

San Mateo Probation

Comprehensive Annual JJCPA & JPCF Evaluation Report

FISCAL YEAR 2018-2019



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About the Researcher

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

Authors

Kim Carpenter, Ph.D.

Connie Chu

Casey Coneway, MPP

Marissa Jaross, MPH

Yoonyoung Kwak, Ph.D.

Graphic Design: Jenna Gallant

Locations

Bay Area:

1871 The Alameda, Suite 180
San Jose, CA 95126
tel 408-247-8319

Central Coast:

55 Penny Lane, Suite 101
Watsonville, CA 95076
tel 831-728-1356

www.appliedsurveyresearch.org

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Executive Summary: Fiscal Year 2018-2019

In Fiscal Year (FY) 2017-18, the San Mateo County Probation Department (Probation) awarded seven community-based organizations (CBOs) with three-year contracts to serve San Mateo County youth and their families through its allocation of Juvenile Justice Crime Prevention Act (JJCPA) and Juvenile Probation and Camps Funding (JPCF). Additionally, the JJCPA and JPCF also partially funds Probation’s Assessment Center, Family Preservation Program (FPP) and parenting programs. FY 2018-19 marked the second year of this three-year funding period. The desired outcomes of these funded programs included:

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

Summary of Findings

Funded programs served 1,680 unduplicated clients in FY 2018-19, 10% more than were served in FY 2017-18 (1,530). In FY 2018-19, 38% of these clients were served by JJCPA-funded programs, while 62% of clients were served by JPCF programs. The average number of service hours dropped to 10.5 from 15.1 hours in FY 2017-18. The average length of time in the program—4.3 months—was similar but slightly longer than in FY 2017-18.

Table 1. Key Findings: Clients and Services

CLIENTS AND SERVICES	FY 15-16	FY 16-17	FY 17-18	FY 18-19
Number of Clients Served	1,644	2,508	1,530	1,680
Average Number of Hours of Service	14.8	10.4	15.1	10.5
Average Time in the Program (Months)	3.4	4.1	4.1	4.3

Average time spent in program (months) n=1,498; Average hours per client n=1,413

Note: The Assessment Center and Family Preservation Program (FPP) did not report number of hours of service per youth. Community Legal Services in East Palo Alto (CLSEPA) did not report average time in program.

The Juvenile Justice Coordinating Council (JJCC) continued the implementation of two assessments in FY 2018-19: the Juvenile Assessment and Intervention System (JAIS), and the Child Adolescent Needs and Strengths (CANS) assessment. These assessments provide a standard measure of criminogenic risk, life functioning, and areas of need while informing program activities and decisions in the service of decreasing justice involvement for all youth

As in FY 2017-18, programs served clients across the risk spectrum, though most clients were assessed as low risk (76%) rather than moderate (20%) or high risk (4%). Results from the JAIS showed that, in 2018-19, JPCF-funded programs served clients with lower criminogenic risk than JJCPA-funded programs. The results from the JAIS are presented in Table 2 below.

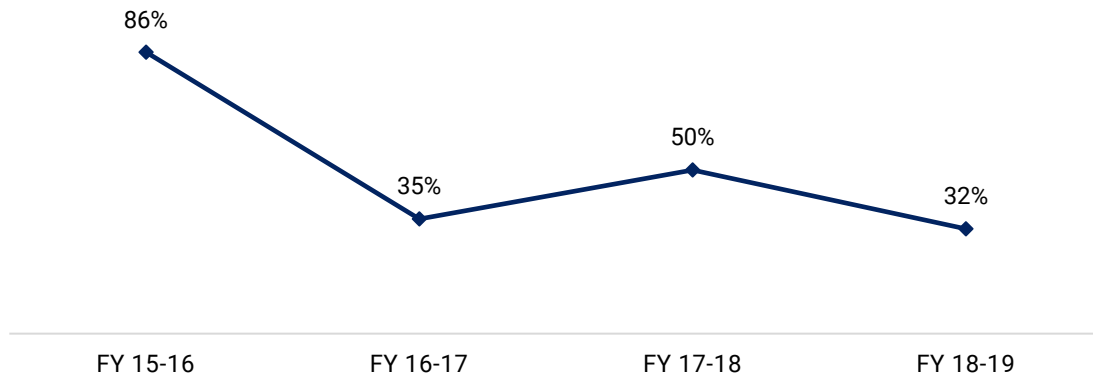
Table 2. Key Findings: Risk Levels and Needs

JAIS RISK LEVEL	FY 15-16	FY 16-17	FY 17-18	FY 18-19	FY 18-19: JJCPA only	FY 18-19: JPCF only
Low	60%	73%	65%	76%	57%	93%
Moderate	29%	22%	27%	20%	34%	7%
High	11%	5%	7%	4%	9%	0%

FY 2018-19 n=654; 2018-19 JJCPA n=317; 2018-19 JPCF n=337.

Results from CANS assessments at the start of services indicated that clients experienced a variety of service needs. Youth showed the highest needs on the Youth Strengths domain, indicating that youth lack important internal (e.g., resilience, optimism), social (e.g., family strengths/support, relationship permanence), and community (e.g., community connection, educational setting) resources and supports, as well as supports and resources that address abuse, neglect, and trauma. Funded programs continued to provide programs and services on the entire continuum of intervention, with JPCF programs focusing on prevention and early intervention and JJCPA programs focusing on targeted interventions for juvenile justice-involved youth.

Figure 1. Percent of Youth with Three or More Actionable Needs (Pre CANS)



FY 2015-16 n=239, FY 2016-17 n=722, FY 2017-18 n=980, FY 2018-19 n=741.

Tracking key justice outcomes is also useful for determining the risk level and compliance of youth served by JJCPA-funded programs. Rates of arrests for a new law violation and probation violations decreased compared to FY 2017-18, while detentions stayed stable as the prior year. Rates of completion of probation and completion of restitution decreased substantially, while completion rates of court-ordered community service and restitution stayed the same. Completion of probation remained below the FY 2015-16 state average of 27%,¹ largely due to Probation having measured these outcomes at 180 days after program entry, at which point most youth will not have completed their terms of probation.

Table 3. Key Findings: Justice Outcomes (for JJCPA funded programs only)

CLIENTS AND SERVICES	FY 15-16	FY 16-17	FY 17-18	FY 18-19
Arrests for a New Law Violation	19%	19%	21%	16%
Detentions	27%	29%	24%	24%
Probation Violations	38%	49%	37%	31%
Completion of Probation	6%	20%	21%	7%
Completion of Restitution	13%	29%	25%	0%
Completion of Community Service	36%	56%	34%	34%

FY 2018-19 Arrests for a New Law Violation n=261, Detentions n=261, Probation Violations n=110, Completion of Probation n=110, Completion of Restitution n=12, Completion of Community Service n=44.

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

Background

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

The 2016-2020 Local Action Plan subcommittee included representatives from the following backgrounds: professionals who work with at-risk youth and youth involved in the juvenile justice system through from Probation, Human Services Agency, Behavioral Health and Recovery Services, Health Policy and Planning, a local Police Department, representatives from high schools, community-based organizations, and community members familiar with youth development and active in justice work, including membership on the Juvenile Justice and Delinquency Prevention Commission. Through a strategic planning process, a core group of desired outcomes and strategies were identified to address the needs of youth and their families in San Mateo County. The desired outcomes defined by the subcommittee included:

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

The subcommittee identified the five following core strategies to enable these outcomes:

1. Behavioral Health Services

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

2. Impacts of Poverty

- Increase capacity of parents to be informed about youth
- Implementing vocational programs

3. Cultural Responsiveness

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

4. Additional Programs and Services

- Raise awareness among service providers about gangs/gang involvement
- Provide youth and families with mentors
- Commitment to planning re-entry at the onset of involvement

5. Family and Community Engagement

- Enhance families' understanding of the system and involve family in services
- Increase visibility of Deputy Probation Officers within community

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

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

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

Of the ten funded programs, 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 4.

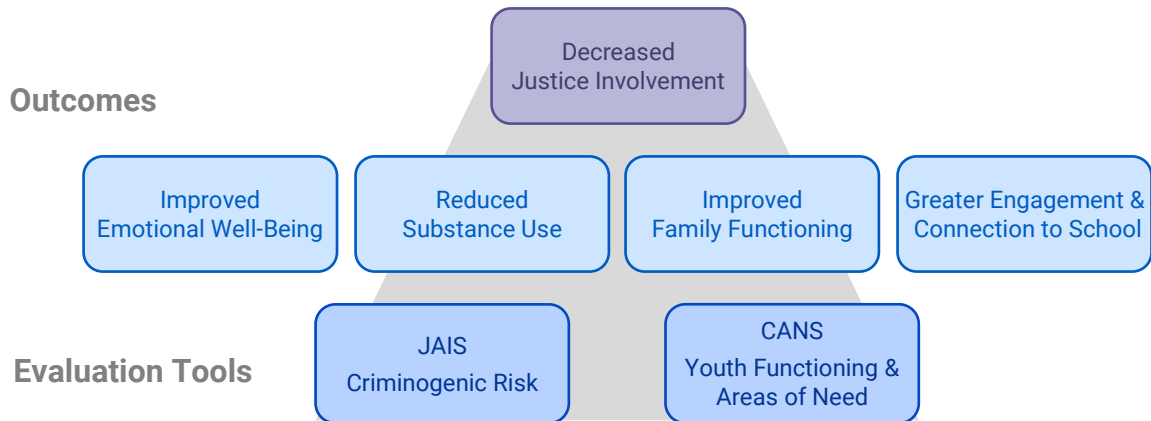
Table 4. Program Descriptions of JJCPA and JPCF-funded Programs

JJCPA PROGRAM	SHORT NAME	DESCRIPTION
Acknowledge Alliance	Acknowledge	Provides counseling for youth attending community and court schools
Juvenile Assessment Center	Assessment	Provides multidisciplinary team risk/needs assessments to youth who come into contact with the juvenile justice system
Family Preservation Program	FPP	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)
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 PROGRAM	SHORT NAME	DESCRIPTION
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
Fresh Lifelines for Youth	FLY	Provides mentoring and case management for youth on probation
StarVista Strengthen Our Youth	SOY	Provides group and individual counseling to at-risk middle and high school students Provides parenting workshops
YMCA of San Francisco School Safety Advocates	YMCA	Provides school safety advocates to create safe environments on school campuses
Probation Parent Programs	PPP	Provides parenting education to parents of youth on probation

Evaluation Design & Methodology

Probation modified their evaluation plan and implemented changes to their desired outcome and evaluation tools for the 2016-2020 Local Action Plan.³ Probation uses the Juvenile Assessment and Intervention System (JAIS) and the Child Adolescent Needs and Strengths (CANS) tools for their contracted community-based organizations to provide a standard measure of criminogenic risk, life functioning, and areas of need while informing program activities and decisions in the service of decreasing justice involvement for all youth. The following section details the evaluation design and methodology that was utilized for the FY 2018-19 evaluation.

Figure 2. FY 2018-19 Evaluation Plan



Desired Outcomes

Desired outcomes were revised in FY 2015-16 to shift emphasis from developmental assets to highlight the importance of youth’s emotional well-being, resulting in the following desired outcomes for youth:

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

Evaluation Tools

JAIS – Juvenile Assessment and Intervention System

The JAIS is a widely used criminogenic risk, strength, and needs assessment tool designed to assist in the effective and efficient supervision of youth, both in institutional settings and in the community. It has been validated across ethnic and gender groups. The JAIS consists of a brief prescreen assessment (JAIS Risk), in addition to full assessment and reassessment components (JAIS Assessment and JAIS Reassessment). Each assessment has a separate assessment

³ The Welfare and Institutions Code requires Juvenile Probation departments to update their Local Action Plan every five years.

based on gender. Probation has elected to administer the JAIS to all youth in institutions and community programs. Probation has internally been using JAIS to assess a youth's risk to recidivate or commit new crimes as well as to assist in the development of case plans for youth in the Probation system since FY 2014-15. The addition of the completion of the JAIS for all youth in the community added to the department's knowledge of the risk level of youth receiving services, both internally and from external partners.

CANS – Child and Adolescent Needs and Strengths

The CANS is a multi-purpose tool developed for children's services to support decision-making in determining level of care and service planning, to facilitate quality improvement initiatives, and to allow for the monitoring of outcomes. The CANS consists of multiple items scored on a 4-point scale of 0-3, with a score of 2 or 3 indicating an actionable need. The assessment is grouped into the following stand-alone modules: Risk Behaviors, Strengths, Behavioral/Emotional Needs, and Trauma. Each grantee completes a different set of CANS modules according to the makeup of its clientele.

In FY 2015-16, Probation programs began using CANS to help understand the level of care needed by youth, as well as to measure incremental changes in the needs of youth over time. Additionally, the CANS helps providers understand which areas should be addressed in a youth's case plan.

Data Collection

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

Clients and Services

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

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

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

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

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

Criminogenic Risk

Funded programs have been assessing the risk level and determining the level of need of youth taking part in their programs using the JAIS since FY 2014-15. Use of the JAIS provided an initial indicator of recidivism risk for youth in programs funded by Probation, consisting of eight questions for girls and ten questions for boys, which yields an overall risk level of low, moderate, or high.

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

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

Youth Functioning Outcomes

FY 2018-19 marked the third year that the CANS was implemented by programs for the entirety of the fiscal year, providing Probation the opportunity to assess change over time using CANS follow-up data at the conclusion of services. Each program completed a different set of CANS modules according to their specific youth population and program offerings.

Juvenile Justice Outcomes

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

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

Prior to FY 2016-17, these six outcomes were mandated by the Board of State and Community Corrections. Although these outcomes are no longer mandated, Probation has elected to report on these outcomes at 180 days post-entry as they provide rich data on system-involved youth. The past year's cohort of clients whose six-month milestone occurred in FY 2017-18 served as the reference group.

Program-Specific Outcomes

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

Evaluation Findings

Client Profile

In FY 2018-19, JJCPA and JPCF-funded programs served a combined total of 1,551 clients, nearly equal to the FY 2017-18 total of 1,559 clients. Although the overall numbers were consistent with the prior year, the JJCPA client total dropped and the JPCF total increased in FY 2018-19. This was largely because FLY began serving more clients through JPCF in 2018-19 rather than JJCPA as it had in previous years. There were also other fluctuations across programs; for example, Acknowledge Alliance served 45% more clients while BGCP and PPP served 19% less compared to FY 2017-18.

As shown in Table 5 below, JJCPA programs served 33% and JPCF programs served 67% of all youth. The majority of JJCPA youth were served by Acknowledge Alliance, StarVista Insights, and Assessment Center, while the majority of JPCF youth were served by FLY, YMCA, and StarVista SOY.

Table 5. Number and Percentage of Clients Served by Program

JJCPA PROGRAMS	FY 16-17	FY 17-18	FY 18-19	FY 18-19 % OF TOTAL	% CHANGE FY 17-18 TO FY 18-19
Acknowledge	162	172	249	39%	45%
Assessment	344	224	202	31%	-10%
FPP	61	32	36	6%	13%
FLY	90	414	52	8%	-87%
Insights	91	101	107	17%	6%
JJCPA Total	748	943	646	38%	-31%
JPCF PROGRAMS	FY 16-17	FY 17-18	FY 18-19	FY 18-19% OF TOTAL	% CHANGE FY 17-18 TO FY 18-19
BGCP	1,088	115	93	6%	- 19%
CLSEPA	98	1	45	3%	>100%*
FLY	--	--	398	26%	NEW
SOY	102	189	224	14%	+ 19%
YMCA	384	218	225	15%	+ 3%
PPP	52	64	52	3%	- 19%
JPCF Total	1,760	587	1,037	62%	+ 77%
TOTAL	2,508	1,530	1,680	100%	0%

Note: JJCPA and JPCF client totals sum to 1,683 rather than the 1,680 listed because three clients are represented in both funding streams. Two youth participated in both SOY and Insights and one youth in FLY was funded by both JJCPA and JPCF.

*Percentage increase from 1 to 45 is 4400%.

Client Demographic Characteristics

Client race/ethnicity information was available for 1,243 clients served during FY 2018-19. As shown in Table 6, 63% of clients served by JJCPA and JPCF-funded programs identified as Hispanic/Latino, 15% identified as Asian/Pacific Islander, and 9% identified as white/Caucasian.

Table 6. Race/Ethnicity Profile

JJCPA PROGRAMS	Hispanic/Latino	White/Caucasian	Black/African American	Asian/Pacific Islander	Multi-Racial/Ethnic	Other
Acknowledge	76%	6%	6%	7%	3%	2%
Assessment	52%	23%	2%	20%	1%	2%
FPP	76%	14%	5%	5%	0%	0%
FLY	80%	0%	7%	10%	0%	3%
Insights	60%	19%	3%	5%	12%	2%
JJCPA Total	68%	12%	5%	9%	5%	2%
JPCF PROGRAMS	Hispanic/Latino	White/Caucasian	Black/African American	Asian/Pacific Islander	Multi-Racial/Ethnic	Other
BGCP	86%	1%	7%	1%	2%	3%
CLSEPA	58%	18%	13%	11%	0%	0%
FLY	75%	3%	6%	14%	1%	2%
SOY	40%	7%	4%	34%	10%	5%
YMCA	56%	13%	3%	17%	10%	1%
PPP	74%	12%	0%	7%	0%	7%
JPCF Total	60%	8%	5%	18%	6%	3%
TOTAL	63%	9%	5%	15%	5%	3%

JJCPA total n=487; Acknowledge Alliance n=242; Assessment Center n=87; FPP n=21; FLY n=30; Insights n=107.

JPCF total n=756; BGCP n=91; CLSEPA n=45; FLY n=155; SOY n=206; YMCA n=216; PPP n=43.

Note: Percentages may not total 100 due to rounding.

Data were available for 1,501 clients for gender and 1,448 clients for youth age. The majority of clients were male (56%) and the average youth age reported was 15.4. JJCPA program clients were more likely to be male and older than JPCF program clients. On average, clients receiving services from YMCA were the youngest (12.8 years old), and clients receiving services from StarVista Insights were the oldest (16.7 years old).

Table 7. Gender and Age Profile

JJCPA PROGRAMS	MALE	FEMALE	Transgender/ Other	AVERAGE AGE OF YOUTH
Acknowledge	51%	47%	2%	16.4
Assessment	68%	32%	0%	15.8
FPP	86%	14%	0%	15.5
FLY	68%	32%	0%	16.6
Insights	81%	19%	0%	16.7
JJCPA Total	64%	36%	1%	16.3
JPCF PROGRAMS	MALE	FEMALE	Transgender/ Other	AVERAGE AGE OF YOUTH
BGCP	50%	50%	0%	14.3
CLSEPA	47%	53%	0%	-
FLY	65%	35%	<1%	16.1
SOY	43%	55%	3%	15.3
YMCA	44%	55%	1%	12.8
PPP	35%	65%	0%	16.3
JPCF Total	52%	47%	1%	15.0
TOTAL	56%	43%	1%	15.4

JJCPA total n=501-503; Acknowledge Alliance n=237-238; Assessment Center n=87; FPP n=22; FLY n=47-50; Insights n=107
 JPCF total n=945-1,000; BGCP n=92-93; CLSEPA n=0-45; FLY n=364-367; SOY n=223-224; YMCA n=222-225; PPP n=39-51
 Note: Age information for children of clients served by CLSEPA was not available. The average parent age for CLSEPA was 35 years old and that for PPP was 47 years old.

Region and City of Residence

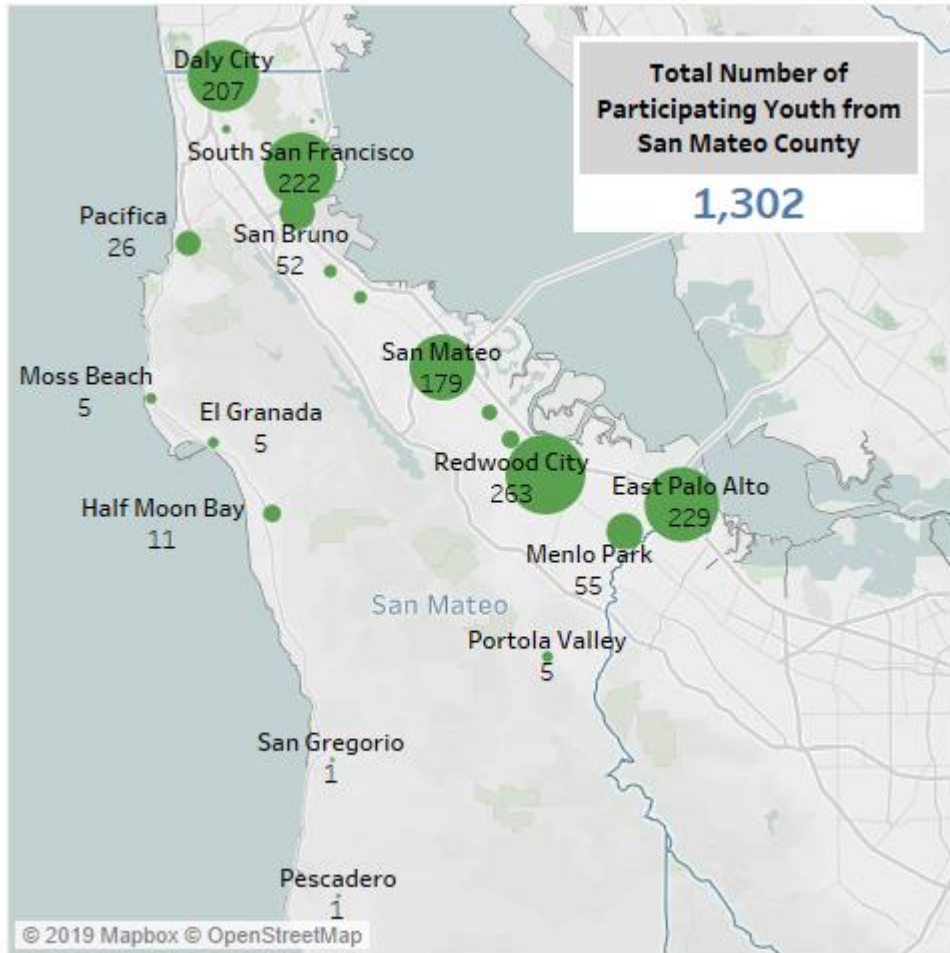
As shown in Table 8 below, 42% of clients resided in the South County and 37% in North County. Compared to the previous year, there was a 13% overall decrease in the number of youth from San Mateo County. The cities with the largest concentrations of clients were Redwood City (263 youth), East Palo Alto (229 youth), South San Francisco (222 youth), Daly City (207 youth), and San Mateo (179 youth).

Table 8. Region and City of Residence for Participating Youth

	FY 15-16	FY 16-17	FY 17-18	FY 18-19
NORTH SUBTOTAL	607	377	558	485
Brisbane	0	2	1	1
Colma	2	1	3	3
Daly City	231	121	218	207
San Bruno	58	32	54	52
South San Francisco	316	221	282	222
COAST SUBTOTAL	80	64	89	49
El Granada	8	9	9	5
Half Moon Bay	39	27	33	11
La Honda/Loma Mar/Pescadero/San Gregorio	0	3	0	2
Montara	2	1	1	0
Moss Beach	10	10	8	5
Pacifica	21	14	38	26
MID SUBTOTAL	293	335	266	216
Belmont	20	29	14	10
Burlingame	13	4	16	7
Foster City	11	58	5	0
Hillsborough	0	14	0	0
Millbrae	9	7	8	7
San Carlos	7	16	12	13
San Mateo	233	207	211	179
SOUTH SUBTOTAL	589	1,388	590	552
Atherton	0	0	0	0
East Palo Alto	298	642	260	229
Menlo Park	69	173	42	55
Portola Valley/ Woodside	0	1	5	5
Redwood City	222	572	283	263
TOTAL	1,569	2,164	1,503	1,302

Note: Some cities share zip codes; 94014 was coded as Daly City and 94010 was coded as Burlingame. Does not include the 47 youth living out of county and 146 with missing city/zip data. Residency was unavailable for youth served by CLSEPA.

Figure 3. Number of Participating Youth by City on Map



Note: Labels that overlap with other labels are suppressed.

Services Provided

Length of Participation and Hours of Service

For school-based programs (e.g., YMCA, BGCP, etc.), youth exit the program when the school year ends. Youth who were still enrolled in the program on the final day of the fiscal year, June 30, 2019, were assigned that date as their exit date. These youth will also be included in next year's report. For other youth, an exit date may mean that they completed the program, dropped out, or declined services.

As shown in Table 9, the average length of participation ranged from less than two months (PPP) to more than nine months (BGCP). While the average lengths of participation have remained relatively constant since FY 2015-16, most programs observed a slight increase compared to last year, whereas some programs including FPP, SOY, and PPP showed a decrease.

Table 9. Average Number of Months in Program

JJCPA PROGRAMS	FY 15-16	FY 16-17	FY 17-18	FY 18-19
Acknowledge	3.5	4.3	3.6	3.7
Assessment	2.4	2.0	2.6	3.8
FPP	6.0	10.7	13.4	6.8
FLY	6.6	N/A	3.4	3.4
Insights	3.2	4.1	4.3	5.1
JPCF PROGRAMS	FY 15-16	FY 16-17	FY 17-18	FY 18-19
BGCP	N/A	N/A	8.9	9.6
CLSEPA	1.4	6.8	12.0	--
FLY	Did not get funded by JPCF in prior fiscal years			2.8
SOY	4.8	3.7	4.6	3.5
YMCA	4.8	3.9	4.1	6.4
PPP	1.8	1.8	1.8	1.6

JJCPA: Acknowledge Alliance n=239; Assessment Center n=87; FPP n=22; FLY n=51; Insights n=107.

JPCF: BGCP n=93; CLSEPA n=0; FLY n=398; SOY n=224; YMCA n=225; PPP n=52.

Note: CLSEPA did not provide information about average number of months in program. The average participation time in a program was calculated for all clients who entered and exited their respective program during the fiscal year.

As seen in Table 10 below, the average hours of service provided per participant ranged greatly among programs, from 3.1 hours for YMCA to 44.0 hours for BGCP. Overall, the results generally reflected the programs' levels of intervention.

Table 10. Average Hours of Service Received per Youth

JJCPA PROGRAMS	FY 15-16	FY 16-17	FY 17-18	FY 18-19
Acknowledge	13.6	8.9	11.8	8.8
Assessment	---	---	---	--
FLY	44.5	22.8	15.2	11.8
Insights	13.2	14.3	15.3	16.5
JPCF PROGRAMS	FY 15-16	FY 16-17	FY 17-18	FY 18-19
BGCP	73.0	N/A	31.9	44.0
CLSEPA	8.1	11.5	43.5	6.8
FLY	--	--	--	8.5
SOY	12.4	12.8	7.5	5.8
YMCA	10.1	--	--	3.1
PPP	17.5	17.3	12.5	12.7

JJCPA: Acknowledge Alliance n=249; Assessment Center n=0; FPP n=0; FLY n=51; Insights n=107.
 JPCF: BGCP n=93; CLSEPA n=18; FLY n=398; SOY n=220; YMCA n=225; PPP n=52.
 Note: Units of service data in hours was unavailable for Assessment Center and FPP.

Evidence-Based Practices

For several years San Mateo Probation has prioritized the use of evidence-based practices (EBPs) among its contracted service providers. As part of the ASR-led evaluation beginning in 2017, all JJCPA and JPCF-funded programs have been subject to a formal assessment of the evidence base supporting these programs.

To conduct the assessment for 2018-19, each provider was asked to list the practices and curricula of their JJCPA and JPCF-funded programs from the last year. ASR then conducted a thorough search of evidence-based practice clearinghouses and empirical sources to determine which programs could be labeled “evidence-based” and which should be considered “promising practices.”

Tables 11 through 16 below detail the practices used in 2018-19 by JJCPA and JPCF-funded programs along with a rating of their evidence base. An explanation of how each practice is implemented can be found in each organization’s individual program report. For a complete list of clearinghouses used to evaluate the practices provided, please see Appendix II.

Table 11. Practices Implemented by Acknowledge Alliance

PRACTICE	RATING
Psychodynamic Psychotherapy	Evidence-based practice according to empirical evidence. ⁴
Trauma-Informed Practice	Evidence-based practice according to SAMHSA. ⁵
Cultural Sensitivity	Although cultural sensitivity is not recognized as an evidence-based or promising practice on its own, it is recognized as an important factor for Social-Emotional learning in school-age environments. ⁶

Table 12. Practices Implemented by FLY

PRACTICE	RATING
Law Related Curriculum	Although it incorporates the evidence-based practice of Cognitive Behavioral Therapy, Law Related Education is not a nationally recognized evidence-based or promising practice.
Carey Guides	Carey Guides is not a nationally recognized evidence-based or promising practice.
Brief Intervention Tools (BITS)	Evidence-based practice according to the Office of Juvenile Justice and Delinquency Prevention ⁷ and Promising Practices Network. ⁸

⁴ Shedler, J. (2010). *American Psychological Association 0003-066X/10/*. Vol. 65, No. 2, 98 – 109 DOI: 10.1037/a0018378. <https://www.apa.org/pubs/journals/releases/amp-65-2-98.pdf>.

⁵ SAMHSA’s *Concept of Trauma and Guidance for a Trauma-Informed Approach* (2014), p10. Pub ID#: SMA14-4884.) <https://store.samhsa.gov/shin/content/SMA14-4884/SMA14-4884.pdf>

⁶ Barnes, T.; McCallops, K. (2018). *The Importance of Cultural Competence in Teaching Social and Emotional Skills*. Retrieved from <http://rwjf-newconnections.org/blog/importance-of-cultural-competence-in-teaching-social-and-emotional-skills/>

⁷ <https://www.ojjdp.gov/mpg/Program>

⁸ <http://www.promisingpractices.net/program.asp?programid=145>

Table 13. Practices Implemented by StarVista Insights

PRACTICE	RATING
Seeking Safety	Evidence-based practice according to The California Evidence-Based Clearinghouse for Child Welfare, with a rating of 2 on a scale from 1 to 5 (with 1 as well-supported with evidence and 5 as concerning). ⁹
Motivational Interviewing/ Motivational Enhancement Therapy	Evidence-based practice according to The California Evidence-Based Clearinghouse for Child Welfare, with a rating of 1 on a scale from 1 to 5 (with 1 as well-supported with evidence and 5 as concerning). ¹⁰ However, the Office of Justice Programs rates Motivational Interviewing for Juvenile Substance Abuse as having “no effect” for clients age 14-19. ¹¹
Mindfulness-Based Substance Abuse Treatment (MBSAT)	Mindfulness-Based Substance Abuse Treatment is a promising practice based upon scientific literature. ¹²

Table 14. Practices Implemented by BGCP

PRACTICE	RATING
Youth Development Framework for Practice	Evidence-based framework based upon empirical evidence. ¹³
Transtheoretical Stages of Change Model and Motivational Interviewing	The Transtheoretical Stages of Change is an evidence-based model based on empirical evidence, and motivational interviewing is an evidence-based practice according to the Center for Evidence-Based Practices ^{14,15}
Trauma-Informed Care	Evidence-based practice according to SAMHSA. ¹⁶
Internal and External Developmental Assets	Evidence-based framework based upon empirical evidence. ¹⁷
Growth Mindset	Evidence-based practice based upon empirical evidence. ¹⁸
Consortium on Chicago School Research	Not an evidence-based or promising practice or framework.

⁹ <http://www.cebc4cw.org/topic/substance-abuse-treatment-adult/>

¹⁰ <http://www.cebc4cw.org/program/motivational-interviewing/>

¹¹ <https://www.crimesolutions.gov/ProgramDetails.aspx?ID=180>

¹² Marcus, M. T., & Zgierska, A. (2009). *Mindfulness-Based Therapies for Substance Use Disorders: Part 1 (Editorial)*. *Substance Abuse: Official Publication of the Association for Medical Education and Research in Substance Abuse*, 30(4), 263. <http://doi.org/10.1080/08897070903250027>

¹³ Benson, P. L. et al. (2011). *The contribution of the developmental assets framework to positive youth development theory and practice*. Search Institute, Minneapolis, Minnesota, USA. <https://doi.org/10.1016/B978-0-12-386492-5.00008-7>

¹⁴ LaMorte, W. W. (2018). *The Transtheoretical Model (Stages of Change)*. Boston University School of Public Health. Retrieved from <http://sphweb.bumc.bu.edu/otlt/MPH-Modules/SB/BehavioralChangeTheories/BehavioralChangeTheories6.html>

¹⁵ Center for Evidence-Based Practices (2018). *Motivational Interviewing*. Case Western Reserve University. Retrieved from <https://www.centerforebp.case.edu/practices/mi>

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

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

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

PRACTICE	RATING
Multi-Tiered System of Support (MTSS)	MTSS is a framework in which evidence-based practices can be implemented. ¹⁹
Pre-Referral Intervention	Pre-referral intervention is not an evidence-based framework

Table 15. Practices Implemented by StarVista SOY

PRACTICE	RATING
Seeking Safety	Evidence-based practice according to The California Evidence-Based Clearinghouse for Child Welfare, with a rating of 2 on a scale from 1 to 5 (with 1 as well-supported with evidence and 5 as concerning). ²⁰
Dialectical Behavior Therapy (DBT)	Evidence-based therapeutic modality for borderline Personality Disorder and Substance Use Disorder according to empirical evidence. ²¹
Girls Circle	One Circle Foundation self-reports an evidence-base, but this could not be corroborated. The program incorporates some evidence-based practices such as Cognitive Behavioral Therapy and Motivational Interviewing. ²²
The Council for Boys and Young Men	One Circle Foundation self-reports an evidence-base, but this could not be corroborated. The program incorporates some evidence-based practices such as Cognitive Behavioral Therapy and Motivational Interviewing. ²³
Trauma Informed Systems	Evidence-based practice according to SAMHSA. ²⁴

Table 16. Practices Implemented by YMCA

PRACTICE	RATING
Mindfulness-Based Substance Abuse Treatment	Mindfulness-Based Substance Abuse Treatment is a promising practice based on empirical evidence. ²⁵
Girls United	Girls United is not a nationally recognized evidence-based or promising practice.
CALM Communication and Life Skills Management	CALM as a whole is not a nationally recognized evidence-based or promising practice, but the Cognitive Behavioral Therapy and Aggression Replacement Treatment components of the program are nationally recognized evidence-based treatments. ^{26, 27}

¹⁹ <https://intensiveintervention.org/tools-charts/levels-intervention-evidence>

²⁰ <http://www.cebc4cw.org/topic/substance-abuse-treatment-adult/>

²¹ Chapman, A. L. (2006). Dialectical Behavior Therapy: Current Indications and Unique Elements. *Psychiatry (Edgmont)*, 3(9), 62–68. https://www.ncbi.nlm.nih.gov/pmc/articles/PMC2963469/pdf/PE_3_9_62.pdf

²² <https://onecirclefoundation.org/Programs.aspx>

²³ <https://onecirclefoundation.org/Programs.aspx>

²⁴ SAMHSA. (2014). SAMHSA's Concept of Trauma and Guidance for a Trauma-Informed Approach, p10. Pub ID#: SMA14-4884. <https://store.samhsa.gov/shin/content/SMA14-4884/SMA14-4884.pdf>

²⁵ Marcus, M. T., & Zgierska, A. (2009). Mindfulness-Based Therapies for Substance Use Disorders: Part 1 (Editorial). *Substance Abuse : Official Publication of the Association for Medical Education and Research in Substance Abuse*, 30(4), 263. <http://doi.org/10.1080/08897070903250027>

²⁶ <https://www.mayoclinic.org/tests-procedures/cognitive-behavioral-therapy/about/pac-20384610>

²⁷ <http://www.episcenter.psu.edu/ebp/ART>

PRACTICE	RATING
Dialectical Behavioral Therapy (DBT)	Evidence-based therapeutic modality for borderline Personality Disorder and Substance Use Disorder according to empirical evidence ²⁸
Neurosequential Model of Therapeutics (NMT)	Evidence-based model according to empirical evidence ²⁹
Seeking Safety	Evidence-based practice according to The California Evidence-Based Clearinghouse for Child Welfare (CEBC), with a rating of 2 on a scale from 1 to 5 (with 1 as well-supported with evidence and 5 as concerning) ³⁰
Art Therapy	Evidence-based practice according to empirical evidence ³¹
Motivational Interviewing	Motivational interviewing is an evidence-based practice according to the Center for Evidence-Based Practices ³²
Trauma-Informed System	Evidence-based practice according to SAMHSA ³³
Internal Family Systems (IFS)	The Center for Self Leadership & Foundation for Self Leadership reported that IFS was an evidence-based practice listed on the now defunct National Registry of Evidence-Based Programs and Practices, but the evidence-base could not be confirmed elsewhere and is no longer available through SAMHSA.
Attachment, Regulation, and Competency (ARC)	ARC is not yet rated by the CEBC as there is not enough peer-reviewed evidence to make an informed judgement ³⁴
Acceptance Commitment Therapy (ACT)	Rated as Effective by the National Institute of Justice partner violence for those aged 19 to 67. ³⁵ The practice has not been evaluated for juveniles, although it appears on the Office for Juvenile Justice and Delinquency Prevention’s Model Programs Guide. ³⁶

²⁸ Chapman, A. L. (2006). *Dialectical Behavior Therapy: Current Indications and Unique Elements*. *Psychiatry (Edgmont)*, 3(9), 62–68. https://www.ncbi.nlm.nih.gov/pmc/articles/PMC2963469/pdf/PE_3_9_62.pdf

²⁹ Perry, B.D. (2009). *Examining child maltreatment through a neurodevelopmental lens: Clinical application of the neurosequential model of therapeutics*. *Journal of Loss and Trauma*, 14, 240-255.

³⁰ <http://www.cebc4cw.org/topic/substance-abuse-treatment-adult/>

³¹ Uttley L, Scope A, Stevenson M, et al. *Systematic review and economic modelling of the clinical effectiveness and cost-effectiveness of art therapy among people with non-psychotic mental health disorders*. Southampton (UK): NIHR Journals Library; 2015 Mar. (Health Technology Assessment, No. 19.18.) Chapter 2, *Clinical effectiveness of art therapy: quantitative systematic review*. Available from: <https://www.ncbi.nlm.nih.gov/books/NBK279641/>

³² Center for Evidence-Based Practices (2018). *Motivational Interviewing*. Case Western Reserve University. Retrieved from <https://www.centerforebp.case.edu/practices/mi>

³³ SAMHSA’s *Concept of Trauma and Guidance for a Trauma-Informed Approach* (2014), p10. Pub ID#: SMA14-4884.) <https://store.samhsa.gov/shin/content/SMA14-4884/SMA14-4884.pdf>

³⁴ <http://www.cebc4cw.org/program/attachment-regulation-and-competency-arc-system/detailed>

³⁵ <https://www.crimelutions.gov/ProgramDetails.aspx?ID=592>

³⁶ <https://www.ojjdp.gov/mpg/Program>

Criminogenic Risk

Funded programs assessed youth criminogenic risk using the JAIS. Eight of the ten programs provided JAIS Boys Risk or JAIS Girls Risk assessment data, with FPP providing JAIS Assessment and Reassessment data.

As shown in Table 17, 76% of all clients scored Low on the criminogenic risk scale, with 20% with Moderate risk and 4% with High risk. Similar to the past few years and as expected, JJCPA programs served higher risk youth than JPCF programs. Nearly all youth (93%) in JPCF programs were evaluated to have low risk, while just over half (57%) in JJCPA programs were evaluated to have low risk.

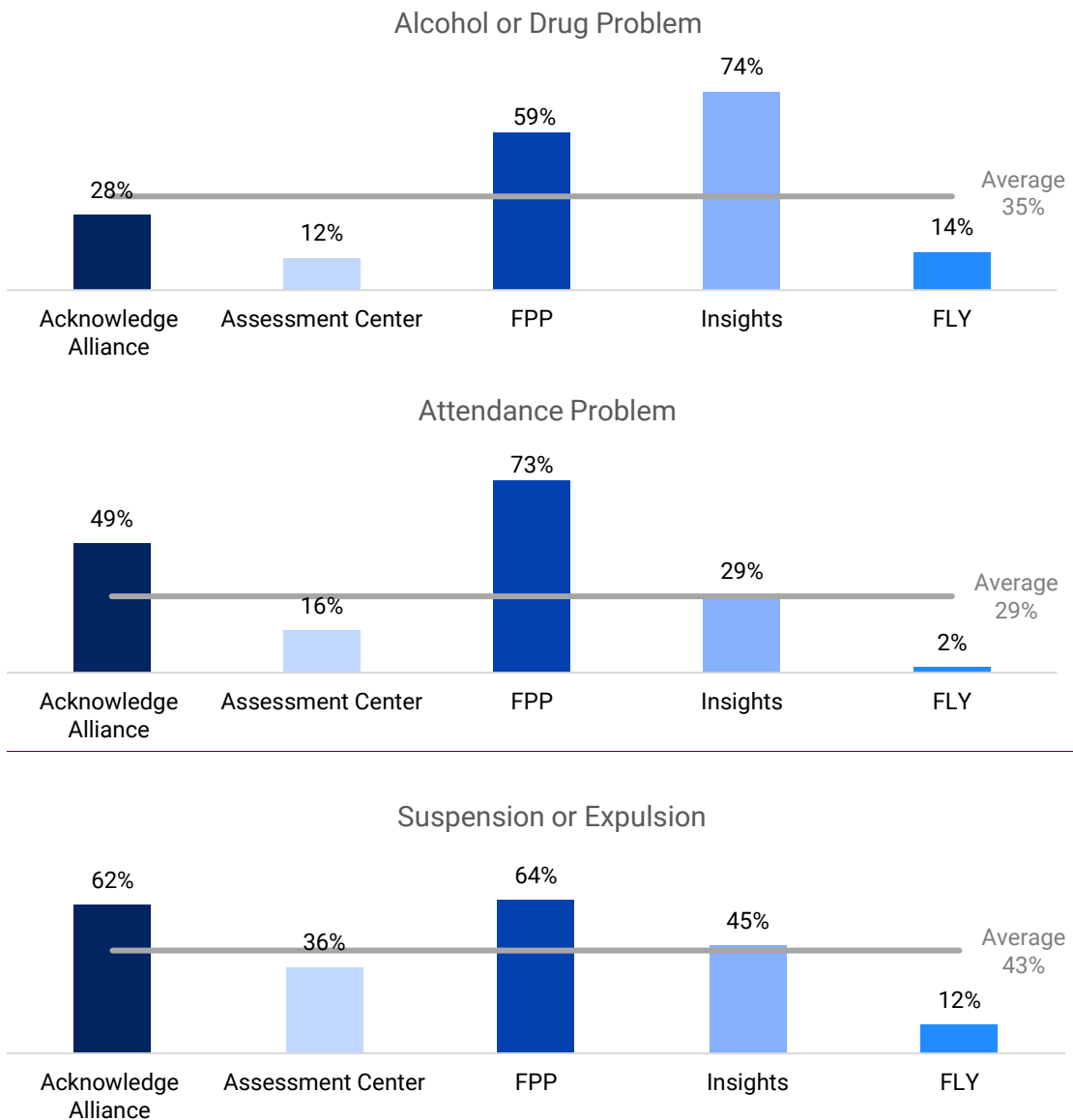
Table 17. Criminogenic Risk Levels Using the JAIS

JJCPA PROGRAMS	N	LOW RISK	MODERATE RISK	HIGH RISK
Acknowledge	146	63%	27%	10%
Assessment	85	64%	34%	2%
FPP	11	27%	45%	27%
FLY	12	25%	75%	0%
Insights	63	46%	43%	11%
JJCPA Total	317	57%	34%	9%
JPCF PROGRAMS	N	LOW RISK	MODERATE RISK	HIGH RISK
BGCP	83	100%	0%	0%
CLSEPA	-	-	-	-
FLY	42	76%	24%	0%
SOY	64	88%	11%	2%
YMCA	148	97%	3%	0%
JPCF Total	337	93%	7%	<1%
TOTAL	654	76%	20%	4%

Other Risk Indicators

JJCPA programs collected additional risk-related indicators, including whether a youth had any of the following at program entry: an alcohol or drug problem, an attendance problem, or 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. Across all programs (the gray bars in the figure below), 35% of youth had an alcohol or drug problem upon entry, 29% had an attendance problem, and 43% had been suspended or expelled in the past year. As might be expected due to the nature of their services, FPP served youth with the greatest risk regarding attendance (73%) and suspension or expulsion (64%), while Insights youth had the highest risk regarding an alcohol or drug problem at program entry (74%).

Figure 4. Risk Indicators at Program Entry by JJCPA Program



FY 2018-19 All programs n=326; Acknowledge Alliance n=79; Assessment Center n=92; FPP n=22; Insights n=82; FLY n=51

Functioning and Service Needs: CANS Assessment

Funded programs utilized the CANS assessment with clients beginning in January 2016. The CANS consists of multiple items scored on a 4-point scale (Scale: 0 to 3; score of 2 or 3 indicates an actionable need) and grouped into modules as shown in Table 18. Program staff from seven programs completed 741 pre CANS assessments with youth.

Table 18. Modules on the Child Adolescent Needs and Strengths (CANS) Assessment

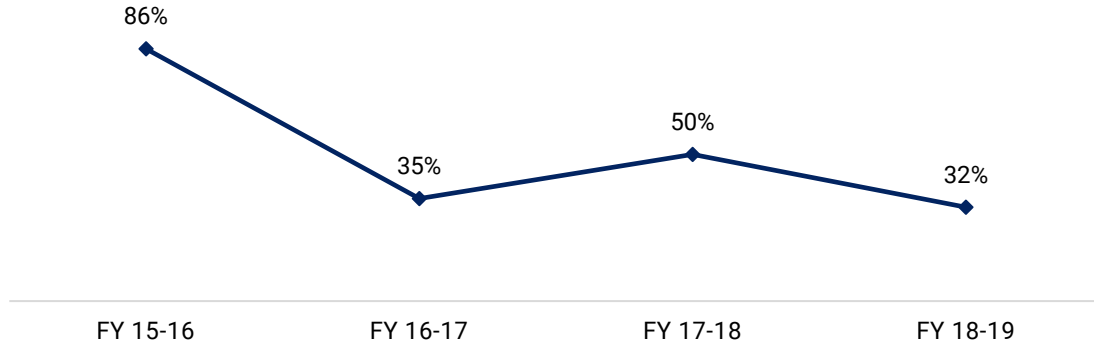
MODULE	NUM. OF ITEMS	DESCRIPTION	ORGANIZATIONS
Youth Risk Behaviors	11	Behaviors that can get youth into trouble or cause harm to themselves or others: rating of 1 or higher on Delinquent Behavior item prompts completion of the Juvenile Justice module	BGCP, SOY, Insights, YMCA, Acknowledge, FLY
Juvenile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

Note: Acknowledge Alliance provided data on one additional Trauma item, bringing their total to seventeen items.

Actionable Needs

Across all CANS items, 32% of youth had three or more actionable needs (i.e., a rating of two or three on the module), decreased by 18 percentage points from FY 2017-18.

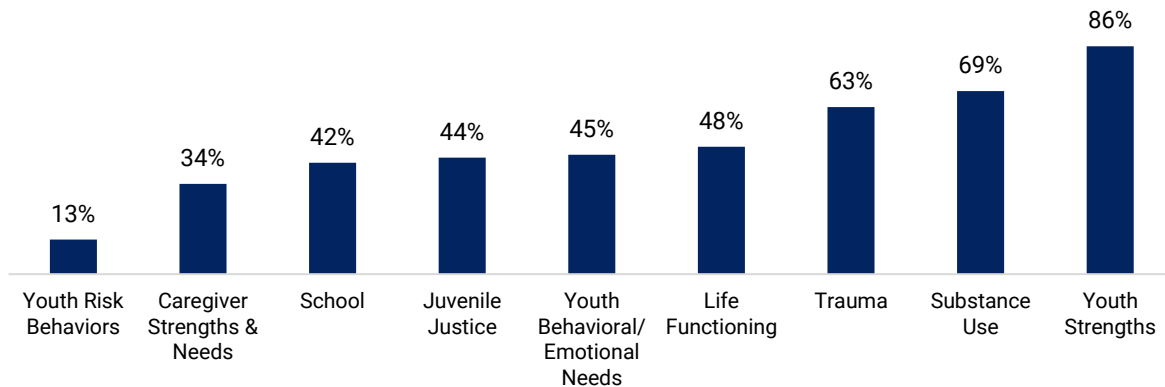
Figure 5. Percentage of Youth with Three or More Actionable Needs (Pre CANS)



FY 2015-16 n=239, FY 2016-17 n=722, FY 2017-18 n=980, FY 2018-19 n=741.

As seen in Figure 6 below, 86% of youth had at least one need on the Youth Strengths module on their pre CANS assessment. Additionally, 69% of youth had a need on Substance Use, and 63% had a need on Trauma. Only 13% of youth had at least one need on the Youth Risk Behaviors module.

Figure 6. Percentage of Youth with Actionable Needs by Assigned Module (Pre CANS)



Life Functioning n=427; Youth Strengths n=715; Youth Behavioral and Emotional Needs n=410; Youth Risk Behaviors n=492; Caregiver Strengths & Needs n=331; Juvenile Justice n=342; Trauma n=151; Substance Use n=49; School n=406
 Note: Sample sizes vary due to different modules being required by each program and because the completion of some modules is contingent upon youth responses to previous items.

Collectively, pre CANS results suggest that assessed youth have needs in many areas, with the highest needs related to developing strengths such as important internal (e.g., resilience, optimism), social (e.g., family strengths/support, relationship permanence), and community (e.g., community connection, educational setting) resources and supports. Assisting youth in the development of these key internal and social assets may not only promote positive outcomes such as school achievement, but can also protect youth from negative outcomes, such as engagement in delinquent behaviors. The results also indicated a need for supports and resources to help youth address abuse, neglect, trauma, and substance use issues, along with behavioral and emotional health. Youth also required support so they can function better in their individual, family, peer, school, and community lives. Interestingly, needs were relatively low on the Youth Risk Behaviors and School modules.

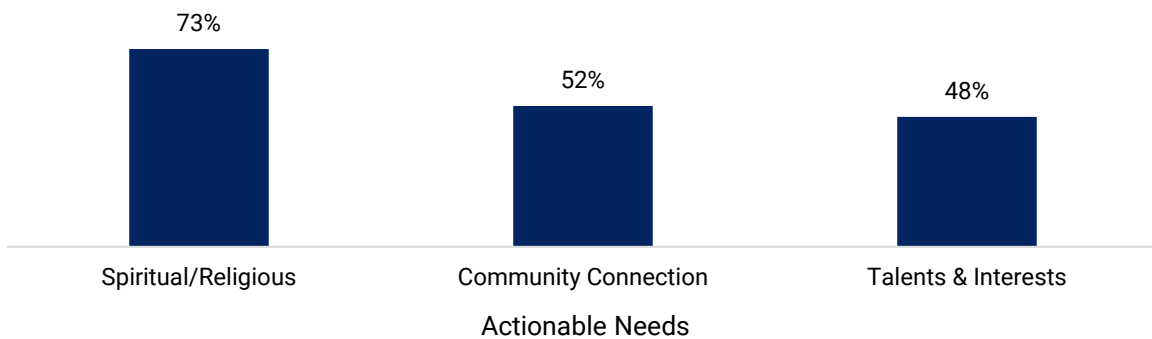
Item Analysis of Modules with the Highest Needs at Program Entry

Given the high rates of needs on the Youth Strengths, Trauma, and Substance Use modules, items were assessed for each module for which youth reported the highest level of needs (see Figures 7 through 9).

Youth Strengths Module

Nearly three-quarters of youth (73%) did not have religious or spiritual connections that they could turn to in times of stress. Over half (52%) were lacking connections to people, places, or institutions in the community. Furthermore, 48% of youth lacked hobbies, skills, or interests that give them a positive sense of self or occupy their free time. Youth also reported the greatest needs in these same areas of the Youth Strengths module in FY 2017-18.

Figure 7. Percentage of Youth with Actionable Needs on CANS Youth Strengths Module (Pre)

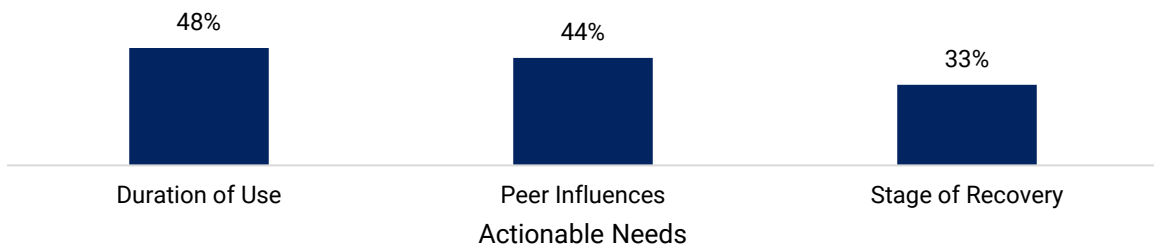


N=673-712.

Substance Use Module

Three areas in the Substance Use module stood out as particularly noteworthy areas of need: 48% had a need related to their duration of use, 44% reported peer influences, and 33% had a need related to recovery. This result highlights the need for early intervention to address the length of time youth are using substances. The results also highlight the strong influence the surrounding environment has on youth and suggests that peer behaviors and attitudes related to substance use should be addressed in addition to the behaviors and attitudes of the youth themselves.

Figure 8. Percentage of Youth with Actionable Needs on CANS Substance Use Module (Pre)

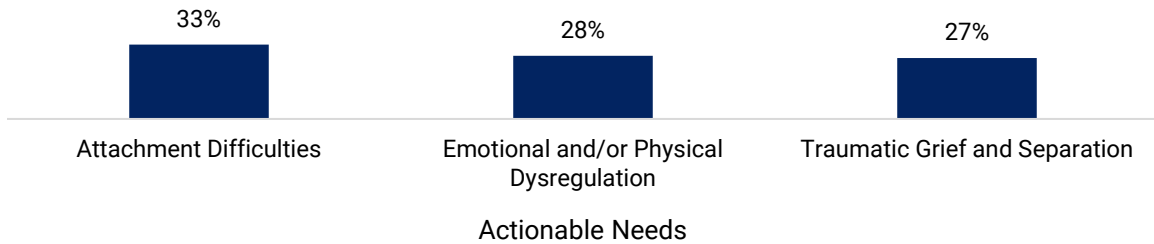


n=48.

Trauma Module

The results showed that 33% of youth experienced attachment difficulties, with 28% of youth having a need regarding emotional and/or physical dysregulation (an inability to control their response to stimuli). Over a quarter (27%) had a need regarding traumatic grief and separation.

Figure 9. Percentage of Youth with Actionable Needs on CANS Trauma Module (Pre)



n=142-150.

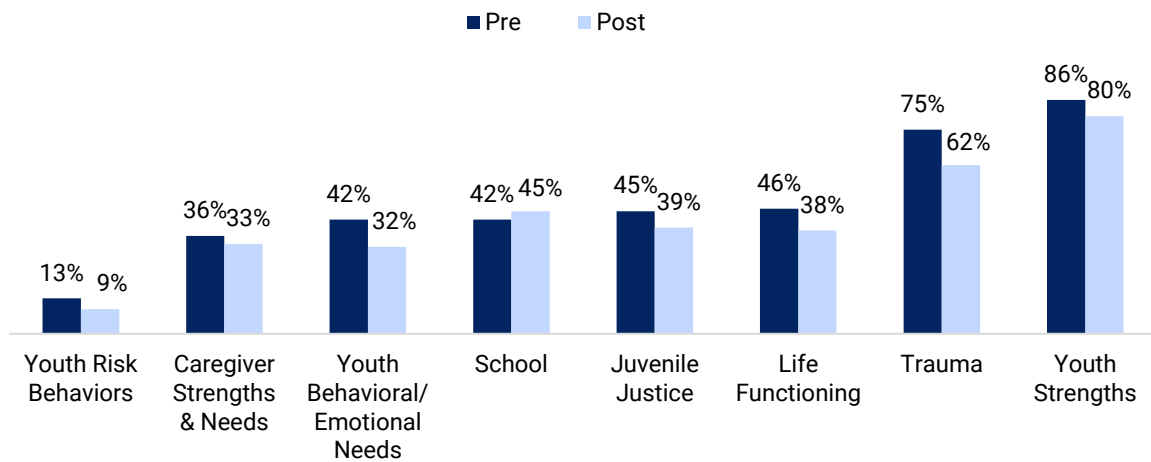
Module Analysis at Discharge

CANS pre and post assessments were completed by seven programs. The analysis of pre and post results is based on matching pre and post assessments to reflect the change in the number of youth with actionable needs over time. It is notable that each program reported on different modules, which contributed to variations in the number of matching assessments by module.

As seen in Figure 10 below, decreases occurred in the percent of youth reporting actionable needs from pre to post on all modules except for School: Trauma decreased by 13 percentage points; Youth Behavioral/Emotional Needs decreased 10 percentage points; Life Functioning decreased 8 percentage points; Youth Strengths and Juvenile Justice decreased 6 percentage points; Youth Risk Behaviors decreased 4 percentage points; and Caregiver Strengths and Needs decreased by 3 percentage points. Given these decreases, it can be concluded that youth needs are being addressed in ways that enhance the strengths of caregivers, promote their behavioral and emotional health and ability to function more effectively in various life domains (e.g., school, family, and living), boost their internal and social assets, and improve juvenile justice outcomes.

The results also showed a minor increase in the number of youth with actionable needs in School which increased by 3 percentage points. This suggests that while youths' needs are being addressed in many ways, services should continue to nurture and develop youth in these high-need areas. Specifically, service providers should focus on providing supports and resources that promote school behavior, achievement, attendance, and relationships with teachers. It is important to note that an increase in needs does not necessarily indicate that youth are experiencing negative outcomes; youth may feel more comfortable communicating openly with staff about their needs or additional needs may arise during youth tenure in the program.

Figure 10. Percentage of Youth with Actionable Needs by Module on Pre and Post CANS



Life Functioning n=330; Youth Strengths n=493; Youth Behavioral/Emotional Needs n=309; Youth Risk Behaviors n=384; Caregiver Strengths and Needs n=267; Juvenile Justice n=141; Trauma n=63; School n=289

Note: The Substance Use module was completed only by Insights; please find the results in the Insights program report.

Juvenile Justice Outcomes

JJCPA-funded programs report on the following six outcomes for clients:

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

San Mateo County has elected to report these outcomes at 180 days post-entry as they provide rich data on system-involved youth. The past year's cohort of clients whose six-month milestone occurred in FY 2017-18 served as the reference group. ASR provided support for the continued utilization of the Juvenile Justice Crime Prevention Act Database, for which program and Probation staff enter participant background information and the required outcome data.

The figures in the following section present the justice outcomes for each program for youth whose evaluation period of six months post-program entry occurred in FY 2018-19.³⁷ When reviewing the JJCPA outcome data, there are several important factors to note:

- **The number of cases upon which percentages are based varies with program outcomes.**³⁸ Program outcomes per number of cases reported are based upon several factors: arrests for new law violations and detentions are for all youth whose six-month evaluation period occurred in FY 2018-19, probation violations and completion of probation are based upon youth who are wards of the court, and completion of restitution and community service are based upon those youth who have been ordered to fulfill those conditions by the court.
- **Results for probation violations and arrests for new law violations are based on filed charges,** not all of which will necessarily be sustained. Additionally, Deputy Probation Officers may give a youth a probation violation for not following the conditions of his or her probation, including conditions such as not going to school, breaking curfew, testing positive for alcohol or drugs, or associating with a gang member. This behavior may result in a consequence that includes a juvenile hall stay but will not necessarily include a police arrest.
- **Detention rates are for juvenile hall stays for any reason, including arrests for new law violations, probation violations, or Probation Officer-initiated holds (also known as blue-booking).** Deputy Probation Officers may place a 24-48 hour hold on a youth as a consequence for truancy or school suspension. Furthermore, court orders for the Family Preservation Program (FPP) allow Deputy Probation Officers to use short-term juvenile hall admits as an approach to stabilize clients, or to acquaint the youth with immediate consequences for their actions.
- It is also important to note that youth who have not completed probation, community service, or restitution by their 180-day evaluation have not necessarily failed in their

³⁷ Additional information and analysis are provided in each program's individual program report.

³⁸ For some programs and outcomes, the number of cases in the sample is quite small and may lead to unstable results in year to year comparisons.

attempts to satisfy these conditions: youth may still be working toward meeting these obligations at the evaluation milestone and have an opportunity to complete them at a later date. The amount of restitution ordered varies but can reach into the thousands of dollars. It commonly takes a year or more to complete formal probation.

Overall Results

Figure 11 below portrays results for all five JJCPA programs compared to statewide FY 2015-16 outcomes.^{39,40} As with San Mateo Probation, programs across the state served youth with a variety of needs and risk levels with a variety of services. Programs included in these state-level outcome statistics may use a varied evaluation periods for reporting outcomes, including the 180-day post-entry criterion used by San Mateo Probation. However, the California Department of Corrections and Rehabilitation, Corrections Standards Authority combines these methods in its report to the State Legislature.

As seen in Figure 11, when compared to all JJCPA-funded programs across the state, San Mateo JJCPA programs had:

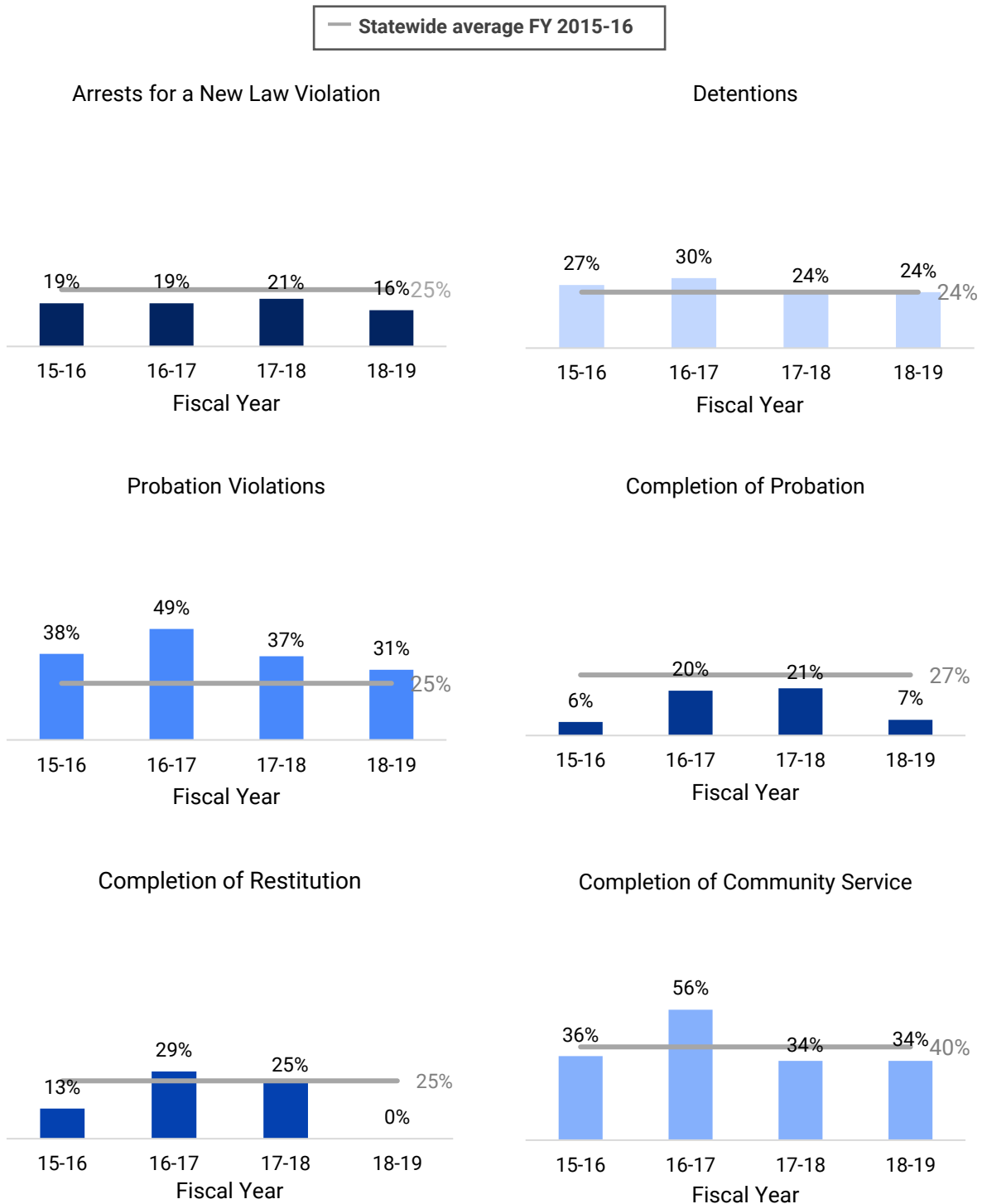
- Historically, a lower arrest rate for new law violations.
- The same detention rates in the recent two years.
- Historically, a higher rate of probation violations, although the rate consistently decreased since FY 2016-17.
- Historically, a lower probation completion rate⁴¹
- A mixed pattern for restitution completion rate, with a 0% completion rate in FY 2018-19.
- Lower community service completion rate in most years.

³⁹ California Department of Corrections and Rehabilitation, Corrections Standards Authority. *Juvenile Justice Crime Prevention Act: Annual Report, March 2016.*

⁴⁰ The most recent report provides outcome data up through FY 2014-15.

⁴¹ Lower rates of completion of probation, restitution, and community service in the San Mateo sample are largely due to the fact that San Mateo Probation measures these outcomes at 180 days after program entry; most youth will not have completed their terms of probation within this time period.

Figure 11. Juvenile Justice Outcomes, San Mateo County and State Average Comparison



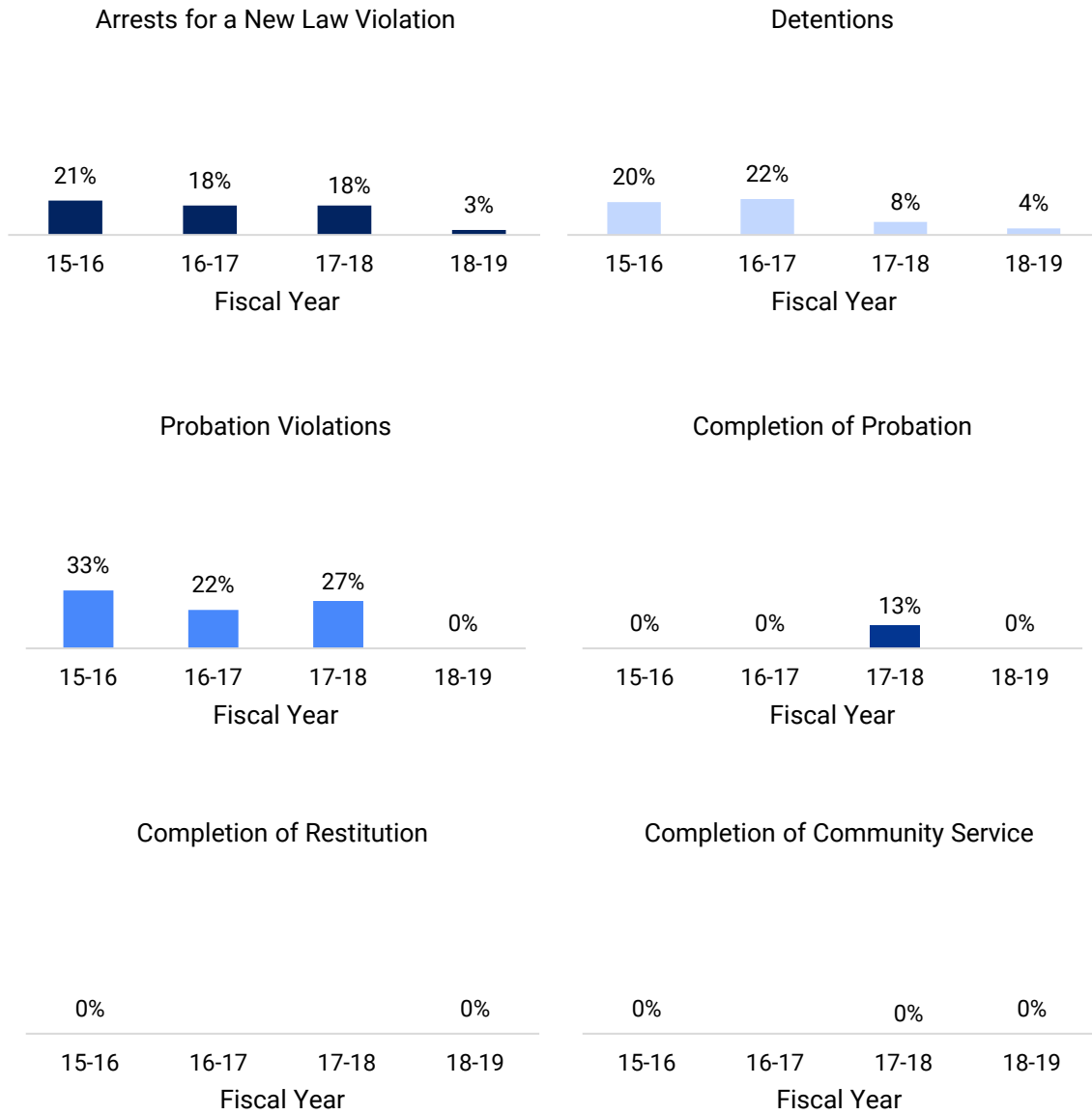
FY 2018-19 Arrests for a New Law Violation n=261, Detentions n=261, Probation Violations n=110, Completion of Probation n=110, Completion of Restitution n=12, Completion of Community Service n=44

Assessment Center

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

Due to the relatively brief amount of time many clients spend in the Assessment Center, they are unlikely to be receiving Assessment Center services at the time of the evaluation (180 days after program entry). One youth served by the Assessment Center was on formal probation at either entry or their 180-day assessments. As seen in Figure 12 below, rates of arrests for a new law violation and detentions stayed decreased from the previous year. No youth were assigned community service or restitution for FY 2018-19.

Figure 12. Juvenile Justice Outcomes for Assessment Center ⁴²

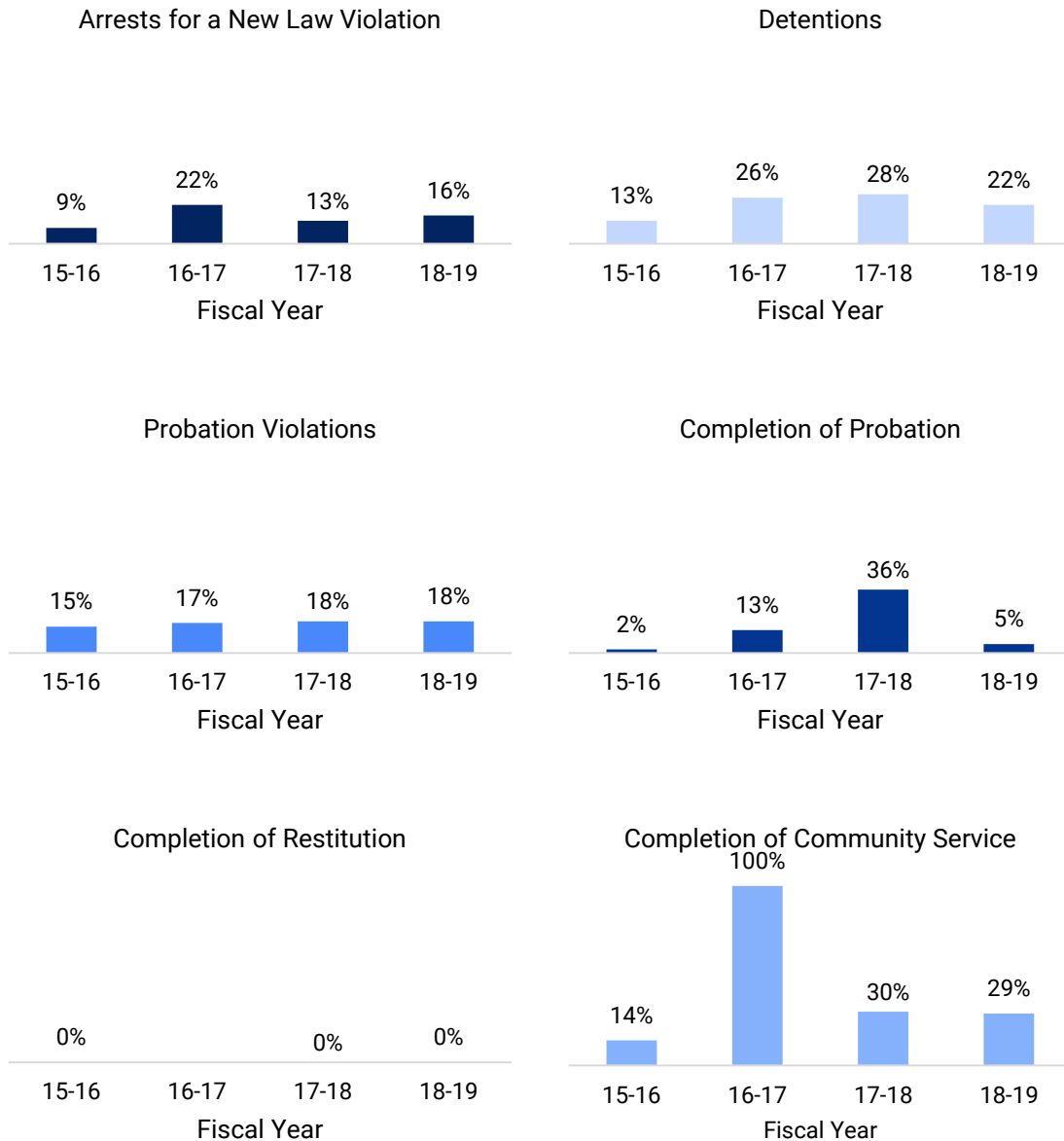


⁴² For sample sizes for each year and measure, please see Appendix III.

Acknowledge Alliance

Of the 51 clients served by Acknowledge Alliance in FY 2018-19, 43% were on formal probation at entry or 180-day evaluation. Of these youth, 5% completed probation within six months of entry, a significant decrease from the prior fiscal year. Rates for arrests for a new law violation increased slightly from FY 2017-18, while probation violations stayed the same and detentions decreased slightly from the prior fiscal year.

Figure 13. Juvenile Justice Outcomes for Acknowledge Alliance ⁴³

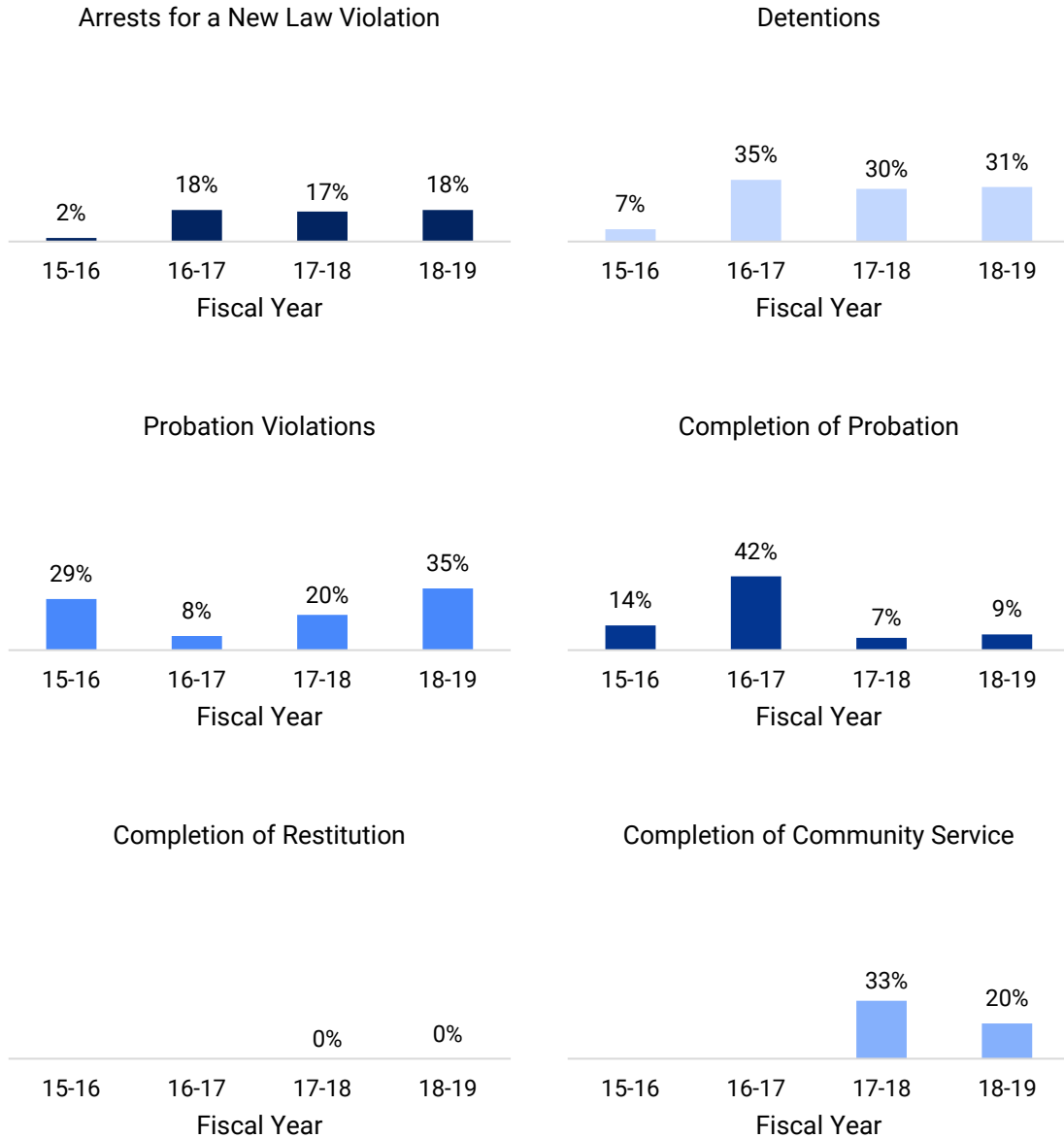


⁴³ For sample sizes for each year and measure, please see Appendix III.

Fresh Lifelines for Youth (FLY)

Of clients served by FLY in FY 2018-19, 47% were on formal probation at program entry or 180-day evaluation. As shown in Figure 14, rates for arrests and detentions stayed steady from FY 2017-18, while and probation violations increased to 35%. The rate of completion of court-ordered probation increased slightly to 9%. Of the 10 youth who had court-ordered community service, 20% completed their community service at their 180-day evaluation.

Figure 14. Juvenile Justice Outcomes for Fresh Lifelines for Youth (FLY) ⁴⁴



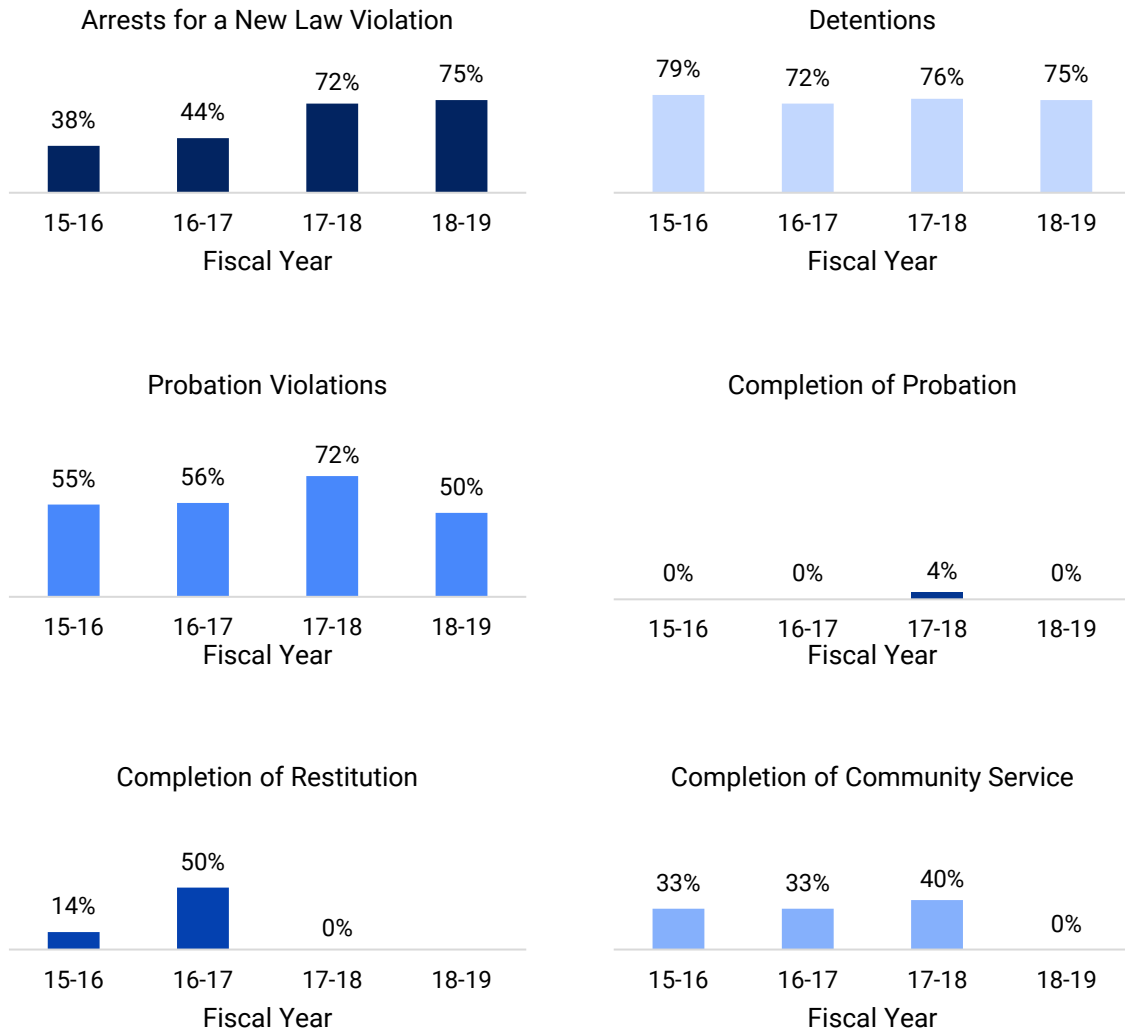
⁴⁴ For sample sizes for each year and measure, please see Appendix III.

Family Preservation Program (FPP)

All (100%) FPP clients were on formal probation at program entry and 92% at their 180 day evaluation. As seen in Figure 15 below, arrests for a new law violation and detentions stayed steady since the past fiscal year, while the number of probation violations fell to 50% in FY 2018-19 from 72% in FY 2017-18

No youth completed formal probation in FY 2018-19 due to the severity of client issues for FPP participants. These issues include family dysfunction, parental criminal history, lack of youth accountability, history of child maltreatment, drug or alcohol use, school behavioral issues or educational difficulties, and mental health concerns, which results in FPP youth participants rarely completing the program and probation by their 180-day evaluation.

Figure 15. Juvenile Justice Outcomes for Family Preservation Program (FPP) ⁴⁵

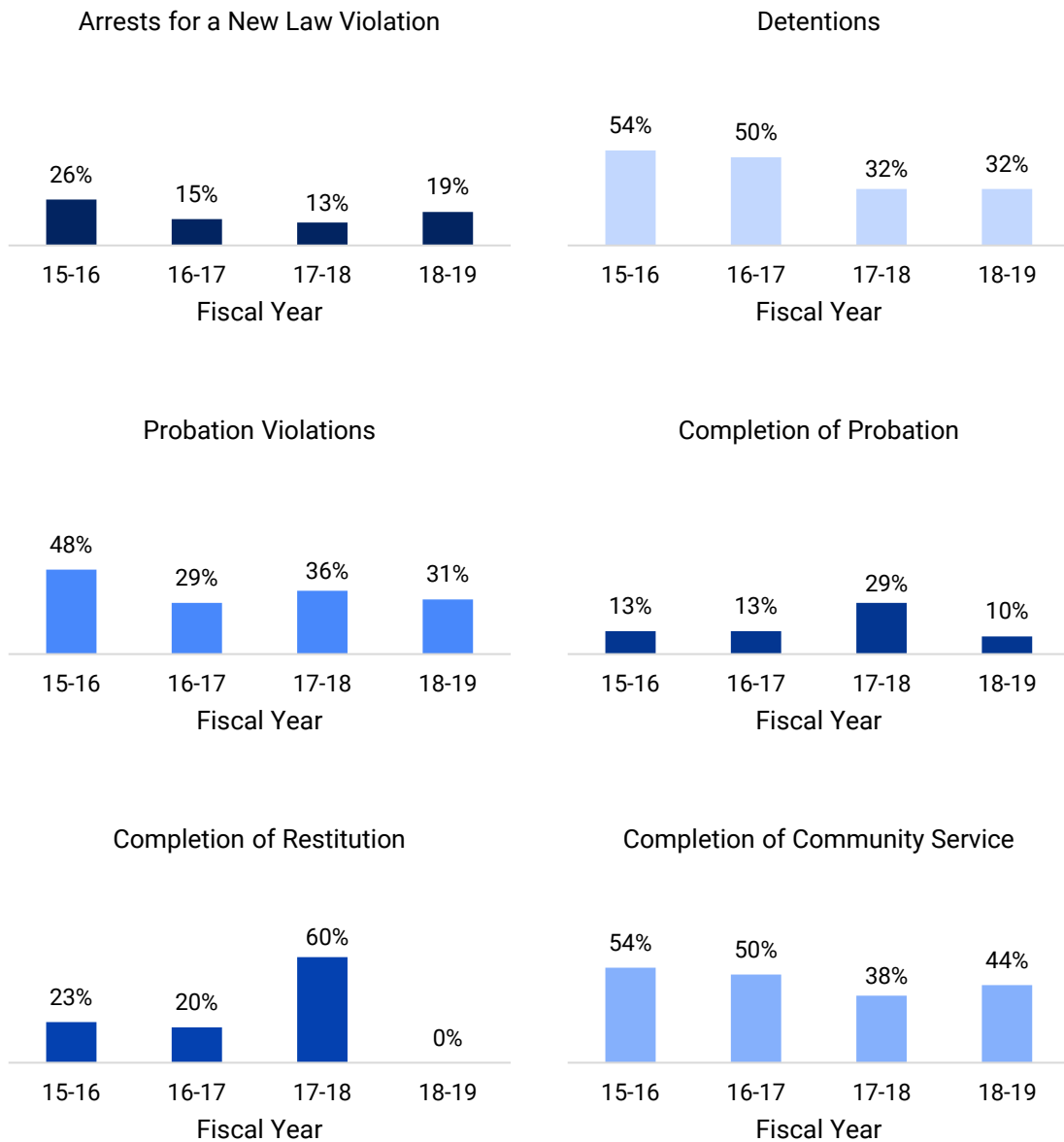


⁴⁵ For sample sizes for each year and measure, please see Appendix III.

StarVista Insights

Seventy percent (70%) of Insight clients were on formal probation at program entry or 180-day evaluation. As shown in Figure 16, the number of arrests for a new law violations rose slightly to 19%, while detentions stayed the same, and probation violations decreased slightly from the previous fiscal year.

Figure 16. Juvenile Justice Outcomes for StarVista Insights⁴⁶



⁴⁶ For sample sizes for each year and measure, please see Appendix III.

Program-specific Outcomes

In FY 2018-19, many programs elected to report program-specific outcome data. Highlights of program-specific outcomes are presented below, but please see each individual program report for further detail on program-specific outcomes.

- **Acknowledge Alliance** used the Global Assessment of Functioning (GAF) scale, which rates the psychological, social, and school functioning of youth participants on a scale from 1 (functioning poorly) to 100 (functioning well). A total of 32 youth in the Court and Community School Program and 129 youth in the Transition Program were administered GAF pre- and post-tests. The average pre-test score for the Court and Community School Program was 54.8, the average post-test score was 60.0, and the average increase in GAF scores was 9.5% from pre- to post-test. For the Transition Program, the average score on the pre-test was 54.0, with an average of 58.5 on the post-test. The average increase from pre- to post-test in the Transition Program was 8.1%.

Acknowledge Alliance also collected data on important risk factors that predict delinquency and high school drop-out, such as the percentage of school days attended and rates of chronic absenteeism. Acknowledge Alliance youth attended 81% of school days, resulting in 57% being categorized as chronically absent. Additional performance measures included the percentage of youth in each program who reported that counseling helped them express their emotions constructively and make positive choices for themselves. Eighty-nine percent (89%) of youth in the Court and Community Schools Program and 89% of youth in the Transition Program reported that counseling helped them to express their emotions constructively. Seventy-three percent (73%) of youth in the Court and Community Schools Program and 78% of youth in the Transition Program reported that counseling helped them make positive choices for themselves.

- **Assessment Center** collected one additional measure to track progress towards its goal of reducing the number and length of juvenile hall stays. From FY 2017-18 to FY 2018-19, the average number of youth in juvenile hall declined by 21%; from FY 2008-09 to FY 2018-19, the average number of youth in juvenile hall substantially declined by 69%.
- **BGCP** developed five additional measures specific to their activities to further understand outcomes of youth in the program. BGCP exceeded four out of five FY 2018-19 targets, including that youth felt physically and emotionally safe at BGCP (100%), and that youth developed supportive and positive relationships at BGCP (88%). Additionally, the program aimed to retain 65% of students and exceeded this target by retaining 87% in FY 2018-19, a marked improvement over 50% in FY 2017-18.
- **CLSEPA** tracked progress on three program-specific outcome measures in relation to helping its clients towards a secure and thriving future. CLSEPA met their performance measure target for number of at-risk youth or families receiving consults and exceeded the target percentage of youth or families receiving legal representation and overcame an obstacle (100%).
- **Family Preservation Program** was effective in meeting its goal of keeping families intact, underscoring its central goal to maintain youth in their homes. Seven of twenty-two youth (32%) were given an out-of-home placement order in FY 2018-19.

- **FLY** maintains data on six additional outcome measures across FLY's Law and Leadership programs to track progress toward its goal of increasing key developmental assets.
 - Nearly all FLY youth in the Law and Leadership programs (99% and 100%, respectively) reported that the program gave them access to adult role models and gave them more confidence to deal with negative peer pressure (98% and 87%, respectively).
 - Over ninety percent (97% and 91%, respectively) reported that they were likely to make healthier choices as a result of the program, and 96% in Law and in Leadership reported they wanted to make positive changes and had hope for their future (98% and 96%, respectively).
 - Over ninety percent (91% and 96%, respectively) reported they were less likely to break the law after participating in FLY.
- **Probation Parent Programs** administered pre- and post-surveys to nineteen parents who participated in The Parent Project. Parent Project participants made gains on most items on the survey, improving upon multiple items in each of the following areas: communication, conversations, behaviors, enforcing consequences, and monitoring.
- **StarVista Insights** implemented its own entry and exit survey to evaluate progress on several key indicators. Nearly all youth made progress on their identified goal (97%), the same proportion showed improved decision-making skills (97%), and 93% showed improved relationship skills in FY 2018-19.
- **StarVista SOY** sets out program goals for their clients to achieve based upon the CANS assessment. In FY 2018-19, SOY did not reach their goals for the percentage of students who demonstrate a decrease in needs in Life Function (52%) and a decrease in Youth Risk Behaviors (36%) domains on the CANS assessment. Additionally, 46% demonstrated a decrease in Behavioral/Emotional Needs, and 40% exhibited a decrease on the Child Strengths domain.
- **YMCA** developed four additional measures to further understand outcomes of youth in their School Safety Advocates (SSA) program. Results showed that 82% of youth reported an improvement in their understanding of the impact of their criminal behavior on victims and the community and the same percentage of youth participating in drug and alcohol prevention groups reported a decrease in substance use as a result of their participation in the program (82%). Three-quarters (75%) reported improvements in educational outcomes, and 60% of youth reported greater engagement and connections to their school.

Progress on Recommended Local Action Plan Strategies

The 2016-2020 Local Action Plan process identified core strategies to address the needs of youth and their families and to promote the desired outcomes of: improved behavioral health services, reduced impacts of poverty, improved cultural responsiveness, increased programs and services focusing on gang prevention/intervention and mentoring, and improved family and community engagement. The following section recaps the progress made on each of these strategies in FY 2018-19.

As seen in Table 19 below, JJCPA and JPCF-funded programs provide a continuum of services for youth and their families.

Table 19. Strategies by Funding Source and Program

JJCPA PROGRAM	STRATEGY
Acknowledge Alliance	Psychotherapy
Juvenile Assessment Center	Information and referral for services for alcohol and drug treatment, behavioral skills, development/decision-making
Family Preservation Program (FPP)	Referrals to family therapy, information and referral for services for alcohol and drug treatment, behavioral skills, development/decision-making skills
Fresh Lifelines for Youth (FLY)	Mentors, leadership, service learning, behavioral skills, decision-making skills
StarVista Insights	Alcohol and drug treatment, behavioral and decision-making skills
Community Legal Services in East Palo Alto (CLSEPA)	Legal consultation/representation, advocacy, and workshops on immigration, housing, and economic advancement
JPCF PROGRAMS	STRATEGY
Boys and Girls Clubs of the Peninsula (BGCP)	Afterschool enrichment, academic support, mentors
StarVista SOY	Counseling and asset development, information and referral for services (case management), drug and alcohol education
YMCA of San Francisco School Safety Advocates	Counseling including behavioral skills and decision-making skills, conflict Resolution, information and referral for services
Probation Parent Programs (PPP)	Parent skills training

Strategy 1: Behavioral Health Services

The three key changes outlined in the Local Action Plan to address this strategy are the collection of assessment/psychosocial data, appropriate substance use treatment for youth and families, and transformation to a trauma-informed system of care. The following organizations provide mental health services: Acknowledge Alliance, StarVista Insights, and StarVista SOY. Programs that focus specifically on substance use include StarVista Insights, StarVista SOY, and YMCA. Programs' use of the CANS has provided Probation and funded programs with important information about the clients served through JJCPA and JPCF-funding. As noted below, the use of these tools continues to present challenges along with opportunities for improvement.

It is evident that the commitment to data collection by funded programs led to improvements in the data provided for youth in FY 2018-19. However, as was the case in the previous year, some organizations cite difficulties in transferring important knowledge regarding data collection and entry to new staff due to high turnover of those trained by the Praed Foundation or master trainers. This challenge highlights the importance of documenting how programs should conduct CANS and other data collection and monitoring activities.

To track and measure steps programs are taking to become trauma-informed systems of care, evidence-based practices were solicited from the funded programs again in FY 2018-19. Acknowledge Alliance, BGCP, StarVista SOY, and YMCA reported utilizing trauma-informed practices. In the next annual report, ASR recommends asking each organization about their adherence to this philosophy, as many others likely utilize the practice.

Strategy 2: Impacts of Poverty

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

- **BGCP** delivered its services in nine community sites, including five community schools and one high school, and provided transportation to its three clubhouses
- **SOY** delivered its services in five high schools and one middle school
- **Acknowledge Alliance** delivered its services in seven court and community schools
- **YMCA** delivered its services in five middle schools
- **FLY** delivered its services in schools in Redwood City, East Palo Alto, South San Francisco, and other community sites in San Mateo County.

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

Currently, no JJCPA or JPCF-funded programs offer specific vocational programs for youth or parents, although many provide services and counseling to nurture youth interests and talents.

Strategy 3: Cultural Responsiveness

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

The majority (63%) of youth served by JJCPA/JPCF programs were Hispanic/Latino, with 15% identifying as Asian/Pacific Islander. Almost six in seven youth (86%) served by BGCP and 76% of youth served by Acknowledge Alliance and by FPP identified as Hispanic/Latino; 34% of youth served by StarVista SOY identified as Asian/Pacific Islanders, and 23% of youth served by Assessment Center identified as White/Caucasian. Given the overrepresentation of youth of color involved and those at risk of becoming involved in the justice system, programs should be culturally responsive to these above-specified groups to help achieve the best outcomes for youth in the county.

Strategy 4: JJCPA and JPCF should Jointly Fund Expanded Programs and Services

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

The majority of programs worked to mentor youth with a focus on the development of behavioral skills and decision-making while providing counseling and asset development, as well as information and referral for services. Additionally, BGCP provides enrichment and academic goal-setting support, and FLY and PPP include gang awareness and prevention services.

Strategy 5: Improve Family and Community Engagement

The Local Action Plan calls for increased engagement with families and the broader community. Specifically, the plan calls for families to have a greater understanding of the system of care and be engaged with their youth in the programs. Of the ten programs providing services for youth, five include specific strategies for engaging with families of youth: Family Preservation Program, StarVista Insights, StarVista SOY, YMCA, and Probation Parent Programs. Probation Parent Programs' main objective is to improve family relationships and give parents better tools for interacting with their children. Additionally, some programs stand out for their focus on community engagement: YMCA, Assessment Center, BGCP and FLY all contain elements that focus on community impacts and community services.

Conclusion

The FY 2018-19 comprehensive JJCPA/JPCF evaluation report provides valid and useful data that helps create a more comprehensive profile of youth served in San Mateo County. The dissemination and evaluation of this effort will help the JJCC and all San Mateo County stakeholders continue to improve and refine constructive and innovative solutions to improve the wellbeing and outcomes of youth in the county. Through effective and thoughtful youth services programs, San Mateo County remains committed to improving outcomes for their youth.

Data presented in the FY 2018-19 San Mateo County JJCPA/JPCF comprehensive evaluation report will continue to inform additional strategies, service planning, and policy decision-making by local planning bodies over the next year as San Mateo County continues to address the needs of its most vulnerable youth.

Appendix I: Funding Types

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

In addition to these 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 and juvenile offenders and their families. JPCF is administered by the State Controller's Office with the funding amount dependent upon actual receipts from California Vehicle License fees.

Appendix II: Clearinghouses for Evidence-Based Practices

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

Appendix III: Justice Outcome Sample Sizes

ASSESSMENT CENTER	FY 12-13	FY 13-14	FY 14-15	FY 15-16	FY 16-17	FY 17-18	FY 18-19
Arrests for a New Law Violation	462	398	391	317	187	130	75
Detentions	462	398	391	317	187	130	75
Probation Violation	150	93	7	83	60	15	1
Completion of Probation	150	93	7	83	60	15	1
Completion of Restitution	104	25	3	9	0	0	--
ACKNOWLEDGE ALLIANCE	FY 12-13	FY 13-14	FY 14-15	FY 15-16	FY 16-17	FY 17-18	FY 18-19
Arrests for a New Law Violation	142	105	135	118	23	40	51
Detentions	142	105	135	118	23	40	51
Probation Violation	80	58	45	46	12	22	22
Completion of Probation	80	58	45	46	12	22	22
Completion of Restitution	26	18	4	7	0	1	--
Completion of Community Service	20	11	9	7	1	10	7
FRESH LIFELINES FOR YOUTH (FLY)	FY 12-13	FY 13-14	FY 14-15	FY 15-16	FY 16-17	FY 17-18	FY 18-19
Arrests for a New Law Violation	30	31	30	45	17	23	49
Detentions	30	31	30	45	17	23	49
Probation Violations	17	22	16	7	12	15	23
Completion of Probation	17	22	16	7	12	15	23
Completion of Restitution	6	12	0	0	0	4	5
Completion of Community Service	3	7	1	0	0	3	10
FAMILY PRESERVATION PROGRAM (FPP)	FY 12-13	FY 13-14	FY 14-15	FY 15-16	FY 16-17	FY 17-18	FY 18-19
Arrests for a New Law Violation	54	51	45	29	18	25	12
Detentions	54	51	45	29	18	25	12
Probation Violations	54	51	45	29	17	25	12
Completion of Probation	54	51	45	29	17	25	12
Completion of Restitution	19	10	13	7	2	2	--
Completion of Community Service	16	19	6	9	6	5	2
STARVISTA INSIGHTS	FY 12-13	FY 13-14	FY 14-15	FY 15-16	FY 16-17	FY 17-18	FY 18-19
Arrests for a New Law Violation	91	159	132	120	30	75	74
Detentions	91	159	132	120	30	75	74
Probation Violations	79	130	106	107	28	58	52
Completion of Probation	79	130	106	407	28	58	52
Completion of Restitution	24	30	13	22	5	5	7
Completion of Community Service	9	53	29	28	8	16	25

Appendix IV: Glossary of Terms

TERM	DESCRIPTION
ASR	Applied Survey Research
Assessment Center	The Juvenile Assessment Center
BGCP	Boys and Girls Club of the Peninsula
Blue-Booking	Probation Officer-initiated holds
CANS	Child Adolescent Needs and Strengths Assessment
CLSEPA	Community Legal Services of East Palo Alto
EBP	Evidence-based practice
FLY	Fresh Lifelines for Youth, Inc.
FPP	Family Preservation Program
GAF	Global Assessment of Functioning
Insights	StarVista Insights
JAIS	Juvenile Assessment and Intervention System
JAIS Assessment and Reassessment (Boys and Girls)	The full assessment and reassessment versions of the Juvenile Assessment and Intervention system
JAIS Boys Risk and Girls Risk	Pre-screen version of the Juvenile Assessment and Intervention System
JJCC	Juvenile Justice Coordinating Committee
JJCPA	Juvenile Justice Crime Prevention Act
JPCF	Juvenile Probation and Camps Funding
PPP	Probation Parent Programs
Probation	San Mateo County Probation Department
SOY	StarVista Strengthen our Youth
SSA	School Safety Advocates
YMCA	YMCA of San Francisco