San Mateo County
Juvenile Probation Department

COMPARATIVE STUDY OF
LONG-TERM JUSTICE OUTCOMES
ACROSS THREE GROUPS OF YOUTH

July 2014

Introduction

The overall goal of the San Mateo County Local Action Plan is to fund interventions that will reduce involvement with the juvenile justice system, whether this is reduction in first contacts (primary prevention) or reduction in repeat contacts (secondary prevention) with the system. Recent analyses of juvenile justice outcomes in San Mateo County have yielded a range of findings regarding involvement in the juvenile justice system.[1]

However, these analyses have not yet been sensitive or detailed enough to understand the juvenile justice outcomes across different types of programs and different types of youth. This challenge of consistent definitions and consistent measurement is not unique to San Mateo County but is widespread (see Harris, et al.)[2]. As a result, we simply **don't know where and when we are having the desired impact with youth and the programs that serve them**, and thus a more thorough analysis of justice outcomes is needed.

Study Goals

Applied Survey Research (ASR) has extended and "refreshed" its 2013 study on recidivism for the San Mateo County Juvenile Probation Department, doubling the number of youth who were included in the study.[3] The goals of this study are as follows:

- To refresh the estimated rate of re-entries into the juvenile justice system, using more granular indicators of recidivism, program participation, and youth demographics;

- To refresh the estimated rate of first entries into the juvenile justice system;

- To use these data to agree on common definitions of recidivism for the county;

- To use these data to establish benchmarks for county juvenile services and track trends; and

- To use these data to more fairly evaluate the effectiveness of the variety of programs funded (rather than a one-size fits all approach).

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[1] For instance, the 2013 JJCPA recidivism analysis looked at summative outcomes such as arrests, violations of probationary terms and new violations within 6 months (180 days) after start dates of service. The JPCF analysis done in 2008-2011 looked at 3-month and 6-month rates of repeat justice contact, of any type.

[2] In *Measuring Recidivism in Juvenile Justice Corrections*, http://www.journalofjuvjustice.org/JOJJ0101/article01.htm

[3] The 2013 memo contained findings for 1,194 youth who entered JJCPA- and/or JPCF-funded programs between July 1, 2010 and December 31, 2011. This "refreshed" 2014 memo contains findings for 2,382 youth; that number includes the original 1,194 youth covered in the 2013 memo, plus an additional 1,188 youth who entered the programs between January 1, 2012 and December 31, 2012.

Key Questions

The key research questions this study aims to answer are:

- What percent of youth have contact with the juvenile justice system after their program start date?

- What are the characteristics of youth who recidivated compared to those who didn't?

- What are the predictors of recidivism in the juvenile justice system?

- What are the characteristics of youth who went on to have a first contact with Probation, compared to those that didn't?

- What are the predictors of first contact / entry into the juvenile justice system?

Additional questions were posed by Chief Keene and the Juvenile Justice Coordinating Council (JJCC), which this study also aims to answer:

- What is the demographic composition of youth in the study?

- What are the characteristics of youth with a sustained law violation but no priors?

- Which risk factors tend to cleave together and form distinct groupings?

- Of the youth who have a new, sustained law violation, what percentage of these violations are more severe, less severe or equal to the initial offense (harm reduction)?

Groups of Youth in the Study

For the purposes of this memo, the youth are split into three groups:

1. Court-ordered youth: Youth who have had contact with police for committing a crime, have gone to court and were sentenced to some level of formal probation.

2. Non-court-ordered youth: Youth who have had contact with police for committing a crime but Probation referred the youth to a program and/or put the youth on an informal contract and handled without referring to the District Attorney for prosecution.

3. Youth with no priors: Youth who either (a) have never had any contact with police or, if they have, (b) were not referred to Probation for action or Probation chose not to provide any services to the youth based on the circumstances.

More detailed definitions and a description of the study methods are available in Appendix 1.

General Findings

Demographics

While the demographics of the youth served by Probation are generally known, we summarize here the demographics of the youth who were included in our recidivism analyses, in answer to Chief Keene and the JJCC's question, *"What is the demographic composition of youth in the study?"*

The majority of youth in the study who were on probation (both court-ordered and non-court-ordered) are male; the group of youth with no priors is almost evenly split between male and female. Just over half of the youth in each group are Latino. The next-largest race/ethnic group among youth on probation is White (around 20%), while among youth with no priors it is Asian/Pacific Islanders (15%).

The largest fraction of youth in each group claims the city of San Mateo as their residence. Among court-ordered youth, the next largest fraction comes from South San Francisco, while for non-court-ordered youth and youth with no priors it is Daly City. It is no coincidence that these cities are also those where the programs identified in Appendix 1 are serving the greatest numbers of youth; the youth in this study are drawn from the group of youth being served by the programs. We remind the reader that these demographics are only for the youth who were included in this study.

In terms of age at program entry, youth in the court-ordered group are the oldest (nearly 16 years old), followed by youth in the non-court-ordered group (about 15 years old), and then youth with no priors (13½ years old). The average age at first offense for those with priors is around 14 years old, with court-ordered youth being somewhat younger at first offense, on average, than non-court-ordered youth.

See Appendix 2 for a table of the demographics summarized above. Appendix 3 provides more-detailed demographics tables for each group of youth (those on court-ordered probation, those on non-court-ordered probation, and those with no prior justice involvement), with counts of youth by program.

Occurrence of Recidivism/First Violation

Recidivism figures for each group have been refreshed based on the expanded dataset, to answer the key research question, *"What percent of youth have contact with the juvenile justice system after their program start date?"*

Figure 1 shows the percentage of youth in each group with a new law violation (or, in the case of youth with no priors, their first law violation) within 12 months of their entry into one of the programs, and the percentage for whom the violation was sustained. As expected, the court-ordered group has the greatest percentage of youth who recidivate, followed by the non-court-ordered group, while the group with no priors has low percentages of youth with a first charged or sustained violation. Appendix 4 contains recidivism/first violation counts and percentages for each group, by program.

Figure 1:   **Recidivism or First Violation within 12 Months of Program Entry, by Group**
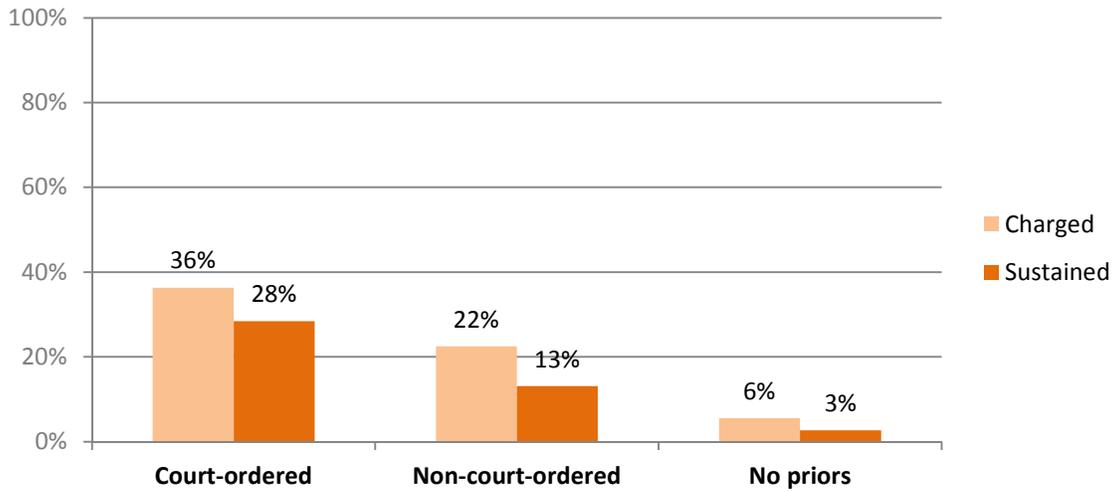

Source: Program data and Probation data. N = 2,382 all youth, 369 court-ordered, 481 non-court-ordered, 1,532 no priors.

Time to Recidivism/First Violation

The times to recidivism for each group have also been refreshed based on the expanded dataset. For these data, we look only at youth with a new sustained law violation (or, in the case of youth with no priors, those with their first sustained law violation) within 12 months after their entry into one of the programs. Figure 2 shows the percentage of youth in each group whose new sustained law violation (or, for youth with no priors, whose first law violation) occurred in the first six months after program entry compared to the second six months after program entry.

Figure 2:   **Time to Recidivism Event or First Law Violation within 12 Months of Program Entry, by Group**
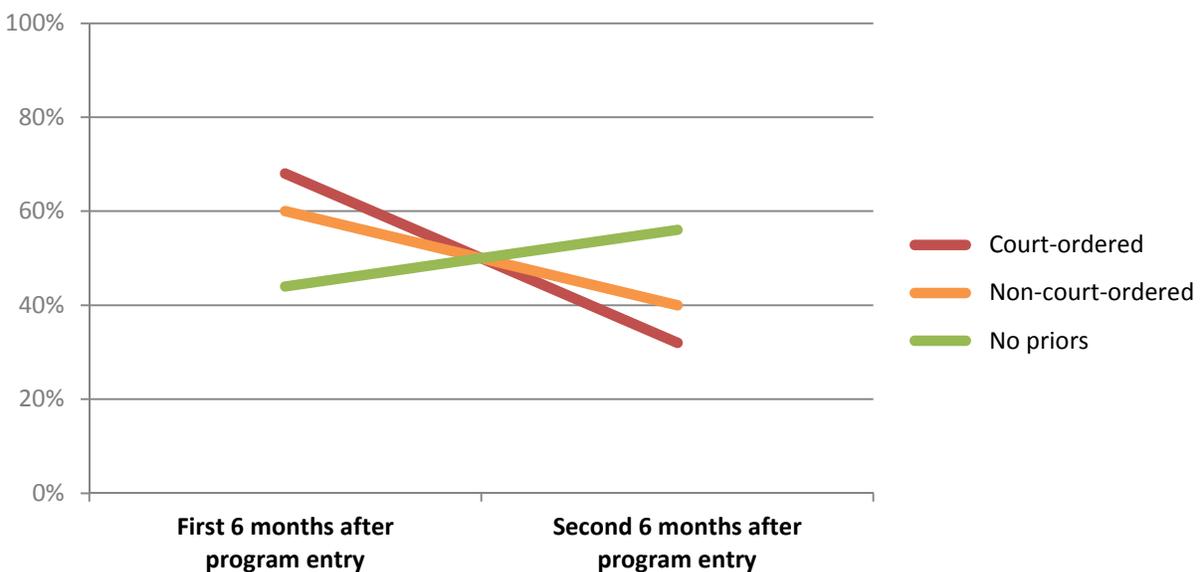
Source: Program data and Probation data. N = 369 court-ordered, 481 non-court-ordered, 1,532 no priors.

Most of the court-ordered youth, shown in red in the chart above, and non-court-ordered youth (orange line in chart) recidivated in the first six months after entering their program (68% and 60%, respectively), while the majority (56%) of the youth with no priors (green line in chart) had their first violation in the second six months after entering their program. Charts of violations by month are shown by group in the sections below specific to each group; for an overall chart of violations by month, see Appendix 5.

Changes in Severity Level of Sustained Law Violations

For youth who recidivated,[4] we were asked to find out if there were changes in the level of severity of the youths' "initial" violations (the one(s) that resulted in youths' participation in the programs) compared to the level of severity of their "later" violations (i.e., youths' violation(s) that occurred within 12 months after program entry).[5] Assuming there were, in fact, changes in severity level, we were also asked to determine how large the changes were and in which direction – Chief Keene and the JJCC's question, *"Of the youth who have a new, sustained law violation, what percentage of these violations are more severe, less severe or equal to the initial offense (harm reduction)?"* If later violations were less-severe than initial violations, this could represent a form of harm reduction; that is, even if youth still committed law violations, participating in the programs might have influenced youth to commit less-serious law violations than they would have if they had not participated in the programs.

In 2007, San Mateo County Juvenile Probation Department personnel coded all possible misdemeanor and felony offenses for severity on a scale from 0 (least severe) to 9 (most severe). See Appendix 6 for their classification scheme. Using this 2007 classification scheme, we compared the average severity of initial and later violations, and then classified the changes in average severity.

A difference that is "statistically significant" is one in which there is a very low likelihood that the difference is due merely to chance.

Figure 3 compares the average severity of initial to later violations for all youth and by each group. There is no statistically significant difference in average severity for violations prior to versus after program entry for any group except the non-court-ordered group, in which the violations are significantly more severe after program entry than before, an unexpected result. However, as mentioned

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[4] By definition, this analysis of youth who recidivated includes only those participants with a sustained law violation both before and after entry into a program. This may not result in a representative picture of the three groups, and this analysis should thus be viewed with caution.

[5] Because the "initial" violation (that which resulted in youth's participation in the programs) was not specifically identified in the dataset, we identified two types of violations in conducting the severity change analysis: (1) "initial," those that were pre-program entry (occurring between six months before and up to the day of program entry, whether or not the violations were part of the same or a different referral), and (2) "later," those that were post-program entry (occurring up to 12 months after program entry).

in Footnote 4, by selecting only those youth who had sustained law violations both before and within 12 months after program entry, the group of youth under review is no longer representative of all participating youth, and so this result should be viewed with caution.

Figure 3:   **Average Severity of All Sustained Violations a Youth Committed Prior to versus After Program Entry**
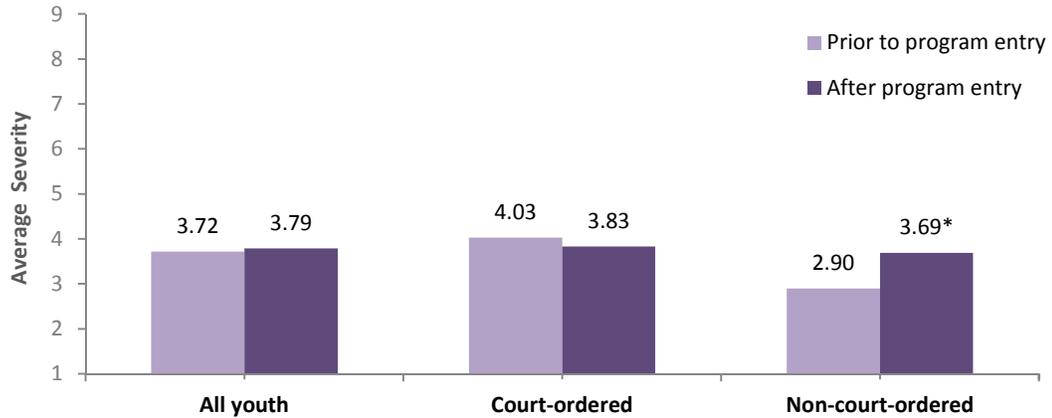
Source: Program data and Probation data.

Note: The sample included only those cases with a sustained felony or misdemeanor at each time point. N = 105 overall, 71 for court-ordered, and 30 for non-court-ordered. * indicates the non-court-ordered group's pre- and post- means were significantly different according to paired t-tests at p < .05.

Figure 4 contains the <u>classification</u> of changes in severity (more-severe, less-severe, or equally-severe) from before the program to after, for all youth in this analysis and for each group separately. Both percentages and actual counts are shown. About one-third of youth appear in each severity-change class – about one-third had <u>less</u>-severe violations (on average) when they recidivated compared their initial violations, while one-third had <u>equally</u>-severe violations, and a final one-third had <u>more</u>-severe violations when they recidivated compared to their initial violations.

Figure 4:   **Change in Severity from Pre- to Post-: Average Severity of All Sustained Violations for All Youth and By Group**

GROUP	LESS-SEVERE	EQUALLY-SEVERE	MORE-SEVERE	TOTAL
All youth	31.7% (32)	32.7% (33)	35.6% (36)	100.0% (101)
Court-ordered	36.6% (26)	36.6% (26)	26.8% (19)	100.0% (71)
Non-court-ordered*	20.0% (6)	23.3% (7)	56.7% (17)	100.0% (30)

Source: Program data and Probation data. N = 101 all youth, 71 court-ordered (30 served by Assessment Center), 30 non-court-ordered (all served by Assessment Center). * indicates that distribution is significantly different from expected according to chi-square tests at p < .05.

Note: The sample includes only those cases with a sustained felony or misdemeanor at each time point. For these calculations, a pre- and post- value were considered equal if the post- mean was less than 1.00 above or below the pre- mean.

In looking at the changes by group, we note that more court-ordered youth had a decrease in the average severity of their sustained law violations from pre- to post- than had an increase, a pattern that suggests harm reduction occurred, although it is not statistically significant. Court-ordered youth are served by a variety of programs, though most are served by one of the following: Assessment Center (which does intake; youth are then supervised by another unit in the Probation Department), Acknowledge Alliance, Family Preservation Program, or Star Vista-Insights.

We also note that slightly more than half of the non-court-ordered youth in this severity analysis had a statistically significant increase in the average severity of their sustained law violations from pre- to post-, meaning that harm reduction did not take place. While all of the non-court-ordered youth in this severity analysis are served by the Assessment Center, we note that Assessment Center services are largely intended to be brief and to link youth with appropriate community resources; it may be that harm reduction cannot be expected given the services provided. It may also be that non-court-ordered youth are more at-risk for recidivism than other youth, though we do not have data on risk factors for non-court-ordered youth in this study, and so can't tell if this is really the case.

Figure 5 contains severity change percentages and counts for just Assessment Center-served youth in this analysis. Assessment Center court-ordered youth, who are supervised by another Probation Department Unit, appear to be experiencing some harm reduction: More than twice as many of these youth had less-severe sustained law violations after the program than had more-severe sustained violations. Although this pattern by itself is not statistically significant, it is in the desired direction; and the overall pattern for court-ordered Assessment Center/Probation-served youth is significantly different when compared to the overall pattern for non-court-ordered Assessment Center-served youth. Note that there is no measure of service level for these youth, so we can't know whether dosage was a factor.

Figure 5:   **Change in Severity from Pre- to Post-: Average Severity of All Sustained Violations for Assessment Center Youth By Group**

GROUP*	LESS-SEVERE	EQUALLY-SEVERE	MORE-SEVERE	TOTAL
Court-ordered Assessment Center-served youth	43.3% (13)	40.0% (12)	16.7% (5)	100.0% (30)
Non-court-ordered Assessment Center-served youth	20.0% (6)	23.3% (7)	56.7% (17)	100.0% (30)

Source: Program data and Probation data. N = 30 court-ordered, 30 non-court-ordered (all served by Assessment Center).
* indicates that the two groups of Assessment Center-served youth are different from each other in a statistically significant way according to chi-square tests at p < .01.

Note: The sample includes only those cases with a sustained felony or misdemeanor at each time point. For these calculations, a pre- and post- value were considered equal if the post- mean was less than 1.00 above or below the pre- mean.

Findings for Court-Ordered Youth

> *Court-ordered youth are youth who have had contact with police for committing a crime, have gone to court and were sentenced to some level of formal probation.*

The General Findings section contains data for all groups on demographics, percentage of youth in each group who recidivated or had their first law violation within 12 months after program entry, time to new (or first) sustained law violation for each group, and shifts in severity level of sustained violations for a sub-set of youth in the court-ordered and non-court-ordered groups.

In this section, we review demographics, including family poverty status, and other characteristics of the group of youth who were on **court-ordered probation** to answer the key research question, *"What are the characteristics of youth who recidivated compared to those who didn't?"* The Positive Achievement Change Tool (PACT), a tool assessing youth's challenges in areas such as truancy, mental health, substance use, gang affiliation, and goal-setting, was administered to the youth in this group; we use these results to understand recidivism risk factors that are present for youth when they enter the programs. We also include a statistical analysis of demographics, other characteristics, and risk factors all together, to answer the key research question, *"What are the predictors of recidivism in the juvenile justice system?"* Finally, in answer to Chief Keene and the JJCC's question, *"Which risk factors tend to cleave together and form distinct groupings?"*, we review the results of an analysis that provides different, distinct "risk profiles" of youth in this group.

> *Poverty status is based on a federal definition. The poverty line differs depending on family size; for example, in 2014, poverty status for a family of four was $23,850 or below.*

Demographics of Court-Ordered Youth, by Recidivism Status

As shown in Figure 6, there were several statistically significant demographic differences between those who recidivated and those who didn't. Youth on court-ordered probation who recidivated within 12 months after program entry were much more often male than female (33% vs. 16%, respectively), compared to those who did not recidivate within those 12 months. Youth who recidivated identified more often as Hispanic/Latino, Black/African American, or multi-racial/other (34-35%) and less often as White/Caucasian (11%) or Asian/Pacific Islander (25%). The pattern of recidivism was significantly different, statistically speaking, from the pattern of non-recidivism by race/ethnicity.

Youth who recidivated were also younger (13½ years old on average) when they had their first offense than those who did not recidivate (nearly 14 years old on average). Finally, it seems that youth who recidivated were more often from families whose income was below the poverty line than from families

whose income was over three times the poverty line (34% vs. 14%, respectively). Again, the pattern of recidivism was significantly different, statistically speaking, from the pattern of non-recidivism by poverty status. For a table showing percentages by recidivism category rather than by demographic category (i.e., the percentage of recidivating youth who were male, rather than the percentage of male youth who recidivated), see Appendix 7.

Figure 6:   **Characteristics of Participants on Court-Ordered Probation at Program Entry, as a Function of Whether They Had a New Sustained Law Violation Within 12 Months**

PARTICIPANT CHARACTERISTICS	AMONG THOSE WITHOUT A NEW SUSTAINED LAW VIOLATION	AMONG THOSE WITH A NEW SUSTAINED LAW VIOLATION	AMONG ALL YOUTH ON COURT-ORDERED PROBATION
Base sample size	*264*	*105*	*369*
Gender**			
Male	67.4%	32.6%	74.8% (276)
Female	83.9%	16.1%	25.2% (93)
Race/ethnicity**			
Hispanic/Latino	65.8%	34.2%	54.2% (199)
White/Caucasian	88.7%	11.3%	19.3% (71)
Asian or Pacific Islander	75.0%	25.0%	13.1% (48)
Black/African American	65.6%	34.4%	8.7% (32)
Multi-race/ethnicity or other	64.7%	35.3%	4.6% (17)
City of residence			
San Mateo	70.8%	29.4%	14.2% (51)
Redwood City	68.2%	31.8%	12.3% (44)
South San Francisco	78.7%	21.3%	13.1% (47)
East Palo Alto	55.6%	44.4%	10.1% (36)
Daly City	73.3%	26.7%	8.4% (30)
San Bruno	70.8%	29.2%	6.7% (24)
Pacifica	83.3%	16.7%	3.4% (12)
Other	71.9%	28.1%	31.8% (114)
Average age at program entry	15.69	15.76	15.71
Average age at first offense*	13.91	13.52	13.79
Poverty status (total income x number in household)* $^{+}$			
Below poverty line	65.8%	34.2%	44.0% (120)
Up to 2 times the poverty line	70.8%	29.2%	23.8% (65)
Up to 3 times the poverty line	69.0%	31.0%	10.6% (29)
Up to 4 times the poverty line or higher	86.4%	13.6%	21.6% (59)

Source: Program data and Probation data.

Note: Poverty status is based on responses to PACT assessments taken between 90 days pre- to 30 days post-program entry. $^{+}$ denotes that more than 20% of cases were missing a response and thus caution should be used in interpreting this item. Those with and without a new sustained law violation within 12 months were statistically different according to chi-square (categorical variables) or t-tests (continuous variables) as follows: ^ p < .10; * p < .05, ** p < .01, *** p < .001.

While we showed the overall time to recidivism for all groups in the General Findings section, Figure 7 shows time to recidivism month-by-month for court-ordered youth only.

Figure 7:   **Number of those on Court-Ordered Probation Who Had a New Sustained Law Violation within 12 Months, by Time to First Occurrence**
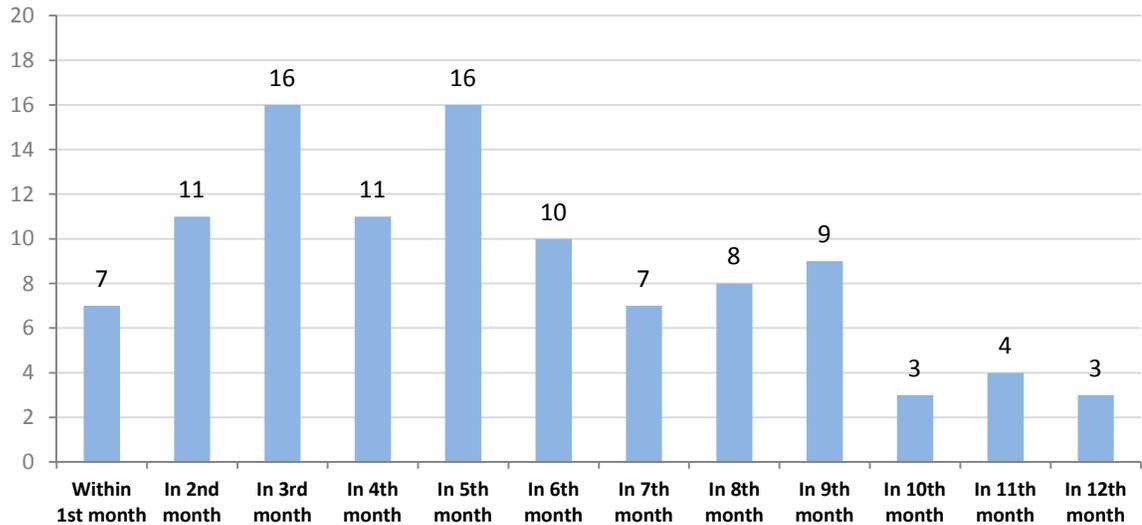
Note: Numbers are based on the subset of 105 cases that had a sustained law violation within 12 months of program entry.

PACT Risk Factors of Court-Ordered Youth, by Recidivism Status

As we mentioned earlier, it may be that the programs who serve the most court-ordered youth also serve the youth who are most at-risk for recidivism. To understand additional recidivism risk factors for youth that are present when they enter the programs, we examined PACT data for court-ordered youth (see Figure 8).

There were many statistically significant differences with regard to PACT risk factors between those who recidivated and those who didn't: Double the percentage of court-ordered youth who did not recidivate had low PACT risk levels compared to those who did recidivate (65% vs. 32%, respectively). This suggests the PACT is a good tool for distinguishing low-risk youth from youth at higher risk.

Court-ordered youth who had multiple priors (either felonies or misdemeanors) recidivated in proportions that were close to twice what their representation in the overall group of court-ordered youth would suggest. Youth who earned poor grades and those who had attendance issues recidivated in greater proportions than their overall representation in the group. Those who had a history of being a victim of physical violence and/or who have witness violence also recidivated in greater proportions than their overall representation would suggest. Finally, court-ordered youth who lack personal and social resources, especially those who have been gang members or associated with gangs, recidivated in greater proportions compared to their representation in the overall group.

Figure 8: **Comparing PACT Risk Factors for Court-Ordered Probation Participants with and without a New Sustained Law Violation Within 12 Months**

PACT RISK FACTOR	AMONG THOSE WITHOUT A NEW SUSTAINED LAW VIOLATION	AMONG THOSE WITH A NEW SUSTAINED LAW VIOLATION	AMONG ALL YOUTH ON COURT-ORDERED PROBATION
Percent with an initial PACT risk level of… ***			
Low	65.1%	31.6%	56.0%
Moderate	20.3%	35.4%	24.4%
Moderate-High	8.0%	19.0%	11.0%
High	6.6%	13.9%	8.6%
Referrals			
Percent who had 2 or more prior felonies*	12.3%	24.1%	15.5%
Percent who had 2 or more prior misdemeanors***	19.8%	44.3%	26.5%
School-related			
Percent who earn mostly C's or worse**	53.1%	74.0%	58.8%
Percent who have unexcused absences or are a habitual truant***	40.5%	70.7%	48.7%
Percent who have a special need	24.5%	34.2%	27.1%
Family-related			
Percent who have a history of being victim of neglect	13.2%	19.0%	14.8%
Percent who have a history of being victim of physical violence**	14.2%	27.8%	17.9%
Percent who have been in foster care one or more times	5.2%	7.6%	5.8%
Percent who have one or more instances of running away or being kicked out	24.1%	31.6%	26.1%
Percent who have a parent with one or more problems	28.4%	31.6%	29.3%
Mental health			
Percent who have witnessed violence*	34.9%	50.6%	39.2%
Percent who have history of depression/anxiety	42.0%	50.6%	44.3%
Percent who currently uses alcohol or drugs	61.8%	68.4%	63.6%
Personal and social resources			
Percent who do not understand that there are consequences to actions*	15.6%	26.6%	18.6%
Percent who set no goals or unrealistic goals*	43.4%	60.8%	48.1%
Percent who cannot identify problem behaviors	35.8%	46.8%	38.8%
Percent who have no prosocial community ties*	30.7%	45.6%	34.7%
Percent who have been gang member/associate***	12.5%	42.3%	20.9%

Source: Program data and Probation data.

Note: Sample sizes = 73- 79 for youth with a new sustained law violation within 12 months; 194-212 for youth without a new sustained law violation within 12 months. Cases include youth who completed PACT assessment between 90 days before to 30 days after program entry.

While overall only 21% of court-ordered youth are gang-affiliated, in Figure 9 we see that 57% of court-ordered youth who recidivate have a gang affiliation. Those who recidivate are also those who most

often have multiple prior misdemeanors or felonies (46% and 42%, respectively), or have been a victim of physical violence (42%). Other risk factors that are also possessed by fairly high percentages of court-ordered youth who recidivate include school attendance issues (40%), lacking the understanding that actions have consequences (39%), and having no pro-social community ties (36%). Note that in terms of PACT scoring, having anything other than the _lowest_ risk level is associated with greater proportions of recidivism. Appendix 6 provides statistics on gang affiliation and PACT risk level by program.

Figure 9: **Percentages of Participants on Court-Ordered Probation Recidivating within 12 months of Program Entry, by PACT Risk Factor**

Percent with a new sustained law violation within 12 months

| Risk Factor	Percent
Overall recidivism rate – all youth in court-ordered probation	28.5%
Has a gang affiliation	56.9%
Has 2+ prior misdemeanors	45.5%
Was victim of physical violence	42.3%
Has 2+ prior felonies	42.2%
Has unexcused absences/is habitual truant	39.6%
Does not understand there are consequences to actions	38.9%
Has no prosocial community ties	35.6%
In foster care 1+ times	35.3%
Has witnessed violence	35.1%
Was victim of neglect	34.9%
Earns mostly C's or worse	34.4%
Sets no/unrealistic goals	34.3%
Has a special need	34.2%
Ran away/kicked out	32.9%
Cannot identify problem behaviors	32.7%
Has history of depression/anxiety	31.0%
Parent has one or more problems (AOD, mental/ phys health, job)	26.3%
Currently uses alcohol or drugs	23.6%
Overall PACT risk level is "low"	15.3%
Overall PACT risk level is "moderate"	39.4%
Overall PACT risk level is "moderate-high"	46.9%
Overall PACT risk level is "high"	44.0%

Source: Program data and Probation data.

Note: Sample sizes = 73- 79 for youth _with_ a new sustained law violation within 12 months; 194-212 for youth _without_ a new sustained law violation within 12 months. Cases include youth who completed PACT assessment between 90 days before to 30 days after program entry.

Predictors of Recidivism for Court-Ordered Youth

In order to determine which factors are most predictive of recidivism, we conducted a logistic regression, a process that creates a statistical model to test the ability of a set of variables (demographics, other characteristics, and PACT risk factors) to correctly predict a "yes/no" type of outcome (that is, where something either happens or it doesn't). The outcome being predicted in this analysis is whether or not a youth on court-ordered probation recidivates (has a new sustained law violation) within 12 months of his or her entry into a Probation program. The factors included in the model were:[6]

- Gender

- Race/ethnicity

- Age at first offense

- Age at program entry

- PACT overall risk level (low, moderate, moderate-high, high) at entry into program

- Poverty (below the poverty line, up to two times the poverty line, two to three times the poverty line, over three times the poverty line)

- Whether or not they had any gang affiliation

Results showed that the full model was statistically significant, meaning that the set of factors listed above, when used all together in the model, reliably distinguished between those who did and did not go on to recidivate within 12 months after program entry.[7] Once again, we note that we had no data on dosage, so we could not use service level as part of the model predicting recidivism.[8]

The three factors in the model that were statistically significant themselves were gender, gang affiliation, and PACT risk level. This means that while all of the factors in the model are important for predicting recidivism, these three make the biggest difference in whether or not a youth on court-ordered probation recidivates. Figure 10, which shows the likelihood of new sustained law violations within 12 months of program entry for each of these three significant factors, can be summarized as follows:

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[6] See Appendix 8 for gang affiliation and PACT risk levels by program. Note that other models also included PACT items on substance use, mental health, special education, and child protective services (foster care); none of these items were statistically significant predictors of recidivism for court-ordered youth, so they were removed in order to present the most parsimonious model of recidivism, shown on the next page.

[7] The model correctly categorized 86.8% of cases of non-recidivism, and it correctly categorized 42.1% of recidivism cases. Combining both types of cases together, the model's overall prediction success rate was 72.8%.

[8] Note that some youth may be enrolled in more than one program; only the first program in which they spent at least 24 hours is identified in this study. Court-ordered youth were the most likely of the three groups of youth in this study to be served by multiple programs simultaneously. See Appendix 9 for a table with the percentages of youth in each group that were in multiple programs during the period under study.

- Boys on court-ordered probation had over two and half times the odds of recidivating than girls on court-ordered probation. As shown in Figure 6, youth on court-ordered probation who recidivated represented approximately 33% of male court-ordered youth and 16% of female court-ordered youth. Boys are recidivating at a higher rate than girls, which supports this finding that being male is a predictor of recidivism.

- Compared to court-ordered youth with low PACT risk levels, those with moderate or moderate-high risk levels had three times the odds of recidivating. Interestingly, the odds of recidivism were not significantly different between court-ordered youth with low and high risk levels, only between those with low and moderate or moderate-high risk levels.

- Court-ordered youth with any gang affiliation had three and half times the odds of recidivating than those without ties to a gang.

The results of this analysis suggest that programs may wish to consider how they can better serve court-ordered male youth, court-ordered youth with moderate or moderate-high PACT risk levels, and court-ordered youth who are gang-affiliated.

Figure 10: **Increase in Odds of Court-Ordered Youth Having a New Sustained Law Violation Within 12 Months of Program Entry, as a Function of Changes in Key Factors**
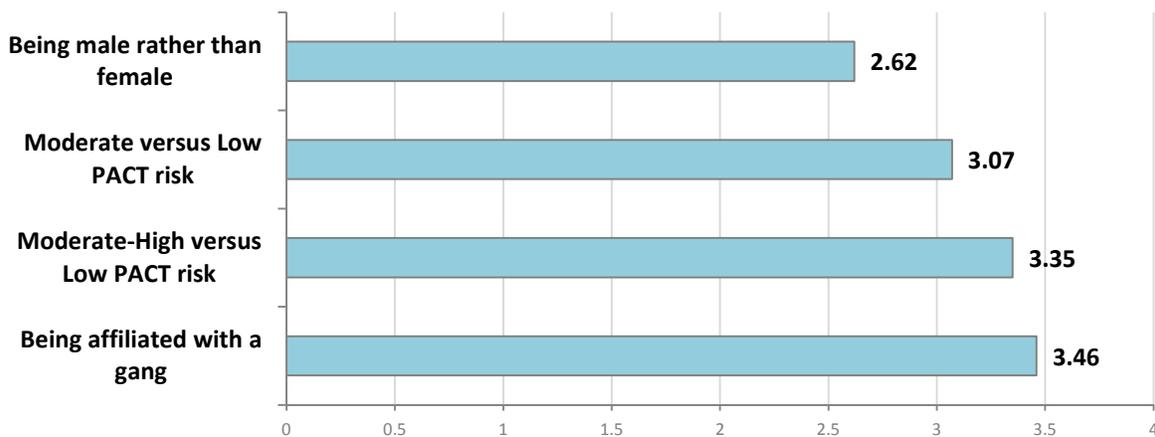
Source: Program data and Probation data.

Note: Sample sizes = 73- 79 for youth with a new sustained law violation within 12 months; 194-212 for youth without a new sustained law violation within 12 months. Cases include youth who completed PACT assessment between 90 days before to 30 days after program entry. This chart shows odds ratios for significant predictors only (p < .05). For the full model, Chi-square = 49.24, p < .001; Nagelkerke R-Square = 0.258.

"Risk Profiles" of Court-Ordered Youth

Finally, we investigated the question of whether there are distinct "risk profiles" among youth on court-ordered probation.

We used a statistical method called "two-step cluster analysis" to see whether there are identifiable risk sub-groups ("clusters") within the group of program participants who were on court-ordered probation

(and who completed a PACT at program entry). This method finds clusters of individuals who show similar patterns of high (or low) risk across multiple PACT items.

The cluster analysis used all of the PACT risk items previously mentioned except for prior referrals, which are better seen as a result of – rather than a contributor to – other risks in the youths' lives. The results of this analysis sorted the program participants into the risk profiles found in Figure 11.

Figure 11: **Summary of Risk Profile Groupings for Program Participants on Court-Ordered Probation**

	Coping & skill strengths	Major skill deficits	Comprehensive high-risk
Group overview	This group is characterized by having strong intrapersonal resources. They have less trouble in school than their peers, and they typically form prosocial community ties and stay away from gangs	Although they generally have less exposure to violence and neglect than youth in the first group, they have serious skill deficits – particularly in setting goals and identifying problem behaviors – that put them at risk.	This group generally has a broad range of high-risk life circumstances, personal characteristics, and behaviors, with no apparent assets or resources.
Percent of cases (n)	41.8% (107)	29.7% (76)	28.5% (73)
Key characteristics among members of this group	• Nearly all set realistic goals • Most are not habitually truant • Nearly all can identify problem behaviors • These youth are doing better than court-ordered peers on academics, alcohol use, experience of depression/anxiety • Most have prosocial community ties • Few are gang-involved • These youth have lower-than-average rates of having run away or been kicked out	• Most have poor skills in setting goals • Most cannot identify their problem behaviors • These youth have lower-than-average rates of witnessing violence, and they cope more poorly than other youth despite having the lowest rates of abuse and neglect.	• Nearly all of these students are doing very poorly in school, both in attendance and academic performance. A large percentage has special education needs. • More than half have gang affiliations and have no prosocial community ties • Three fourths have witnessed violence • More than half have run away or been kicked out • Most have a history of depression or anxiety • The vast majority are using alcohol or drugs • More than half have no prosocial community ties • These youths have higher-than-average rates of experiencing physical violence or neglect

See Appendix 10 for a table that compares specific PACT risk factors across each of these groups.

Figure 12 shows youth in these risk groupings by PACT risk level. We note that the majority of youth who have a Low PACT risk level are in the Coping & Skill Strengths grouping, and the majority who have a High or Moderate-High PACT risk level are in the Comprehensive High-Risk grouping. However, more youth with a Moderate PACT risk level are in the Comprehensive High-Risk grouping than expected. This presumes that the PACT is a valid tool and that it is being completed with fidelity (i.e., correctly).

Figure 12:   **How do PACT Risk Levels Compare with these Risk Groupings for Court-Ordered Youth?**

PACT OVERALL RISK LEVEL	GROUP 1: COPING & SKILL STRENGTHS	GROUP 2: MAJOR SKILL DEFICITS	GROUP 3: COMPREHENSIVE HIGH RISK
Low	56%	32%	12%
Moderate	20%	31%	49%
Moderate-High	19%	31%	50%
High	26%	13%	61%

Source: Program data and Probation data. N = 256.

As perhaps might be expected, the court-ordered youth who are grouped together as Comprehensive High Risk are also those who recidivate in the greatest numbers (see Figure 13). Fewer youth who fit the Major Skills Deficits risk profile recidivate than those who are grouped as Comprehensive High Risk, but nearly twice the proportion of Major Skills Deficits youth recidivate as do youth in the Coping & Skill Strengths group.

Figure 13:   **What Percentage of Court-Ordered Youth in Each Risk Profile Have a New Sustained Law Violation within 12 Months of Program Entry?**
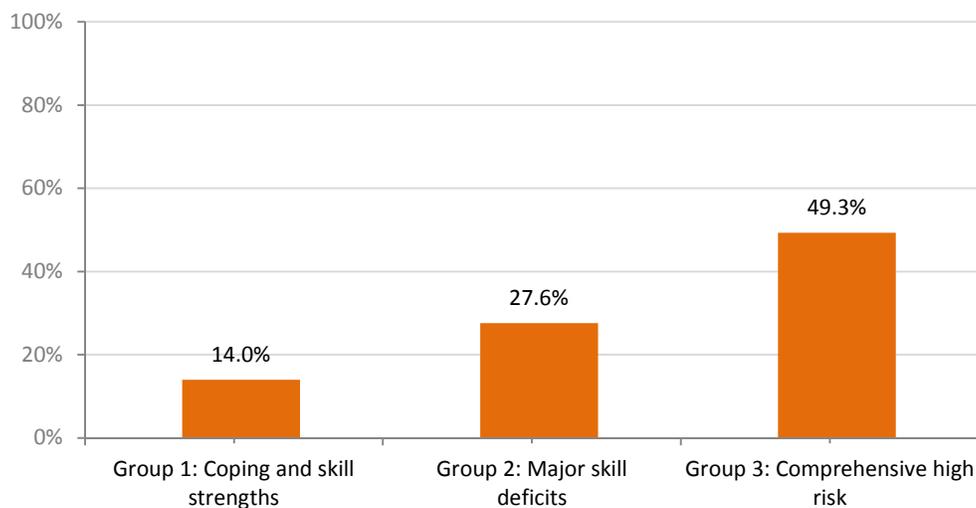
Source: Program data and Probation data. N = 107 in Group 1, 76 in Group 2, 73 in Group 3..

Note: The three groups were statistically different overall at p < .001, according to chi-square tests.

As suggested previously, some programs may be receiving higher-risk youth than other programs. Figure 14 identifies the proportions and counts of court-ordered youth in each of the risk profile groups that were identified as participating in the various programs. Only Family Preservation Program draws the majority of the court-ordered youth they serve from the Comprehensive High Risk group. All of the court-ordered youth served by FLY fall into the Coping & Skill Strengths group. The other programs that served more than two court-ordered youth drew their youth from all three risk profile groups.

Figure 14: **In What Cluster Group Were Youth in Each Program?**

PARTICIPANT CHARACTERISTICS	GROUP 1: COPING & SKILL STRENGTHS	GROUP 2: MAJOR SKILL DEFICITS	GROUP 3: COMPREHENSIVE HIGH RISK	TOTAL
Base sample size	*107*	*76*	*73*	*256*
Acknowledge Alliance	40.5%	37.8%	21.6%	100.0% (37)
Assessment Center	50.3%	24.5%	25.2%	100.0% (155)
Boys & Girls Club	*Too few youth to provide statistics*			100.0% (1)
El Centro	*Too few youth to provide statistics*			100.0% (1)
Family Preservation Program	16.2%	29.7%	54.1%	100.0% (37)
FLY	100.0%	0.0%	0.0%	100.0% (4)
Parenting	20.0%	50.0%	30.0%	100.0% (10)
PCRC	*Too few youth to provide statistics*			100.0% (1)
Pyramid	---	---	---	---
Star Vista - Insights	11.1%	55.6%	33.3%	100.0% (9)
YMCA	*Too few youth to provide statistics*			100.0% (1)

Source: Probation data – PACT Assessment; Program data. N = 256.

Note: Please refer to the "Defining Terms" in Appendix 1 of this memo for eligibility criteria & determination of program membership.

Findings for Non-Court-Ordered Youth

Non-court-ordered youth are youth who have had contact with police for committing a crime but Probation referred the youth to a program and/or put the youth on an informal contract and handled without referring to the District Attorney for prosecution.

The General Findings section contains data for all groups on demographics, percentage of youth in each group who recidivated or had their first law violation within 12 months after program entry, time to new (or first) sustained law violation for each group, and shifts in severity level of sustained violations for a sub-set of youth in the court-ordered and non-court-ordered groups.

In this section, we review characteristics of the group of youth who were on **non-court-ordered probation** to answer the key research question, *"What are the characteristics of youth who recidivated compared to those who didn't?"*

Demographics of Non-Court-Ordered Youth, by Recidivism Status

There were two statistically significant demographic differences between those who recidivated and those who didn't (see Figure 15). First, non-court-ordered youth who recidivated within 12 months after program entry were much more often male than female (18% vs. 6%, respectively), compared to those who did not recidivate. Second, youth who recidivated identified more often as Black/African American, or multi-racial/other (24-25%) and less often as White/Caucasian (8%) or Asian/Pacific Islander (6%). The pattern of recidivism was significantly different, statistically speaking, from the pattern of non-recidivism by race/ethnicity. For a table showing percentages by recidivism category rather than by demographic category (i.e., the percentage of recidivating youth who were male, rather than the percentage of male youth who recidivated), see Appendix 7.

Figure 15: **Characteristics of Participants on Non-Court-Ordered Probation at Program Entry, as a Function of Whether They Had a New Sustained Law Violation Within 12 Months**

Participant Characteristics	Among those WITHOUT a new Sustained law Violation	Among those WITH a new Sustained law Violation	Among All Youth on Non-Court-Ordered Probation
Base sample size	*418*	*63*	*481*
Gender**			
Male	82.3%	17.7%	62.4% (300)
Female	94.5%	5.5%	37.6% (181)
Race/ethnicity*			
Hispanic/Latino	84.0%	16.0%	52.6% (243)
White/ Caucasian	91.6%	8.4%	20.6% (95)
Asian or Pacific Islander	93.7%	6.3%	17.1% (79)
Black/ African American	75.6%	24.4%	8.9% (41)
Multi-race/ethnicity or other	75.0%	25.0%	0.9% (4)

PARTICIPANT CHARACTERISTICS	AMONG THOSE WITHOUT A NEW SUSTAINED LAW VIOLATION	AMONG THOSE WITH A NEW SUSTAINED LAW VIOLATION	AMONG ALL YOUTH ON NON-COURT-ORDERED PROBATION
City of residence			
San Mateo	90.0%	10.0%	21.5% (100)
Redwood City	89.7%	10.3%	8.4% (39)
South San Francisco	79.5%	20.5%	8.4% (39)
East Palo Alto	83.7%	16.3%	9.2% (43)
Daly City	91.1%	8.9%	9.7% (45)
San Bruno	83.3%	16.7%	5.2% (24)
Pacifica	89.5%	10.5%	4.1% (19)
Other	84.6%	15.4%	33.5% (156)
Average age at program entry	15.04	15.01	15.04

Source: Program data and Probation data.

Note Those with and without a new sustained law violation within 12 months were statistically different according to chi-square (categorical variables) or t-tests (continuous variables) as follows: ^ p < .10; * p < .05, ** p < .01, *** p < .001.

While we showed the overall time to recidivism for <u>all</u> groups in the General Findings section, Figure 16 shows time to recidivism month-by-month for non-court-ordered youth only.

Figure 16: **Number of those on Non-Court-Ordered Probation Who Had a New Sustained Law Violation within 12 Months, by Time to First Occurrence**
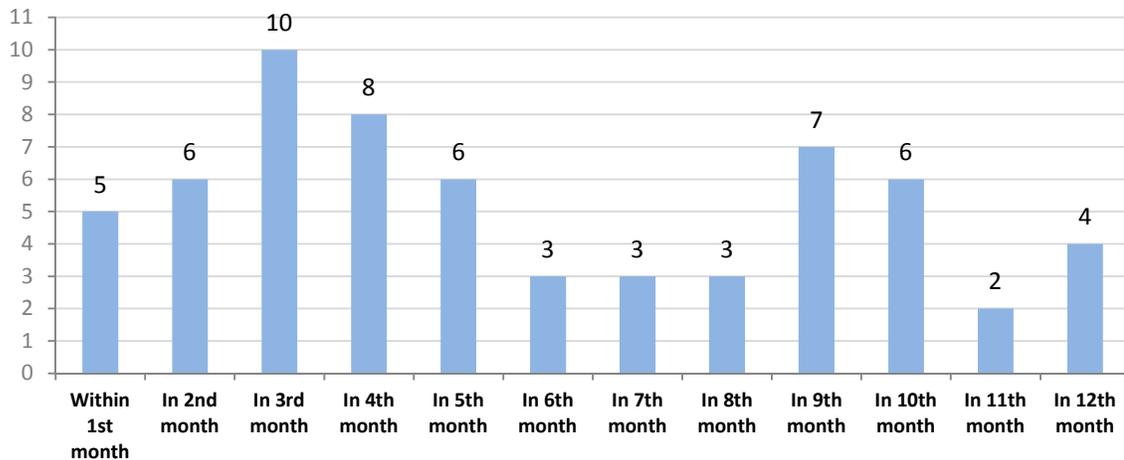
Note: Numbers are based on the subset of 63 cases that had a sustained law violation within 12 months of program entry.

Findings for Youth with No Priors

> Youth with no priors are youth who either: (a) have never had any contact with police or, if they have, (b) were not referred to Probation for action or Probation chose not to provide any services to the youth based on the circumstances.

The General Findings section contains data for all groups on demographics, percentage of youth in each group who recidivated or had their first law violation within 12 months after program entry, and time to new (or first) sustained law violation for each group.

In this section, we review demographics and school information for the group of **youth with no priors** to answer the key research question, *"What are the characteristics of youth who went on to have a first contact with Probation, compared to those that didn't?"*, and Chief Keene and the JJCC's question, *"What are the characteristics of youth with a sustained law violation but no priors?"* We include potential trajectories to aid in understanding the latter question and in service to the key research question, *"What are the predictors of first contact / entry into the juvenile justice system?"*

Demographics of Youth with No Priors, by Violation Status

There were several statistically significant demographic differences between those who had their first sustained law violation within 12 months after program entry and those who didn't (see Figure 17). Youth with no prior justice involvement who then had their first sustained law violation within 12 months after program entry were much more often male than female (5% vs. 0.4%, respectively), compared to those who did not recidivate. Youth who recidivated identified more often as Black/African American (6%) and less often as Asian/Pacific Islander (1%). The pattern of recidivism was significantly different, statistically speaking, from the pattern of non-recidivism by race/ethnicity. Finally, youth who had their first sustained law violation within 12 months after program entry were older (closer to 15 years old, on average) when they entered the program than those who did not have a sustained law violation within 12 months after program entry (only 13½ years old, on average). For a chart showing percentages by violation status rather than by demographic category (i.e., the percentage of youth who went on to have a first sustained law violation who were male, rather than the percentage of male youth who went on to have a first sustained law violation), see Appendix 7.

Figure 17: **Characteristics of Participants without Prior Justice Involvement at Program Entry, as a Function of Whether They Had a New Sustained Law Violation Within 12 Months**

| PARTICIPANT CHARACTERISTICS	AMONG THOSE WITHOUT A NEW SUSTAINED LAW VIOLATION	AMONG THOSE WITH A NEW SUSTAINED LAW VIOLATION	AMONG ALL YOUTH WITH NO PRIOR JUSTICE INVOLVEMENT
Base sample size	1,491	41	1,532
Gender*** Male Female	95.2% 99.6%	4.8% 0.4%	52.0% (792) 48.0% (730)

Participant Characteristics	Among those without a new Sustained law Violation	Among those with a new Sustained law Violation	Among All Youth with No Prior Justice Involvement
Race/ethnicity^			
Hispanic/Latino	97.4%	2.6%	55.6% (843)
White/Caucasian	97.1%	2.9%	11.5% (174)
Asian or Pacific Islander	99.1%	0.9%	15.0% (228)
Black/African American	94.4%	5.6%	10.6% (161)
Multi-race/ethnicity or other	97.2%	2.8%	7.2% (109)
City of residence			
San Mateo	96.6%	3.4%	15.8% (236)
Daly City	96.5%	3.5%	15.2% (228)
East Palo Alto	98.7%	1.3%	15.0% (225)
South San Francisco	97.7%	2.3%	14.4% (216)
Redwood City	96.4%	3.6%	11.1% (167)
San Bruno	97.5%	2.5%	7.9% (118)
Other	97.4%	2.6%	20.6% (308)
Average age at program entry***	13.51	14.69	13.55

Source: Program data and Probation data. N = 1,532.

Note Those with and without a new sustained law violation within 12 months were statistically different according to chi-square (categorical variables) or t-tests (continuous variables) as follows: ^ p < .10; * p < .05, ** p < .01, *** p < .001.

While we showed the overall time to recidivism for all groups in the General Findings section, Figure 18 shows time to first sustained law violation month-by-month for youth with no priors only.

Figure 18: **Number of those with No Prior Justice Involvement Who Had a New Sustained Law Violation within 12 Months, by Time to First Occurrence**
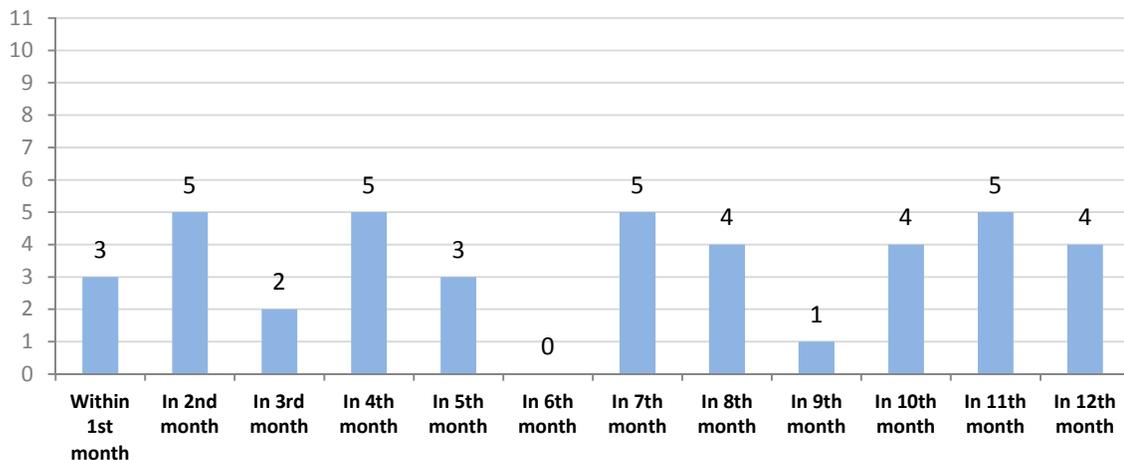
Note: Numbers are based on the subset of 41 cases that had a sustained law violation within 12 months of program entry.

Figure 19 reviews available school data for youth with no priors. School was a statistically significant factor when comparing youth who had their first sustained law violation within 12 months after program entry to those who didn't. Academic Performance Indicator (API) scores are a measure of school quality; youth who had their first sustained law violation within 12 months after program entry

attended schools with significantly <u>lower</u> API scores than the schools attended by youth who did <u>not</u> have a sustained law violation within 12 months after program entry.

As expected, youth who had their first sustained law violation within 12 months after program entry were also significantly over-represented in court/community/continuation schools (statistically speaking).[9] With regard to specific schools, youth who had their first sustained law violation within 12 months after program entry were significantly over-represented in East Palo Alto Stanford Academy, Jefferson High School, and South San Francisco High School.[10] These results should not be seen as reflecting positively or negatively on the schools, but rather as an indication of which schools are attended by the youth who are most at-risk for justice involvement.

Figure 19: **Schools of Participants without Prior Justice Involvement at Program Entry, as a Function of Whether They Had a New Sustained Law Violation Within 12 Months**

SCHOOLS ATTENDED	AMONG THOSE <u>WITHOUT</u> A NEW SUSTAINED LAW VIOLATION	AMONG THOSE <u>WITH</u> A NEW SUSTAINED LAW VIOLATION	AMONG ALL YOUTH WITH NO PRIOR JUSTICE INVOLVEMENT
Average API Score of school*	763	680	761
School***			
Ben Franklin Middle	98.3%	1.7%	10% (118)
McNair Middle	100.0%	0.0%	8% (102)
Parkside Middle	97.7%	2.3%	7% (87)
Belle Haven Elementary	98.7%	1.3%	6% (78)
Alta Loma Middle	98.6%	1.4%	6% (72)
Fernando Rivera Middle	98.5%	1.5%	5% (67)
Westborough Middle	95.4%	4.6%	5% (65)
Half Moon Bay High	100.0%	0.0%	5% (63)
Hoover Elementary	100.0%	0.0%	5% (63)
Parkway Heights Middle	98.4%	1.6%	5% (63)
Bayside STEM	100.0%	0.0%	5% (56)
Menlo Atherton	93.6%	6.4%	4% (47)
Abbott Middle	100.0%	0.0%	4% (45)
Woodside High	100.0%	0.0%	3% (31)
Cunha Intermediate	100.0%	0.0%	2% (25)
Capuchino High	100.0%	0.0%	1% (18)
Willow Oaks	92.9%	7.1%	1% (14)
Jefferson High***	69.2%	30.8%	1% (13)
South San Francisco High*	84.6%	15.4%	1% (13)
Everest High	100.0%	0.0%	1% (12)
Summit High	100.0%	0.0%	1% (12)
EPA Stanford Academy*	80.0%	20.0%	1% (10)
Carlmont High	100.0%	0.0%	1% (8)
Garfield School	100.0%	0.0%	<1% (6)

[9] While only about 3% of the entire group of youth who had no prior justice involvement attended court/community/ continuation schools, attendees of these schools represented about 22% of youth who had their first sustained law violation within 12 months after program entry.

[10] Only about 1% of the entire group of youth who had no prior justice involvement attended each of these schools; however, attendees of EPA Stanford and SSF High represented about 6% of youth who had their first sustained law violation within 12 months after program entry, and attendees of Jefferson High represented nearly 13% of these youth.

SCHOOLS ATTENDED	AMONG THOSE WITHOUT A NEW SUSTAINED LAW VIOLATION	AMONG THOSE WITH A NEW SUSTAINED LAW VIOLATION	AMONG ALL YOUTH WITH NO PRIOR JUSTICE INVOLVEMENT
Hillview Middle	100.0%	0.0%	<1% (6)
Jordan Middle	100.0%	0.0%	<1% (6)
Kennedy Middle	100.0%	0.0%	<1% (6)
Other Public	92.4%	7.6%	6% (79)
Court/community/cont'n school*** +	78.0%	22.0%	3% (41)
Private	95.5%	0.5%	2% (22)
Total	1,185	63	100% (1,248)

Note: + Does not include Sequoia Community Day School; data did not differentiate between Sequoia Community Day School & Sequoia High School. Source: Program & Probation data. Note: Those with & without a new sustained law violation within 12 months were statistically different according to chi-square (categorical variables) or t-tests (continuous variables) as follows: * p < .05, ** p < .01, *** p < .001.   School data only available for 1,248 of the 1,532 youth in the no prior involvement group. See Appendix 11 for counts by school as well as school percentages by violation status category rather than for each school.

Although there are too many unknowns (e.g., school attendance, grades, family circumstances, gang affiliation, etc.) about youth with no priors who have a sustained law violation to do a statistical analysis of predictive factors, or to conduct a cluster analysis to determine distinct "risk profiles" for this group, we have taken the various findings we do have about youth with no priors to illustrate possible trajectories for youth in this group based on whether they do or do not have their first sustained law violation within 12 months of program entry. We remind the reader that we have no data on service level and thus cannot include dosage as a factor in these trajectories.

Figure 20:   **Potential Trajectories of Participants with No Priors at Program Entry**

Youth more likely to be:
▶ Younger (average age at program entry is 13.5)
▶ Asian/Pacific Islander

Youth more likely to:
▶ Attend a school with a higher API score

No sustained law violation

Youth more likely to be:
▶ Older (average age at program entry is 14.7)
▶ Male
▶ Black/African American

Youth more likely to:
▶ Attend a school with a lower API score
▶ Attend a court/community/continuation school, Jefferson High, South SF High, or EPA Stanford Academy

Has first sustained law violation

Summary

Applied Survey Research (ASR) has extended its 2013 study on recidivism for the San Mateo County Juvenile Probation Department. The study aimed to refresh the findings in answer to a set of key research questions, and to answer additional questions posed by Chief Keene and the Juvenile Justice Coordinating Council (JJCC). These various questions, and their answers, are summarized below.

Question: What is the demographic composition of youth in the study?

Answer: The majority of youth in the study who were on probation (both court-ordered and non-court-ordered) are male; the group of youth with no priors is almost evenly split between male and female. Just over half of the youth in each group are Latino. The next-largest race/ethnic group among youth on probation is White (around 20%), while among youth with no priors it is Asian/Pacific Islanders (15%).

The largest fraction of youth in each group claims the city of San Mateo as their residence. Among court-ordered youth, the next largest fraction comes from South San Francisco, while for non-court-ordered youth and youth with no priors it is Daly City.

In terms of age at program entry, youth in the court-ordered group are the oldest (nearly 16 years old on average), followed by youth in the non-court-ordered group (about 15 years old on average), and then youth with no priors (13½ years old on average). The average age at first offense for those with priors is around 14 years old, with court-ordered youth being somewhat younger at first offense, on average, than non-court-ordered youth.

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Question: What percent of youth have contact with the juvenile justice system after their program start date?

Answer: Within 12 months of program entry, 36% of court-ordered youth and 22% of non-court-ordered youth have a new <u>charged</u> law violation, while 6% of youth with no priors have their first charged law violation. In the same time period, 28% of court-ordered youth and 13% of non-court-ordered youth have a new <u>sustained</u> law violation, and 3% of youth with no priors have their first sustained law violation.

_____

Question: What are the characteristics of youth who recidivated compared to those who didn't?

Answer: <u>Court-ordered</u> youth who recidivate within 12 months after program entry are more often male than female, Latino, Black, or multi-racial/other rather than White or Asian/Pacific Islander, younger when they had their first offense, and from families in poverty than court-ordered youth who do not recidivate within 12 months after program entry. <u>Non-court-ordered</u> youth who recidivate within 12 months after program entry are more often male than female, and more often Black or multi-racial/other rather than White or Asian/Pacific Islander, than non-court-ordered youth who do not recidivate within 12 months after program entry.

_____

Question: What are the predictors of recidivism in the juvenile justice system?

Answer: For court-ordered youth, the predictors of recidivism within 12 months after program entry, all other things being equal, are being male rather than female, having a moderate or moderate-high PACT risk level, and being affiliated with a gang. Risk factor data were not available for non-court-ordered youth, so an analysis of predictors specific to that group's recidivism was not conducted.

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Question: Which risk factors tend to cleave together and form distinct groupings?

Answer: Risk factor data were only available for court-ordered youth, and thus we conducted this "cluster analysis" only for that group. Risk factors formed three distinct groupings:

- **Coping & Skill Strengths:** This group is characterized by having strong intrapersonal resources. Youth in this cluster grouping have less trouble in school than their peers, and they typically form prosocial community ties and stay away from gangs.

- **Major Skill Deficits:** These youth generally have less exposure to violence and neglect than youth in the first group, they have serious skill deficits – particularly in setting goals and identifying problem behaviors – that put them at risk.

- **Comprehensive High Risk:** This group generally has a broad range of high-risk life circumstances, personal characteristics, and behaviors, with no apparent assets or resources.

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Question: Of the youth who have a new, sustained law violation, what percentage of these violations are more severe, less severe or equal to the initial offense (harm reduction)?

Answer: Of the youth who have both an initial sustained law violation and a new, sustained law violation within 12 months after program entry, about one-third of youth appear in each severity-change class – about a third had <u>less</u>-severe violations (on average) when they recidivated compared their initial violations, while a third had equally-severe violations, and a final third had <u>more</u>-severe violations when they recidivated compared to their initial violations.

Slightly more than half of the non-court-ordered youth in the severity analysis had an increase in the average severity of their sustained law violations from pre- to post-, meaning that it doesn't appear there was any harm reduction taking place for this group.

More court-ordered youth had a decrease in average severity than had an increase, suggesting some harm reduction occurred for this group. When data are reviewed by program, Assessment Center services appear to be contributing to harm reduction among court-ordered youth who had sustained law violations both before and after program entry.

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Question: What are the characteristics of youth with no priors who went on to have a sustained law violation, compared to those that didn't?

Answer: Youth with no priors who go on to have a sustained law violation within 12 months after program entry are more often male than female, Black rather than Asian/Pacific Islander, and older when they entered the JJCPA- or JPCF-funded program, than youth with no priors who do not have a sustained law violation within 12 months after program entry.

_____

Question: What are the predictors of first contact / entry into the juvenile justice system?

Answer: Although there are too many unknowns (e.g., school attendance, grades, family circumstances, gang affiliation, etc.) about youth with no priors who have a sustained law violation to do a statistical analysis of what factors predict entry to the system, we have taken the various findings we do have about youth with no priors to illustrate possible trajectories for youth in this group based on whether they do or do not have their first sustained law violation within 12 months of program entry.

In addition to the characteristics noted in the answer to the previous question, youth with no priors who go on to have a sustained law violation within 12 months after program entry more often attend schools with a lower API score, attend court/community/continuation schools or one of three specific schools (Jefferson High School in Daly City, South San Francisco High School, or East Palo Alto Stanford Academy), than youth with no priors who do not have a sustained law violation within 12 months after program entry.

Appendix 1

Defining Terms

Eligible participants: To be eligible, participants must have:

- Enrolled in at least one of the following programs, with at least 24 hours (start and end dates not the same) of participation: Fresh Lifelines for Youth, Acknowledge Alliance (formerly Cleo Eulau), Star Vista – Insights, Assessment Center, Family Preservation Program, Boys and Girls Club of the Peninsula, El Centro de Libertad, Peninsula Conflict Resolution Center, Pyramid – Strengthen our Youth, YMCA – School Safety Advocates, or Parenting Program.

- Entered the program during the specified eligibility periods. For Assessment Center, Family Preservation Program, and Acknowledge Alliance this was between July 1, 2010 and December 31, 2012. For all other programs, this was between July 1, 2011 and December 31, 2012. This allows for 12 month recidivism period, with a minimum of three months "buffer" in which to determine whether charges were sustained.

- Been 17 years old, 1 month or less when they enrolled, so that there would be nearly a full follow-up period of 12 months available to examine recidivism. (This was relaxed from 17 years, 0 months at program entry to increase sample size.)

Program of entry: The first program of entry that is within the eligible program participation date range. Please note that participants will all have one program of entry, but/and could be enrolled simultaneously (or later) in other programs.

Currently on court-ordered probation: Participants who entered their program of entry with an active probation status of one of the following: Non-Ward Probation (725a W&I), Ward Probation, Informal Probation (654.2 WI), Deferred Entry of Judgment (790 WI), Ward Probation/241.1 WIC - Probation Lead, Ward Probation/241.1 WIC - Social Services Lead. (If cases had no active probation status at entry but were assigned one that qualified as a "court-ordered" participant within one month's time after program entry, these cases were included as part of the court-ordered group.)

Currently on NON-court-ordered probation: Participants who entered their program of entry with an active probation status of one of the following: Victim Impact Awareness (VIA) Program, Informal Probation (654 W&I), Petty Theft Program, Victim Mediation, Intervention Contract. (If cases had no active probation status at entry but were assigned one that qualified as a "non-court-ordered" participant within one month's time after program entry, these cases were included as part of the non-court-ordered group.)

Never had justice involvement prior to program entry: Participants who entered their program of entry with ONE of these profiles:

- They had no JCMS number; OR

- They had a JCMS number AND no record of referral prior to program entry AND no probation status record in case management file prior to program entry.

NOTE: A subset of cases with JCMS numbers have absolutely no referrals or probation statuses before or after program entry date. These were removed from this group because they likely have involvement prior to our data pull dates.

New law violation: A new referral occurring more than one week after the start date of the participant's program of entry with an offense level of felony or misdemeanor.

Sustained law violation: A new law violation as defined above, with a charge status of "Sustained" (including all permutations, such as "Sustained as Amended," etc.).

Statistically significant difference: A difference that is statistically significant is one in which there is a very low likelihood that the difference is due merely to chance.

Poverty: The federal poverty line for a family of four is $23,850, so those who are "below poverty" are in households where the total income is below the federal poverty line. Poverty multipliers are simply the poverty line amount times the multiplier; e.g., "Above 3x poverty" means that a family of four would have an income greater than three times $23,850, i.e., greater than $71,550.

Notes on PACT Assessment Items

Method

Sample

PACT items were analyzed only for the court-ordered youth. This is because the first round of analyses conducted for this project revealed that only this group had a majority of participants completing a PACT assessment close to their program entry date (operationalized for these analyses as within 90 days before or up to 30 days after program entry. (If more than one PACT was completed within this time range, a PACT completed prior to program entry was prioritized over one completed after program entry.) Even so, a large portion of these participants (more than 20 percent) did not have a qualifying PACT assessment close to their program entry date, and thus some caution should be used in interpreting results related to the PACT.

Items analyzed

Not all PACT items are shown in these results. Only a subset were requested by ASR, and within that subset, further paring down was done to reduce redundancy and prioritize the items with

response patterns that clearly delineated risk (e.g., the item asking about others with whom the youth lives was not included, as it is unclear what response(s) would indicate higher risk).

Below is a summary of the items and responses that correspond to the risks included in these analyses. In addition to these items describing participant risk factors, an item that captures household economic status (based on household income and number of individuals living in the home) was included in the demographic profiles of participants.

Figure 21: **PACT Items and Responses Corresponding to Priority Risk Factors**

PACT RISK FACTOR	DOMAIN (ITEM NUMBER)	POSSIBLE RESPONSES (RISK CATEGORIES IN BOLD)
Percent who had 2 or more prior felonies	1: Record of Referrals (3)	# of referrals in which most serious offense was felony • None • One • **Two** • **Three or more**
Percent who had 2 or more prior misdemeanors	1: Record of Referrals (2)	# of referrals in which most serious offense was misdemeanor • None or one • **Two** • **Three or four** • **Five or more**
Percent who earn mostly C's or worse	3B: Current School Status (10)	• Honor student (mostly A's) • Above 3.0 (mostly A's and B's) • **2.0 to 3.0 (mostly B's and C's)** • **1.0 to 2.0 (mostly C's and D's, some F's)** • **Below 1.0 (some D's and mostly F's)**
Percent who have unexcused absences or are a habitual truant	3B: Current School Status (9)	• Good attendance; few excused absences • No unexcused absences • **Some partial-day unexcused absences** • **Some full-day unexcused absences** • **Habitual truant**
Percent who have a special need	3A: School History (1)	• No special education need • **Learning** • **Mental retardation** • **Behavioral** • **ADHD** • **Has an active IEP** • Date of last IEP
Percent who have a history of being victim of neglect	9A: Mental Health History (5)	• Not a victim of neglect • **Victim of neglect**
Percent who have a history of being victim of physical violence	9A: Mental Health History (2)	• Not a victim of violence/physical abuse • **Victimized at home** • **Victimized of in a foster/group home** • **Victimized by family member** • **Victimized by someone outside the family** • **Attacked with a weapon**
Percent who have been in foster care one or more times	7A: Family History (1)	• No out-of-home placements exceeding 30 days • **1 out-of-home placement** • **2 out-of-home placements** • **3 or more out-of-home placements**

PACT Risk Factor	Domain (Item Number)	Possible Responses (Risk categories in bold)
Percent who have one or more instances of running away or being kicked out	7A: Family History (2)	• No history of running away or being kicked out • 1 instance of running away/kicked out • 2 to 3 instances of running away/kicked out • 4 to 5 instances of running away/kicked out • Over 5 instances of running away/kicked out
Percent who have a parent with one or more problems (alcohol, drug, mental/physical health, employment)	7B: Current Living Arrangements (4)	• No problem history of parents in household • Parental alcohol abuse history • Parental drug abuse history • Parental physical health problem history • Parental mental health problem history • Parental employment problem history
Percent who have witnessed violence	9A: Mental Health History (3)	• Has not witnessed violence • Has witnessed violence at home • Has witnessed violence in a foster/group home • Has witnessed violence in the community • Family member killed as a result of violence
Percent who have history of depression/anxiety (occasional, consistent or everyday impairment)	9A: Mental Health History (9)	• No history of depression/anxiety • Occasional feelings of depression/anxiety • Consistent feelings of depression/anxiety • Impairment in everyday tasks due to depression/anxiety
Percent who currently use alcohol or drugs	8A:Alcohol and Drug History (6)	Minor is currently using alcohol or drugs • No • Yes
Percent who do not understand that there are consequences to actions	12: Skills (1)	• Does not understand there are consequences to actions • Understands there are consequences to actions • Identifies consequences of actions • Acts to obtain desired consequences—good consequential thinking
Percent who set no goals or unrealistic goals	12: Skills (2)	• Does not set goals • Sets unrealistic goals • Sets somewhat realistic goals • Sets realistic goals
Percent who cannot identify problem behaviors	12: Skills (3)	• Cannot identify problem behaviors • Identifies problem behaviors • Thinks of solutions for problem behaviors • Applies appropriate solutions to problem behaviors
Percent who have no prosocial community ties	6B: Current Relationships (2)	• No pro-social community ties • Some pro-social community ties • Has strong pro-social community ties
Percent with a gang affiliation	6B: Current Relationships (3)	• Never had consistent friends or companions • Had pro-social friends • Had anti-social friends • Been a gang member/associate

Appendix 2

The table below provides available demographics for the youth who were included in the recidivism analyses, by group– those on court-ordered probation, those on non-court-ordered probation, and those with no prior involvement.

Figure 22:   **DEMOGRAPHICS OF ALL YOUTHS BY GROUP**

PARTICIPANT CHARACTERISTICS	COURT-ORDERED	NON-COURT-ORDERED	NO PRIORS
Base sample size	*369*	*481*	*1,532*
Gender			
Male	74.8%	62.4%	52.0%
Female	25.2%	37.6%	48.0%
Race/ethnicity			
Hispanic/Latino	54.2%	52.6%	55.6%
White/Caucasian	19.3%	20.6%	11.5%
Asian or Pacific Islander	13.1%	17.1%	15.0%
Black/African American	8.7%	8.9%	10.6%
Multi-race/ethnicity or other	4.6%	0.9%	7.2%
City of residence			
San Mateo	14.2%	21.5%	15.8%
South San Francisco	13.1%	8.4%	14.4%
Redwood City	12.3%	8.4%	11.1%
East Palo Alto	10.1%	9.2%	15.0%
Daly City	8.4%	9.7%	15.2%
San Bruno	6.7%	5.2%	7.9%
Menlo Park	5.3%	3.7%	7.2%
Redwood Shores	4.7%	8.8%	1.7%
Pacifica	3.4%	4.1%	---
Foster City	3.1%	1.9%	---
Half Moon Bay	3.1%	1.9%	5.1%
Belmont	2.2%	---	---
San Carlos	1.4%	1.3%	1.0%
Burlingame	1.1%	3.2%	---
Millbrae	1.1%	0.9%	---
Moss Beach	1.1%	---	0.9%
Other	3.4%	3.4%	3.4%
Out of county	5.3%	8.4%	1.3%
Average age at program entry	15.71	15.04	13.55
Average age at first offense	13.79	14.08[+]	N/A

Participant Characteristics	Court-Ordered	Non-Court-Ordered	No Priors
Poverty status (total income x number in household) [+]		N/A	N/A
Below poverty line	44.0%		
Up to 2 times the poverty line	23.8%		
Up to 3 times the poverty line	10.6%		
Up to 4 times the poverty line or higher	21.6%		

Source: Program data and Probation data. Note: Poverty status is based on responses to PACT assessments taken between 90 days pre- and 30 days post-program entry. Note: + denotes that more than 20% of cases were missing a response and thus caution should be used in interpreting this item.

Appendix 3

The following tables show demographics for each group of youth, by program.

Court-Ordered Youth

Figure 23: **Characteristics of Participants on Court-Ordered Probation at Program Entry, by Program**

PROGRAM	TOTAL	GENDER		ETHNICITY					AGE	
		MALE	FEMALE	BLACK	ASIAN	WHITE	LATINO	OTHER/ MULTI	PROGRAM ENTRY	FIRST ARREST
Acknowledge Alliance	75	62	13	7	6	7	49	5	16.08	13.37
Assessment Center	192	142	50	16	26	45	95	10	15.50	14.25
Boys & Girls Club	5	1	4	2	1	0	2	0	15.87	13.20
El Centro	1	*Too few youth to provide statistics*								
Family Preservat'n Program	47	35	12	5	7	9	23	2	15.72	13.33
FLY	8	5	3	1	0	0	7	0	15.98	13.00
Parenting	18	9	9	1	2	4	11	0	15.74	13.19
PCRC	2	*Too few youth to provide statistics*								
Pyramid	---	---	---	---	---	---	---	---	---	---
Star Vista - Insights	19	18	1	0	4	5	10	0	16.15	13.72
YMCA	2	*Too few youth to provide* statistics								
TOTAL	369	276	93	32	48	71	199	17	15.71	13.79

Source: Program data and Probation data.

Figure 24: **Poverty Level of Participants on Court-Ordered Probation at Program Entry, by Program**

PROGRAM	TOTAL	POVERTY LEVEL[+]			
		BELOW POVERTY LINE	UP TO 2X POVERTY	UP TO 3X POVERTY	UP TO AND HIGHER THAN 4X POVERTY
Acknowledge Alliance	39	18	15	4	2
Assessment Center	168	73	32	10	53
Boys & Girls Club	1	*Too few youth to provide statistics*			

El Centro	1	*Too few youth to provide statistics*			
Family Preservation Program	37	20	9	6	2
FLY	4	1	3	0	0
Parenting	12	4	4	4	0
PCRC	1	*Too few youth to provide statistics*			
Pyramid	---	---	---	---	---
Star Vista - Insights	9	2	2	3	2
YMCA	1	Too few youth to provide statistics			
TOTAL	273	120	65	29	59

Source: Program data and Probation data. Note: Poverty status is based on responses to PACT assessments taken between 90 days pre- and 30 days post-program entry. Note: + denotes that more than 20% of cases were missing a response and thus caution should be used in interpreting this item.

Non-Court-Ordered Youth

Figure 25: **Characteristics of Participants on Non-Court-Ordered Probation at Program Entry, by Program**

		GENDER		ETHNICITY					AGE	
PROGRAM	**TOTAL**	**MALE**	**FEMALE**	**BLACK**	**ASIAN**	**WHITE**	**LATINO**	**OTHER/ MULTI**	**PROGRAM ENTRY**	**FIRST ARREST[+]**
Acknowledge Alliance	4	2	2	0	0	1	2	1	15.63	14.50
Assessment Center	470	294	176	41	78	92	237	3	15.04	14.07
Boys & Girls Club	1	*Too few youth to provide statistics*								
El Centro	---	---	---	---	---	---	---	---	---	---
Family Preservat'n Program	---	---	---	---	---	---	---	---	---	---
FLY	---	---	---	---	---	---	---	---	---	---
Parenting	2	*Too few youth to provide statistics*								
PCRC	---	---	---	---	---	---	---	---	---	---
Pyramid	1	*Too few youth to provide statistics*								
Star Vista - Insights	1	*Too few youth to provide statistics*								
YMCA	2	Too few youth to provide statistics								
TOTAL	481	300	181	41	79	95	243	4	15.04	14.08

Source: Program data and Probation data. Note: + denotes that more than 20% of cases were missing a response and thus caution should be used in interpreting this item.

Youth with No Priors

Figure 26: **Characteristics of Participants without Prior Justice Involvement at Program Entry, by Program**

		GENDER		ETHNICITY					AGE
PROGRAM	TOTAL	MALE	FEMALE	BLACK	ASIAN	WHITE	LATINO	OTHER/ MULTI	PROGRAM ENTRY
Acknowledge Alliance	63	37	26	7	4	6	45	2	15.79
Assessment Center	36	28	8	3	4	9	19	1	15.40
Boys & Girls Club	482	243	239	97	35	8	324	17	13.27
El Centro	44	27	17	0	3	15	23	2	13.42
Family Preservat'n Program	---	---	---	---	---	---	---	---	---
FLY	1	*Too few youth to provide statistics*							
Parenting	1	*Too few youth to provide statistics*							
PCRC	84	49	35	5	29	2	50	6	15.53
Pyramid	264	123	141	18	63	45	115	10	13.76
Star Vista - Insights	13	12	1	1	2	0	10	0	15.61
YMCA	534	273	261	30	87	89	256	71	12.90
TOTAL	1522	792	730	161	228	174	843	109	13.55

Source: Program data and Probation data.

Appendix 4

The following table shows recidivism/first violation counts and percentages for each group (court-ordered, non-court-ordered, and those with no priors), overall and by program.

Figure 27: **Recidivism 12 Months Post-Program Entry – All Youth**

Agency	Level of Involvement	Total N	NUMBER		PERCENT	
			# with new law violation within 12 months	# with a sustained law violation with 12 months	% with new law violation within 12 months	% with a sustained law violation with 12 months
TOTAL – All programs	All levels	2,382	327	209	13.7%	8.8%
	Court ordered	369	134	105	36.3%	28.5%
	Non Court ordered	481	108	63	22.5%	13.1%
	Never had contact	1,532	85	41	5.5%	2.7%
El Centro	All levels	45	1	1	2.2%	2.2%
	Court ordered	1	1	1	100.0%	100.0%
	Non Court ordered	0	0	0	0.0%	0.0%
	Never had contact	44	0	0	0.0%	0.0%
Boys & Girls Club	All levels	488	14	9	2.9%	1.8%
	Court ordered	5	1	1	20.0%	20.0%
	Non Court ordered	1	1	1	100.0%	100.0%
	Never had contact	482	12	7	2.5%	1.5%
Pyramid	All levels	265	8	4	3.0%	1.5%
	Court ordered	0	0	0	0.0%	0.0%
	Non Court ordered	1	0	0	0.0%	0.0%
	Never had contact	264	8	4	3.0%	1.5%
YMCA	All levels	538	32	11	5.9%	2.0%
	Court ordered	2	1	1	50.0%	50.0%
	Non Court ordered	2	0	0	0.0%	0.0%
	Never had contact	534	31	10	5.8%	1.9%
PCRC	All levels	94	5	3	5.3%	3.2%
	Court ordered	2	0	0	0.0%	0.0%
	Non Court ordered	0	0	0	0.0%	0.0%
	Never had contact	92	5	3	5.4%	3.3%

Agency	Level of Involvement	Total N	NUMBER		PERCENT	
			# with new law violation within 12 months	# with a sustained law violation with 12 months	% with new law violation within 12 months	% with a sustained law violation with 12 months
Assessment Center	All levels	698	153	100	21.9%	14.3%
	Court ordered	192	39	33	20.3%	17.2%
	Non Court ordered	470	106	61	22.6%	13.0%
	Never had contact	36	8	6	22.2%	16.7%
Acknowledge Alliance	All levels	144	61	43	42.4%	29.9%
	Court ordered	75	39	31	52.0%	41.3%
	Non Court ordered	4	1	1	25.0%	25.0%
	Never had contact	65	21	11	32.3%	16.9%
Star Vista - Insights	All levels	33	10	8	30.3%	24.2%
	Court ordered	19	10	8	52.6%	42.1%
	Non Court ordered	1	0	0	0.0%	0.0%
	Never had contact	13	0	0	0.0%	0.0%
Parenting	All levels	21	5	4	23.8%	19.0%
	Court ordered	18	5	4	27.8%	22.2%
	Non Court ordered	2	0	0	0.0%	0.0%
	Never had contact	1	0	0	0.0%	0.0%
FLY	All levels	9	6	3	66.7%	33.3%
	Court ordered	8	6	3	75.0%	37.5%
	Non Court ordered	0	0	0	0.0%	0.0%
	Never had contact	1	0	0	0.0%	0.0%
Family Preservation Program	All levels	47	32	23	68.1%	48.9%
	Court ordered	47	32	23	68.1%	48.9%
	Non Court ordered	0	0	0	0.0%	0.0%
	Never had contact	0	0	0	0.0%	0.0%

Note: Please refer to the "Defining Terms" section of this report for eligibility criteria and determination of program membership.

Appendix 5

The following chart shows the number of youth in each group whose recidivating event occurred in each of the 12 months post-program.   As mentioned in the text, more court-ordered and non-court-ordered youth recidivate in the first six months, while slightly more youth with no priors have a first sustained law violation in the second six months.

Figure 28:   **Time to Recidivism Event or First New Violation within 12 Months of Program Entry, by Group**
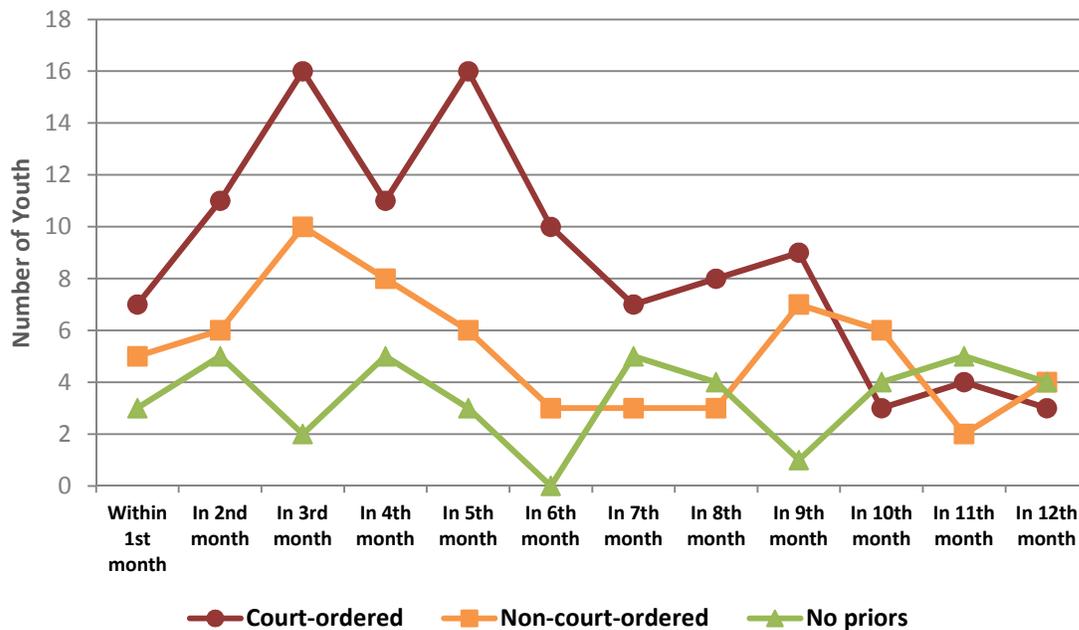
Source: Program data and Probation data. N = 369 court-ordered, 481 non-court-ordered, 1,532 no priors.

Appendix 6

Below is the classification scheme created and used for offense severity coding by San Mateo County Juvenile Probation Department personnel.

Offense Severity Classification November 29, 2007		
Severity		**Offense Category/Offense**
All Level 7-9 offenses must be felonies, no misdemeanors		
Mandatory Detention High Severity	9	***Most Serious Person Felony*** Kidnapping/Hostage Murder/Homicide (including arson involving homicide) Att. Murder (including arson involving attempt)
	8	***Sex Crimes***
	7	***Serious Person Felony*** ADW (bodily injury and including arson with harm to person) Arson Att. Sex Crime/Soliciting Others to Commit Sex Crimes/Incest Elder/Child Abuse Manslaughter Mayhem Robbery Terrorism/Attempted Terrorism

Level 4-6 offenses can be felonies or misdemeanors		
Optional Detention Moderate Severity	**6**	***Serious Property/Moderate or Attempted Serious Person Felony*** Assault & Battery (F, animal and human, poisoning) Att. ADW Att. Robbery Bigamy Burglary (F, residential) Child Neglect Escape Firearm (possession/use/manufacture) Terrorist Threats Weapon (non-firearm sale/manufacture/use)
	5	***Moderate Felony and Serious Person Misdemeanor*** Animal Cruelty/Neglect Assault & Battery (M, animal and human, poisoning) Burglary (M, commercial) Drug Sale/Manufacture/Use on other (except marijuana) Escape Program Failure (e.g., EMP) Weapon (non-firearm possession)
	4	***Moderate Felony and Misdemeanor*** Bribery (F) Concealing/Failure to report Criminal Threat/Harassment Drug Possession (except marijuana) Drug Sale/Manufacture (marijuana) Fraud (F)/Mail Fraud Grand Theft (incl. grand theft by computer) Identity theft Hit and Run (property) Smuggling (m) Obscene Material (F) Parole Violation (F) Perjury Receiving Stolen Property Resisting Arrest/Obstruction of Justice Rioting Schemes Vandalism > $400/public monuments/property (e.g. bridges) Vandalism, Burglary, or Arson Tools (possession) Warrant (court-ordered, e.g., FTA)
	4-5	***Depends on specific circumstances of code*** Forgery/Counterfeiting Money Laundering/Embezzlement

(continued next page)

(All Level 0-3 offenses must be misdemeanors, no felonies)		
No Detention Low Severity	**3**	***Lesser Misdemeanor*** Contempt Drug Paraphernalia (sale/manufacture) Drug Possession (marijuana) Failure to Obey Order of Juv. Court (probation-ordered, 777, 602) Fighting Fraud (M)/False statements Gambling/Prostitution Indecent Exposure Misuse information/position (i.e. privacy rights) Obscene Material (M, manufacture/sale) Probation Violation (probation-ordered) Sex in Public Theft/Petty Theft (incl. computer theft, tampering with data) Trespassing Unlawful Assembly Vandalism < $400
	2	***Public Order Offenses*** False Identification to Law Enforcement (e.g., giving a false name) Disorderly Conduct Driving Offenses Drug Paraphernalia (possession) Obscene Material (possession) Under the Influence of Alcohol or Drugs
	1	***Age-Related or Traffic Offenses*** False Evidence of Age (e.g., fake ID) Alcohol/Cigarettes (possession) Traffic Infraction
	0	***Not Detainable*** Beyond parental control Truancy

Notes
- Advocacy/accessory to/attempt/aiding/conspiracy to an offense should be scored as one level below actual offense (conspiracy to commit grand theft would be charged one step below grand theft, so would be low severity, #3). Exception is attempted murder, which is a Level 9 offense and in the same level as murder.
- Sale/manufacture offense with injury is one level higher than attempt/solicit.
- A charge of participation in a criminal gang should result in a one-level enhancement of the severity level. For example, a grand theft charge with an additional charge of participation in a criminal gang would be scored as #5 (one level above grand theft).

Appendix 7

The following tables show demographics of youth in each of the three groups (court-ordered, non-court-ordered, and no priors) by recidivism category rather than by demographic category. See text for a further explanation.

Figure 29: **Characteristics of Participants on Court-Ordered Probation at Program Entry, as a Function of Whether They Had a New Sustained Law Violation Within 12 Months**

PARTICIPANT CHARACTERISTICS	AMONG THOSE WITHOUT A NEW SUSTAINED LAW VIOLATION	AMONG THOSE WITH A NEW SUSTAINED LAW VIOLATION	AMONG ALL YOUTH ON COURT-ORDERED PROBATION
Base sample size	*264*	*105*	*369*
Gender**			
Male	70.5%	85.7%	74.8%
Female	29.5%	14.3%	25.2%
Race/ethnicity**			
Hispanic/Latino	50.0%	64.8%	54.2%
White/Caucasian	24.0%	7.6%	19.3%
Asian or Pacific Islander	13.7%	11.4%	13.1%
Black/African American	8.0%	10.5%	8.7%
Multi-race/ethnicity or other	4.2%	5.7%	4.6%
City of residence			
San Mateo	14.2%	14.4%	14.2%
Redwood City	11.8%	13.5%	12.3%
South San Francisco	14.6%	9.6%	13.1%
East Palo Alto	7.9%	15.4%	10.1%
Daly City	8.7%	7.7%	8.4%
San Bruno	6.7%	6.7%	6.7%
Pacifica	3.9%	1.9%	3.4%
Other	32.3%	30.8%	31.8%
Average age at program entry	15.69	15.76	15.71
Average age at first offense*	13.91	13.52	13.79
Poverty status (total income x number in household)* +			
Below poverty line	40.3%	53.2%	44.0%
Up to 2 times the poverty line	23.5%	24.7%	23.8%
Up to 3 times the poverty line	10.2%	11.7%	10.6%
Up to 4 times the poverty line or higher	26.0%	10.4%	21.6%

Source: Program data and Probation data.

Note: Poverty status is based on responses to PACT assessments taken between 90 days pre- to 30 days post-program entry. + denotes that more than 20% of cases were missing a response and thus caution should be used in interpreting this item. Those with and without a new sustained law violation within 12 months were statistically different according to chi-square (categorical variables) or t-tests (continuous variables) as follows: ^ $p < .10$; * $p < .05$, ** $p < .01$, *** $p < .001$.

Figure 30: **Characteristics of Participants on Non-Court-Ordered Probation at Program Entry, as a Function of Whether They Had a New Sustained Law Violation Within 12 Months**

PARTICIPANT CHARACTERISTICS	AMONG THOSE WITHOUT A NEW SUSTAINED LAW VIOLATION	AMONG THOSE WITH A NEW SUSTAINED LAW VIOLATION	AMONG ALL YOUTH ON NON-COURT-ORDERED PROBATION
Base sample size	*418*	*63*	*481*
Gender**			
Male	59.1%	84.1%	62.4%
Female	40.9%	15.9%	37.6%
Race/ethnicity*			
Hispanic/Latino	51.1%	61.9%	52.6%
White/ Caucasian	21.8%	12.7%	20.6%
Asian or Pacific Islander	18.7%	7.9%	17.1%
Black/ African American	7.8%	15.9%	8.9%
Multi-race/ethnicity or other	0.8%	1.6%	0.9%
City of residence			
San Mateo	22.4%	15.9%	21.5%
Redwood City	8.7%	6.3%	8.4%
South San Francisco	7.7%	12.7%	8.4%
East Palo Alto	9.0%	11.1%	9.2%
Daly City	10.2%	6.3%	9.7%
San Bruno	5.0%	6.3%	5.2%
Pacifica	4.2%	3.2%	4.1%
Other	32.8%	38.1%	33.5%
Average age at program entry	15.04	15.01	15.04

Source: Program data and Probation data.

Note Those with and without a new sustained law violation within 12 months were statistically different according to chi-square (categorical variables) or t-tests (continuous variables) as follows: ^ $p < .10$; * $p < .05$, ** $p < .01$, *** $p < .001$.

Figure 31: **Characteristics of Participants without Prior Justice Involvement at Program Entry, as a Function of Whether They Had a New Sustained Law Violation Within 12 Months**

PARTICIPANT CHARACTERISTICS	AMONG THOSE WITHOUT A NEW SUSTAINED LAW VIOLATION	AMONG THOSE WITH A NEW SUSTAINED LAW VIOLATION	AMONG ALL YOUTH WITH NO PRIOR JUSTICE INVOLVEMENT
Base sample size	*1,491*	*41*	*1,532*
Gender***			
Male	50.9%	92.7%	52.0%
Female	49.1%	7.3%	48.0%
Race/ethnicity^			
Hispanic/Latino	55.7%	53.7%	55.6%
White/Caucasian	11.5%	12.2%	11.5%
Asian or Pacific Islander	15.3%	4.9%	15.0%
Black/African American	10.3%	22.0%	10.6%
Multi-race/ethnicity or other	7.2%	7.3%	7.2%

Participant Characteristics	Among those without a new Sustained law Violation	Among those with a new Sustained law Violation	Among All Youth with No Prior Justice Involvement
City of residence			
San Mateo	15.6%	19.5%	15.8%
Daly City	15.1%	19.5%	15.2%
East Palo Alto	15.2%	7.3%	15.0%
South San Francisco	14.5%	12.2%	14.4%
Redwood City	11.1%	14.6%	11.1%
San Bruno	7.9%	7.3%	7.9%
Other	20.6%	19.5%	20.6%
Average age at program entry***	13.51	14.69	13.55

Source: Program data and Probation data. N = 1,532.

Note Those with and without a new sustained law violation within 12 months were statistically different according to chi-square (categorical variables) or t-tests (continuous variables) as follows: ^ p < .10; * p < .05, ** p < .01, *** p < .001.

Appendix 8

The following figure shows the percentages and counts of court-ordered youth who are gang-affiliated, by program.

Figure 32:   **Percentages and Numbers of Participants on Court-Ordered Probation Who are Gang-Affiliated at Program Entry, by Program**

PROGRAM	PERCENTAGE OF GANG-AFFILIATED YOUTH (NUMBER)
Acknowledge Alliance	25% (10)
Assessment Center	19% (33)
Boys & Girls Club	0% (0)
El Centro	0% (0)
Family Preservation Program	21% (8)
FLY	50% (2)
Parenting	25% (3)
PCRC	0% (0)
Pyramid	--
Star Vista - Insights	20% (2)
YMCA	0% (0)
Overall	21% (58)

Source: Program data and Probation data. Note: Gang affiliation is based on responses to PACT assessments taken between 90 days pre- and 30 days post-program entry. N = 278.

The following figure shows the percentages and total counts of court-ordered youth in each PACT risk level, by program.

Figure 33:   **Percentages and Numbers of Participants on Court-Ordered Probation in Each PACT Risk Level at Program Entry, by Program**

PROGRAM	LOW PACT RISK	MODERATE PACT RISK	MODERATE-HIGH PACT RISK	HIGH PACT RISK	TOTAL PERCENTAGE AND NUMBER
Acknowledge Alliance	32%	30%	10%	27%	100% (40)
Assessment Center	71%	21%	4%	3%	100% (178)
Boys & Girls Club	*Too few youth to provide statistics*				100% (1)
El Centro	*Too few youth to provide statistics*				100% (1)

PROGRAM	LOW PACT RISK	MODERATE PACT RISK	MODERATE-HIGH PACT RISK	HIGH PACT RISK	TOTAL PERCENTAGE AND NUMBER
Family Preserv'n Program	30%	23%	35%	12%	100% (43)
FLY	0%	25%	25%	50%	100% (4)
Parenting	33%	58%	8%	0%	100% (12)
PCRC	*Too few youth to provide statistics*				100% (1)
Pyramid	--	--	--	--	--
Star Vista - Insights	50%	20%	20%	10%	100% (10)
YMCA	*Too few youth to provide statistics*				100% (1)
Overall	56%	24%	11%	9%	100% (291)

Source: Program data and Probation data. Note: PACT Risk Level is based on responses to PACT assessments taken between 90 days pre- and 30 days post-program entry. N = 291.

Appendix 9

Note that some youth may be enrolled in more than one program; only the first program in which they spent at least 24 hours is identified in this study. The figure below shows the percentages of youth in each group that were in multiple programs during the period under study.

Figure 34:   **Number of Participants Enrolled in More than One Program**

Group	Total Number of Participants	Enrolled in One Program	Enrolled in More than One Program
All participants	2208	92.7%	7.3%
Court-ordered	369	74.5%	25.5%
Non-court-ordered	481	90.4%	9.6%
Never had contact	1498	97.8%	2.2%

Source: Program data and Probation data.. N = 2208.

This figure shows that about one-quarter of court-ordered youth are enrolled in more than one program during the period under study, while this is true for less than 10% of youth in other groups.

Appendix 10

The figure below compares different PACT items across the three distinct "risk profile" groups generated by the cluster analysis.

Figure 35:   **Comparing Risks Across the Three Youth Profiles**

PACT RISK FACTOR	GROUP 1: COPING & SKILL STRENGTHS	GROUP 2: MAJOR SKILL DEFICITS	GROUP 3: COMPREHENSIVE HIGH RISK
Percent who set no goals or unrealistic goals	3.7%	82.9%	72.6%
Percent who have unexcused absences or are a habitual truant	9.3%	59.2%	91.8%
Percent who cannot identify problem behaviors	4.7%	68.4%	49.3%
Percent who earn mostly C's or worse	28.0%	63.2%	97.3%
Percent who have no prosocial community ties	9.3%	40.8%	56.2%
Percent who have been gang member/associate	4.7%	6.6%	53.4%
Percent who currently uses alcohol or drugs	44.9%	61.8%	89.0%
Percent who do not understand that there are consequences to actions	3.7%	23.7%	26.0%
Percent who have history of depression/anxiety	26.2%	31.6%	75.3%
Percent who have one or more instances of running away or being kicked out	11.2%	14.5%	53.4%
Percent who have witnessed violence	25.2%	17.1%	75.3%
Percent who have a history of being victim of physical violence	12.1%	5.3%	37.0%
Percent who have a history of being victim of neglect	10.3%	6.6%	26.0%
Percent who have a special need	21.5%	17.1%	43.8%
Percent who have a parent with one or more problems	20.6%	25.0%	42.5%
Percent who have been in foster care one or more times	8.4%	2.6%	5.5%

Source: Probation data – PACT Assessment.

Note: Sample sizes = 107, 76, and 73 for the three groups, respectively. The groups were statistically different overall for all variables except foster care (according to chi-square tests, p < .01).

Appendix 11

The following figure shows data on schools attended by youth with no priors, by both <u>number</u> of youth and percentage of youth from each school within each violation status category.

Figure 36:   **Schools of Participants without Prior Justice Involvement at Program Entry, as a Function of Whether They Had a New Sustained Law Violation Within 12 Months**

SCHOOLS ATTENDED	AMONG THOSE <u>WITHOUT</u> A NEW SUSTAINED LAW VIOLATION		AMONG THOSE <u>WITH</u> A NEW SUSTAINED LAW VIOLATION		AMONG ALL YOUTH WITH NO PRIOR JUSTICE INVOLVEMENT	
School***	Number	Percent	Number	Percent	Number	Percent
Ben Franklin Middle	116	10%	2	3%	118	9%
McNair Middle	101	9%	1	2%	102	8%
Parkside Middle	82	7%	5	8%	87	7%
Alta Loma Middle	71	6%	1	2%	72	6%
Belle Haven Elementary	77	6%	1	2%	78	6%
Bayside STEM	56	5%	0	0%	56	4%
Fernando Rivera Middle	66	6%	1	2%	67	5%
Half Moon Bay High	61	5%	2	3%	63	5%
Hoover Elementary	63	5%	0	0%	63	5%
Parkway Heights Middle	59	5%	4	6%	63	5%
Westborough Middle	57	5%	8	13%	65	5%
Abbott Middle	45	4%	0	0%	45	4%
Menlo Atherton	42	4%	5	8%	47	4%
Woodside High	30	3%	1	2%	31	2%
Cunha Intermediate	25	2%	0	0%	25	2%
Capuchino High	18	2%	0	0%	18	1%
Carlmont High	7	1%	1	2%	8	1%
EPA Stanford Academy*	7	1%	3	5%	10	1%
Everest High	12	1%	0	0%	12	1%
Jefferson High***	9	1%	4	6%	13	1%
South San Francisco High*	11	1%	2	3%	13	1%
Summit High	12	1%	0	0%	12	1%
Willow Oaks	13	1%	1	2%	14	1%
Garfield School	6	1%	0	0%	6	<1%
Hillview Middle	6	1%	0	0%	6	<1%

SCHOOLS ATTENDED	AMONG THOSE WITHOUT A NEW SUSTAINED LAW VIOLATION		AMONG THOSE WITH A NEW SUSTAINED LAW VIOLATION		AMONG ALL YOUTH WITH NO PRIOR JUSTICE INVOLVEMENT	
Jordan Middle	5	<1%	1	2%	6	<1%
Kennedy Middle	6	1%	0	0%	6	<1%
Court/community/continuation school*** +	28	2%	13	21%	41	3%
Other Public	73	6%	6	10%	79	6%
Private	21	2%	1	2%	22	2%
Total	1,185	100%	63	100%	1,248	100%

+Does not include Sequoia Community Day School; data did not differentiate between Sequoia Community Day School & Sequoia High School.

Source: Program data and Probation data. N = 1,248.

Note: Those with and without a new sustained law violation within 12 months were statistically different according to chi-square (categorical variables) or t-tests (continuous variables) as follows: ^ $p < .10$; * $p < .05$, ** $p < .01$, *** $p < .001$.