the BCGP, particularly at K-8 sites. In general, middle and high school students attending clubhouses had more positive views of the program than middle school students at K-8 sites.
- **Community Legal Services** documented the main benefits of their services to youth for Housing and Economic Advancement cases that had closed during the fiscal year. The most frequently cited benefits included: prevented loss of housing (30%), enforced housing rights (24%), economic advancement (19%), other housing-related benefits (16%) and helped client find an attorney (5%).
- **Probation Parent Programs** administered pre- and post-surveys to 41 parents who participated in The Parent Project and 19 parents who participated in the Staying Connected programs. Parent Project participants made significant gains on a majority of items on the survey, improving on multiple items in each of the following areas: enforcing consequences, parent-child relationship, communication, and monitoring free time. Staying Connected participants made significant improvements on only five items, including: *I tell my child that I love him/her; I am able to tell or show my child that I am proud of his/her actions; and I monitor my child's grades.*

PROGRESS ON RECOMMENDED LOCAL ACTION PLAN STRATEGIES

The 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 family functioning, improved education outcomes, increased developmental assets, reduced substance use and gang involvement, and reduced justice involvement. The following section recaps the progress made on each of these strategies in FY 2015-16.

I. Emphasis on early intervention

The consensus among LAP informant sources was that in order to achieve optimal outcomes, services must begin when youth first begin to display behavioral problems or have other risk factors that may be predictive of future justice contact. Thus, funds would be best spent by targeting youth who are showing signs of behavioral difficulties (e.g., behavioral referrals at school) through the continuum of those who are experiencing their first contact with the Juvenile Justice system or who are on Probation for the first time.

Currently, funded programs serve youth on the entire continuum of early intervention:

- School-based counseling programs (e.g., Acknowledge Alliance, FLY, Boys and Girls Club, El Centro Pyramid, YMCA) provide support for self-referred or school staff-referred youth who are at risk for delinquency due to unhealthy coping mechanisms, substance use, gang involvement, difficult family dynamics, and/or family substance use.
- BGCP provides mentoring, academic support and enrichment activities for youth at risk of dropping out of school.
- El Centro and Insights provide counseling and treatment for youth who are using drugs and/or alcohol and getting into trouble due to their use.
- CLSEPA provides services to youth and families needing support with legal issues related to immigration, housing, or economic advancement.
- Assessment Center provides assessment, triage and referral services to youth at their first involvement in the justice system.
- FPP works with families at the most-involved end of the spectrum, those who are at risk of out-of-home placement.

2. Address the needs of both youth and their families

Of the ten programs providing services for youth, five also offer parenting workshops and/or family counseling in addition to their youth-centered interventions. PPP provides a structured parent education program primarily for parents of justice-involved youth. Insights conducts family psychoeducational groups. Pyramid and El Centro each conduct a parent education series. The majority of services provided by CLSEPA are to the families of youth who are facing legal hardships.

3. Where possible, use practices that are recognized evidence-based models

As part of the 2010 Local Action Plan process, the JJCC strongly urged that programs and strategies funded under JJCPA and JPCF follow evidence-based practices (EBPs). In spring 2012, ASR conducted site visits to gather qualitative data about each of the eleven funded programs. At that time, ASR concluded that funded programs were using a variety of solid, carefully-crafted practices to respond to the needs of their clients, but that those practices spanned the range of what are considered evidence-based.

This comprehensive report serves as the final evaluation under the current LAP. In addition, during FY 2014-15, the department made updates to their evaluation plan. Although the use of evidence-based practices was not emphasized in the current model, there is an underlying assumption that CBOs are providing services to youth through evidence-based models.

ASR recommends re-assessing the extent to which CBOs use EBPs through a survey of current JJCPA and JPCF funded programs. This survey could help establish what evidence-based curricula are being implemented within the county. Similarly, it would identify potential areas of capacity building for CBOs. We also recommend convening a meeting with funded partners to discuss the meaning of *evidence-based* and agree on definitions, for which there are many lists, ranking systems, and registries including SAMHSA's *National Registry of Evidence-based Programs and Practices* (NREPP).³

Through the survey and meeting, ASR can develop a catalogue of efforts across CBOs which highlights 1) *evidence-based theory* or premise, or that the theory of change held is accurate; 2) *evidence-based model*, shown by multiple experimental or quasi-experimental studies to be effective; 3) *evidence-based practices*, or modalities shown to promote positive outcomes; and 4) *evidence-based tools*, or instruments that have been validated (concurrent and predictive).

4. Understand and address system barriers that limit accessibility and lead to increased recidivism

Families' inability to **access resources** was listed in the Local Action Plan as a high-need area to address. All programs are offered free of charge to youth and their families. Of the eleven JJCPA and JPCF programs, the following offer their services directly on school campuses:

- **BGCP** delivers its services in nine community sites, including five community schools and one high school, and provides transportation to its three clubhouses
- **Pyramid** delivers its services in two high schools and two middle schools
- **El Centro** delivers its services in two coast-side schools
- **Acknowledge Alliance** delivers its services in five court and community schools
- **YMCA** delivers its services in seven middle schools
- **FLY** delivers its services in schools in Redwood City and South San Francisco and other community sites in San Mateo County

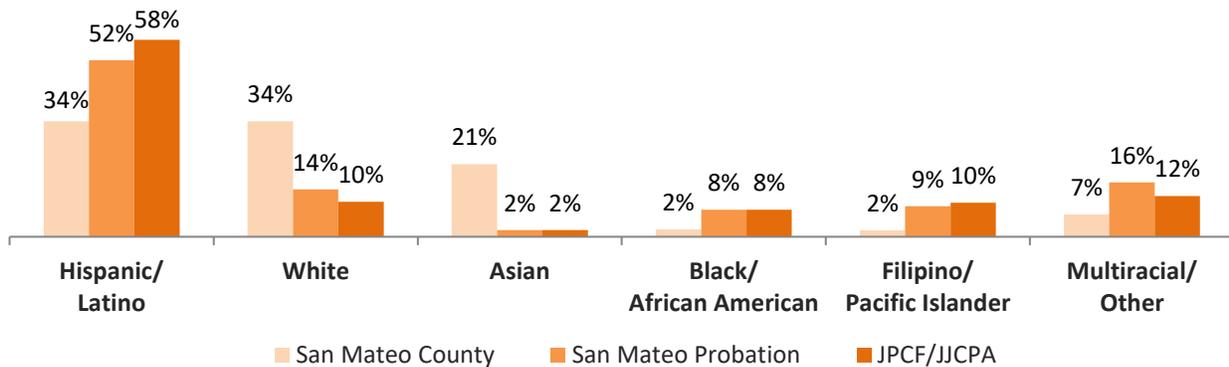
³ A list for the many registries and systems for scoring or ranking evidence, published by Children's Services Council, may be found at: <http://cache.trustedpartner.com/docs/library/000238/PUBResearchReview.pdf>.

5. Address the needs of underserved groups or groups over-represented in the Juvenile Justice system

Age Groups—Because behavioral issues that may be predictive of future justice involvement often begin in middle school or earlier, a special focus was placed on serving youth in sixth through tenth grades. JPCF programs have a strong presence in middle schools and the average age of clients overall was 13.3 years. El Centro, YMCA, and Pyramid provide services in nine middle schools, while BGCP focuses on youth in grades 6-10 with its JPCF funds. In contrast, clients of JJCPA programs, who are more likely to be justice involved, have an average age of 16.1 years.

Ethnicity—Youth belonging to ethnic groups that are disproportionately overrepresented in the justice system (i.e., Latino, African-American, and Filipino/Pacific Islander) should receive additional priority in accessing services. The ethnic distribution of JJCPA/JPCF clients closely approximated that of the San Mateo Probation active caseload (see Figure 11). The majority of youth on probation and those served by JJCPA/JPCF programs were Hispanic/Latino. BGCP had the highest proportion of African-American youth (29%) and FLY served the highest proportion of Filipino/Pacific Islander youth (26%).

Figure 11. Ethnicity of San Mateo Youth (Ages 10-19), San Mateo Probation Active Caseload and JPCF/JJCPA Youth Participants



Sources: 1. **San Mateo County 2015 ages 10-19:** California Department of Finance. Demographic Research Unit. Report P-2. State and County Population Projections by Race/Ethnicity and Age (5-year groups) 2010 through 2060 http://dof.ca.gov/Forecasting/Demographics/Projections/documents/P-2_Age5yr_CAProj_2010-2060.xls (Retrieved 10/4/16). 2. **San Mateo Probation:** Active caseload 2015-2016. 3. **JPCF/JJCPA Youth: 2015-2016.** Note: will include duplicate youth who are enrolled in multiple programs.

Geographic Areas—High-need regions include those that are geographically cut off from many services as well as cities or parts of cities that have low levels of neighborhood safety (e.g., high juvenile and/or adult arrest rates, large gang population). With regard to the areas that are generally underserved, JPCF funds two programs that provide services directly at coast-side schools: Pyramid and El Centro. Approximately 80 youth served in FY 2015-2016 lived in cities in the Coast region, representing 5% of all youth served (for whom the city of residence was available, i.e., 1,569). This represents a 40% decrease in the number of youth served compared to FY 2014-15 for this region. The cities with the largest concentrations of JJCPA and JPCF youth in FY 2015-2016 were South San Francisco (316), East Palo Alto (298 youth), San Mateo (233 youth), Daly City (231), and Redwood City (222). These were the same cities with the highest concentration of youth served across all evaluation years.

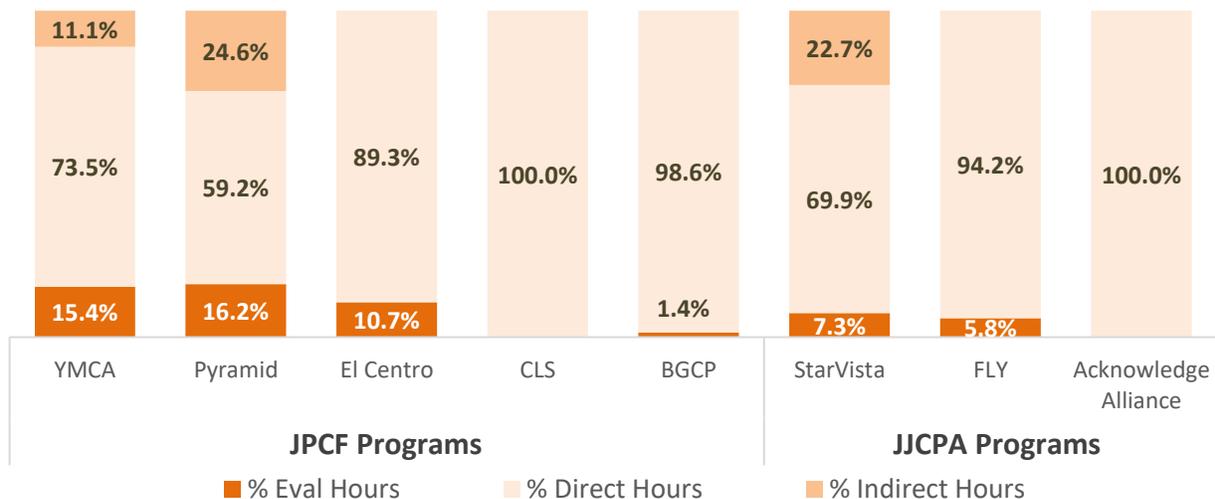
6. Set clear outcomes for funded programs/strategies and plan for their assessment

As referenced above, during FY 2015-16 there was a transformation in the assessment tools utilized for evaluation to the pre-JAIS and CANS. Although these tools have the potential to provide SMCPD and CBOs with important information about the clients served through JJPA and JPCF funding, the transition has presented challenges for several of the CBOs. The Praed Foundation provides the CANS measures for free to CBOs; however, there is a required training that individuals who wish to use this tool must attend. In the fall of 2015, all of the CBOs were given the opportunity to send an unlimited number of staff to a probation-sponsored training. In addition, all CBOs were given the opportunity to have at-least one staff member from their organization attend *train-the-trainer* training that would allow them to train staff who joined their organization after the initial training. In the reconciliation of data in the summer of 2016, ASR became aware that some organizations were not collecting the pre-JAIS or CANS surveys. CBOs identified multiple barriers to collecting the data:

- The CBO faced high-levels of employee turnover. Through this turnover, important information regarding data collection requirements had not been transferred to new staff. In addition, many CBOs reported that the staff who received training on the CANS were no longer with the organization, and they had no procedure to train additional staff.
- The CBO did not have adequate time to devote to evaluation needs. Many organizations reported that the amount of time required to complete the CANS was more than they had anticipated and/or allotted for in their contracts. Organizations reported that devoting the required time to complete the CANS would negatively impact their capacity to offer high quality services to clients.

To better understand the amount of time allocated to Evaluation, ASR completed an analysis using the contracts of the eight CBOs for FY 2015-16. Figure 12 highlights the percent of funds CBOs dedicated to direct client services (i.e. groups, workshops, counseling), indirect services (i.e. supervision, case planning), and evaluation. Importantly, two CBOs did not dedicate any of their funds to evaluation, and only three organizations dedicated 10% or more of their funds to the evaluation process.

Figure 12. Allocation of Funding by JJCPA and JPCF Community-based Organizations



Many organizations highlighted the importance of dedicating as many of their funds as possible to direct client services to ensure they are meeting the needs of all youth and families referred for and seeking services; however, evaluation is an important program component as it informs organizations of the level of effectiveness of their programs with their clients. In future years it will be critical for SMCPD to highlight the importance of evaluation through the Request for Proposals to ensure that CBOs allocate an appropriate amount of time (and funds) to evaluation—budgeting for the time to both collect data as well as enter it into a formal database.

7. JJCPA and JPCF should jointly fund a complementary set of interventions along a continuum of youth and service needs

The combined JJCPA and JPCF funded programs serve youth on a continuum of the intervention spectrum. The majority of programs work with youth on the development of behavioral skills/decision-making while providing counseling and asset development, as well as information and referral for services. Several programs also work on an alcohol and other drugs (AOD) continuum of education, early intervention, and treatment or referral for treatment, including Pyramid, El Centro, Insights, FPP and Assessment Center. BGCP provides enrichment and academic goal-setting support. Many, if not all, programs operate their programs through braided funding, as SMCPD funds do not cover the full cost of those programs. Funded agencies also administer programs outside of these funding streams to which they can refer their clients, thus further expanding service options.

Table 10. Strategies by Funding Source and Program

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

APPENDIX I – FUNDING DESCRIPTIONS

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 are 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 for in FY 2015-16 each funded program. All programs except Parent Programs (PPP) were expected to complete the pre-JAIS. All CBOs were expected to complete the CANS, with the specific modules determined by the fit with their individual services and client needs.

		Pre-JAIS	CANS Modules								
			YRB	YS	LF (SCH)	CSN	YBEN	TRM	SUB	JJ	
JJCPA Programs	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 pre-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