

Juvenile Justice Data Project

Phase 1: Survey of Interventions and Programs

A Continuum of Graduated Responses for Juvenile Justice in California

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Judicial Council
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National Council on Crime and Delinquency
www.nccd-crc.org/nccd

Orange County Probation Department
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San Francisco Mayor's Office of Criminal Justice
www.sfgov.org/site/mocj

San Mateo County Manager's Office
www.co.sanmateo.ca.us

Seneca Center
www.senecacenter.org

Solano County Probation Department
www.co.solano.ca.us/Department/Department.asp?NavID=91

Youth Law Center
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Brief History of the Juvenile Justice Data Project

Early in the Schwarzenegger administration, a diverse group of juvenile justice stakeholders were brought together to identify key areas of concern related to California's broad continuum of juvenile justice. The most overwhelming need identified by this group (which includes law enforcement, state administrators, county probation chiefs, juvenile court judges, victims and family representatives, as well as managers from the state's departments of education and mental health) was the need for a *statewide* focus on improved juvenile justice outcomes.

In October 2004, the Youth and Adult Corrections Agency (now the California Department of Corrections and Rehabilitation, or CDCR), the Youth Law Center and members of the Governor's Juvenile Justice Working Group formed a statewide taskforce, the California Juvenile Justice Accountability Project (CJJAP), that was eventually renamed the Juvenile Justice Data Project (JJDP). The group included representatives from law enforcement, probation, corrections, county government, state agencies, advocacy groups, service providers, data analysts and policymakers, who gave generously of their time to identify programs and processes that would improve state and local outcomes for youth in California's juvenile justice system.¹

In late 2005, the JEHT Foundation agreed to fund the research component of the California Juvenile Justice Data Project (JJDP). This project has grown into a comprehensive statewide workgroup focused on improving juvenile justice outcomes. The first priority of this group was to improve their own ability to collect and track the data necessary to monitor and improve their own portions of the system. To date, participation in this project has been entirely voluntary. While similar statewide planning and data projects have taken place in such states as Oregon, Missouri, Washington and Minnesota, nothing of this scope had been attempted in a state as large and diverse as California.

The project has created a neutral forum in which all participants are equal players seeking a common goal of improved data collection. For the first time in several decades, these efforts aim to allow state and county decision-makers to look at the juvenile justice system as a whole, to compare data and to problem-solve based on actual information. We hope that this project will contribute to our capacity to understand and improve California's juvenile justice "system" in ways that otherwise would not be possible.

The ultimate goal of the Juvenile Justice Data Project is to develop a standard set of measurable indicators that can be uniformly collected on a statewide basis and used by macro-level decision makers at the county and state level to describe the workings – and eventually the outcomes – across the entire juvenile justice continuum. An objective of the project is to develop and improve the capacity for state, county and other local entities to review their juvenile justice programs using coherent and consistent information in order to identify particular areas or issues (trends, positive outcomes, disparities, discrepancies, variances) that might be worth further exploration and/or explanation.

¹ For a complete list of participants, please see previous page

The first initiative undertaken by the JJDP is a detailed survey of the current practices of the 58 county probation departments and the state Division of Juvenile Justice (DJJ) regarding the interventions and sanctions provided for juveniles referred for infractions or criminal behavior across the state. The specific objectives of the survey are to describe the prevalence, duration, intensity and content of interventions delivered to juveniles, with an eye toward illuminating capacity for evidence-based practices and capacity to track outcomes in the juvenile justice system in California. This report focuses on the interventions in use across a continuum of graduated responses delivered by county probation departments and DJJ and the criteria used to determine the level of response.

Methods

Two principles were used to structure the survey of common practices. First, the graduated sanctions framework that has been advocated and widely disseminated by the federal Office of Juvenile Justice and Delinquency Prevention (Howell 2003; National Council of Juvenile and Family Court Judges 2003, 2005) was used to operationally define graduated levels of sanction – which we will refer to as the *continuum of graduated responses* – in use in California. This continuum includes a graduated mix of interventions and sanctions involving community supervision, placement out of the home and confinement. The continuum builds toward higher levels of both services and sanctions. All programs and interventions reported by county juvenile probation departments were categorized according to a set of common definitions in the chart in Figure 1.²

The chart begins with prevention, which is defined as probation department outreach efforts targeting youth *not referred* to probation. Because this level frequently involves outreach through partnerships with other institutions or agencies in the lead (by definition, prevention involves outreach to youth not formally under the jurisdiction of the probation department), the survey collected primarily descriptive information about these efforts. The continuum of graduated responses described in detail in this survey begins with four levels of supervision in the community including: 1) early intervention (defined as diversion or informal probation interventions that are not court-ordered), 2) court-ordered regular probation supervision in the community (based on court dispositions for informal and formal probation supervision in the community); 3) intensive probation supervision (also based on dispositions for probation supervision in the community, but involving more intensive levels of supervision and services); and 4) community aftercare (which involves specialized programs to help juveniles returning to the community from placement out of the home).

The rest of the continuum includes various types of out-of-home placements: 1) placement in foster care or group homes; 2) confinement in county facilities including camp or ranch programs, and sometimes ordered confinement in juvenile detention facilities; or 3) confinement in state level facilities including DJJ youth correctional facilities or camps and parole to the community under DJJ jurisdiction. Juveniles held in detention on the day of the survey waiting for a court disposition,

² We also looked at the language used by other states to describe their continuum of programs. See state section in the references.

or waiting to be transferred to an out-of-home placement or other jurisdiction were also counted in the report.

Figure 1

Operational Definitions of the Continuum of Graduated Responses in Use

	COMMUNITY SUPERVISION				PLACEMENT	COUNTY CONFINEMENT	STATE LEVEL
PREVENTION (Pre-referral)	EARLY INTERVENTION (Pre-court / Diversion)	REGULAR SUPERVISION (Immediate Sanctions)	INTENSIVE SUPERVISION (Intermediate Sanctions)	COUNTY AFTERCARE	COMMUNITY PLACEMENT	COURT-ORDERED COMMITMENT	STATE CONFINEMENT AND PAROLE
Efforts that target juveniles at risk (prior to any referral to probation)	Informal probation or diversion that is not court-ordered (EI)	Community supervision at regular intensity, ordered by the court with or without wardship (RG)	Intensive community supervision including special caseloads such as gang, violent, or sex offenders and other intensive caseloads (ISP)	Assistance beyond usual community supervision for juveniles returning from placement or confinement (AC)	Placement in foster home, group home or other residential treatment facility (PL)	Court-ordered confinement in county-run camp or ranch programs or other residential custodial confinement (CC) including court-ordered confinement in juvenile hall (OD)	Confinement in state-run DJJ youth correctional facility or camp - formerly CYA (YCF) followed by parole (PAR)
Includes: Juveniles involved in neither formal nor informal probation programs Often in collaboration with agencies such as law enforcement, schools, or community-based or community-based groups	Includes: Diversion and sanctions such as restitution, community service, restorative justice Short-term programs leading to closing of the case Informal probation (654.1 WIC)	Includes: 654.2 WIC Informal Supervision 725A WIC Probation without wardship 790 WIC Deferred Entry of Judgment 602 WIC, 601 WIC, possibly 241.1 Dual Supervision	Includes: Day Reporting or Day Treatment Centers; Drug Court, Mental Health Court if intensively House arrest programs (excluding pre-disposition cases) Short stay in detention as a condition of probation (e.g., Ricardo M. time)	Includes: Supervision to support a juvenile's transition back to the community May feed into regular supervision caseloads	Includes: Foster homes Group homes Residential treatment facilities under 727 WIC	Includes: Probation ranch or camp Other residential commitment programs (greater than 30 days) Secure county facility including mental health or psychiatric facility	Includes: Youth committed to DJJ

The intention was to count all juveniles being served by county probation or state DJJ in any capacity (i.e., arrested or referred to probation) on the day the survey, excluding juveniles in the intake process who were neither detained nor placed at any level of sanctions on the day of the survey. However, by their nature, the number of youth involved in prevention efforts that typically involved collaborative efforts, often with a lead agency other than probation, could not be counted. So the continuum of graduated responses described in detail here begins with early intervention and extends through the state DJJ and adult levels.

The second principle considered in formulating the survey questions was their relevance to evidence-based practices. An attempt was made to include key elements needed to compare existing programs with the large evidence base that has accumulated in the area of juvenile interventions

over the last few decades (c.f., Krisberg and Howell 1999; Lipsey 1999; Lipsey and Wilson 1999). Comparison of extant programs with evidence-based interventions requires knowledge of the prevalence, duration, intensity and content of each program *as implemented* (see similar efforts by Howell and Lipsey 2004a, 2004b). Also critical is the extent to which the level of graduated response chosen is consistent with a juvenile's risk of re-offending and can be tailored to take into account an individual's specific criminogenic needs. The survey was designed to develop: a) a system-level understanding of the availability of data on key program elements (including prevalence, duration, intensity and content as delivered); b) a general understanding of common practices in using risk and needs assessments to determine the level of sanctions imposed or level of response provided; and c) an understanding of the outcome criteria currently used to evaluate the effectiveness of interventions and programs.

Participation. The completion of the survey was voluntary and was itself a significant accomplishment given the level, detail and breadth of information requested. While some counties have sophisticated data systems and research staff, many do not. In every case, completion of the comprehensive survey required significant staff resources. Most of the county probation departments and DJJ did provide the comprehensive data requested for this survey, covering the entire continuum of graduated responses and detention. This level of participation in the JJDP project conveys a high commitment to the survey and on-going support for the county and state partnership to improve state and local outcomes. Fifty-five (55) of the 58 county probation departments and the state DJJ completed inquiries about risk assessment tools and related practices. Fifty (50) county departments and DJJ completed all sections of this comprehensive survey.³ All of the major tables and analyses focused on the statewide continuum are based on this set of 50 counties and DJJ.

Surveying procedures and schedule. Six county probation departments volunteered to pilot the survey in early March 2006 to refine the questions and test survey procedures.⁴ The survey was formally launched at the March CPOC meeting. At that time, the chief probation officers pressed for a longer completion time frame due to the intensity of the survey and local priorities (e.g., budget proposals, local elections and grant writing). Several indicated that they could not begin the survey until at least late June or July. These requests were accommodated.

The survey was conducted over a seven-month period from April through October 2006. The USC team – including the project manager, four part-time graduate and undergraduate student interns and a consultant – maintained contact with the counties by telephone, fax and email. Each probation department decided how to implement the survey, responded at its own pace and chose the date for the snapshot counts requested in the survey. In some counties, one person, often the chief, completed all sections of the survey. In other counties, sections were divided and distributed to a team for completion, including various assistant chiefs, division managers or research analysts. County probation department teams ranged from one individual to as many as fourteen people while the median number of personnel completing the survey was four.

³ Counties that did not participate in the survey include Nevada, Riverside and Tuolumne. Counties that did not complete the entire survey include Butte, Plumas, Sonoma, Tehama and Tulare.

⁴ Contra Costa, San Mateo, Santa Barbara, Shasta, Tulare and Yolo contributed suggestions during the pilot survey.

The USC team members worked with each county to set up response schedules, provide clarification and support, and review responses. Project interns received training in survey techniques and the details of the juvenile justice probation system in California. Each survey was vetted for accuracy and completeness as it was returned. County contacts were asked to provide additional data as needed to provide a complete picture of department resources and programs. Regular USC team meetings were held throughout the period of the survey to promote uniform administration of the survey.

As data compilation continued, counties were given opportunities to review, augment and clarify their responses. A partial summary of responses was distributed at the September 2006 CPOC meeting; a more complete summary with some comparative tables was mailed to the chief probation officers mid-November. Throughout the fall, the USC team continued to receive corrections and additions, identified possible gaps or inconsistencies, and followed-up with individual counties in an effort to compile a correct and complete picture of each county's operations. A draft version of this report was circulated and discussed through the Chief Probation Officers of California (CPOC) prior to its release.

Responses and operational definitions. Designated respondents from each county were asked to report the number of juveniles involved in each intervention or program used by their department on the day of the survey. This snapshot approach of tallying all juveniles in the system on a given day was chosen over the option of totaling the number of juveniles in the system over the course of a year because during the pilot test we learned that most counties did not have data systems to support the latter. Data systems used in many county probation departments did not allow staff to categorize the juveniles served by specific interventions and programs back in time. As juveniles moved to new assignments, the data system was changed to reflect current placement.

The data reported to the state DOJ in Juvenile Court Probation Statistical System (JCPSS) do not track individuals. In a given year, individuals involved in more than one program or intervention during that year (which is true for a large number of juveniles) would be included multiple times as multiple dispositions were received. For example, juveniles in a community supervision program who re-offended and were then sent to a three-month camp program followed by an aftercare program would be counted three times over the course of a year. The snapshot approach avoids this problem and produces a more accurate view of the number and placement of juveniles throughout the system on a given day. It is nonetheless important to keep in mind when interpreting the results of the snapshot that it under-represents the number of juveniles in programs of shorter durations (including early intervention, ordered confinement and camp programs) and conversely over-represents the number of juveniles in programs of longer durations (including confinement in DJJ facilities and DJJ parole) over the course of a year.

Involvement at each level of the continuum of graduated responses on the day of the survey was defined as the count of juveniles involved in all interventions or programs used at that level. The *rate of involvement* is the number of juveniles involved at a given level per 100,000 juvenile residents (ages 10 through 17). Whereas relatively few youth over age 18 remain under the jurisdiction of county departments, the majority of the persons under the jurisdiction of DJJ are over

18 years old. For this reason, two separate involvement rates were calculated for DJJ programs, one based on the juvenile population and the other on the youth population (ages 18 to 24).⁵

For each intervention reported, the average duration, longest current duration and other relevant characteristics including caseload size, average total hours of probation supervision and other services provided were requested. This information could be reported using one of three methods. Some jurisdictions have data systems that allow them to report the precise average number of days that juveniles were involved in a given intervention over the last year. Other jurisdictions could consult recent empirical reports that showed the average durations for their interventions. The rest of the jurisdictions were asked to report an estimate of the average duration based on staff knowledge of what has been typically experienced. Which method used to provide the information requested was noted as: *a precise answer*, *an empirically-based estimate*, or what is *perceived as typical* based on experience. This avoids large amounts of missing data, but also tracks the reliability of the information reported and the routine availability of this information to program managers.

For community probation supervision across all four levels – early intervention, regular supervision, intensive supervision and aftercare – 505 interventions or programs were reported by 50 counties. To determine the rate of involvement at each level, the counts of juveniles involved in specific interventions or programs on the day of the survey were summed and the involvement rate calculated for each county per 100,000 juveniles in the county population.⁶ The median duration and caseload size across specific interventions or programs at each level of response were calculated for each county. The average total hours of probation supervision reported was divided by the average program duration to approximate the level of supervisory contact between officers and juveniles in each probation supervision program. These were then categorized as daily, 2-4 days a week, weekly, 2-3 contacts per month, monthly, less than monthly or unsupervised (banked). For summary tables, the median across programs at the same level for each county was calculated.

At the out-of-home placement level, the count of juveniles placed in foster homes (including relative foster care), group homes at a rate classification level (RCL) of 11 or lower, or group homes at RCL level 12 or higher was tallied for each county.⁷ Counties also indicated out-of-state placements or other treatment facilities in use. At the county confinement level, the count included juveniles held in detention facilities (separately counting those held pre-disposition, for ordered confinement and post-disposition), and those sent to county-run camps, ranches or other similar secure facilities. Finally, at the state level, DJJ reported the number of youth held at state youth corrections facilities (YCF) and on parole for juveniles (age 18 or younger) and youth (age 19 or older) by county of origin.

⁵ Estimates of the number of juveniles between ages 10 and 17 and youth between the ages of 18 and 24 residing in each county were obtained from the California Department of Justice, Criminal Justice Statistics Center.

⁶ The population of juveniles, ages 10 to 17 residing in the county in 2004 per DOJ estimates, was used as the denominator.

⁷ RCL is the *rate classification level* assigned by the state. For further explanation see the summary presented at www.childsworld.ca.gov/Res/pdf/OverviewClassificationLvl.pdf.

Analytical approach. In this report, the county-level rates of juveniles served at each level across the continuum of graduated responses and the typical duration of the interventions implemented at each level are reported. Variability across counties is anticipated for a number of reasons, some of which are idiosyncratic and unique to each county and some of which are systematic in that many jurisdictions are affected in similar ways. The JJDP is a collaboration of stakeholders joined together for the purpose of a balanced focus on reform of the system rather than the singling out of one jurisdiction or another. Any single jurisdiction may appear anomalous for a number of reasons. Variability in the rates of juveniles served in one county may be related to local political attitudes, community expectations and the availability of resources linked to unique community strengths, opportunities, as well as unique situations. For example, one small county has what appears to be an exceptionally high rate of juvenile involvement in early intervention (more than 5 times higher than the state average) but it turns out this is driven by a large number of juveniles from outside of the county who are arrested for under-age drinking while visiting resort locations in that county.

Explanatory variables used. A portion of this report examines systematic sources of variation in the use of graduated interventions – beyond the unique idiosyncrasies of each county. What broad influences, if any, help explain variation across jurisdictions in the state? Three types of potential explanatory variables were used. First, the 50 responding counties were categorized on the basis of size of the resident population (small – population less than 100,000; medium – population between 100,000 and 700,000; and large – population over 700,000) and location or region in the state (North, Central, Sac, Bay, or South CPOC Regions). Some tables show variations in practices for counties grouped by size and by region. Further, analyses explored the association between the variation in county practices observed and other characteristics of the counties, including the percent of residents living in urban or rural settings; the rate of juvenile felony arrests and rate of all juvenile dispositions; the level of median household income; the level of probation department expenditures and the juvenile field staff rate. Finally, the implications of the location of group homes and county camp facilities within the county or only outside of the county were explored.

Findings

Involvement in Juvenile Justice System Interventions in California

All but four of the county probation departments responding to this survey reported substantial participation in school and community-based collaborative prevention programs for juveniles. For purposes of the survey, prevention is defined as programs or interventions targeting juveniles who have *not* been *referred* to probation.⁸ Overall, 46 counties reported a total of 181 prevention programs that took place over the prior year (2005). About a third of these programs were event-based and two-thirds were ongoing programs. The number of juveniles involved is substantial, but due to the nature of the programs, the precise number of juveniles reached by these preventative efforts could not be precisely counted or reported.

⁸ Here, referred means brought to the attention of the probation department by a process that requires the department to take some action, whether it be diversion, informal or formal probation, or some higher level of sanction. By definition then, preventative efforts reach out to juveniles who have not been referred, typically do not involve case files and the county probation department is not necessarily the lead agency in these efforts.

Beginning with early intervention, counts of juvenile involvement at all levels of the juvenile justice system on the day of the survey were reported. County probation departments reported the number of juveniles involved in interventions and programs at each level of the continuum of graduated responses and DJJ provided counts of the youth currently in correctional facilities and on parole by their county of origin. The total counts summed across all participating counties and the proportion involved at each level are given in the first two columns of Table 1. The total number of individuals reported across all levels of the juvenile justice continuum is 108,302 (including some “juveniles” in the adult system). This sum does not include juveniles from the eight counties that did not participate in this part of the survey. A small amount of double counting is also suspected.⁹ The distribution of involvement across levels of graduated sanctions estimated by the percentages in column 2, indicate the statewide distribution of juveniles across levels on a given day.

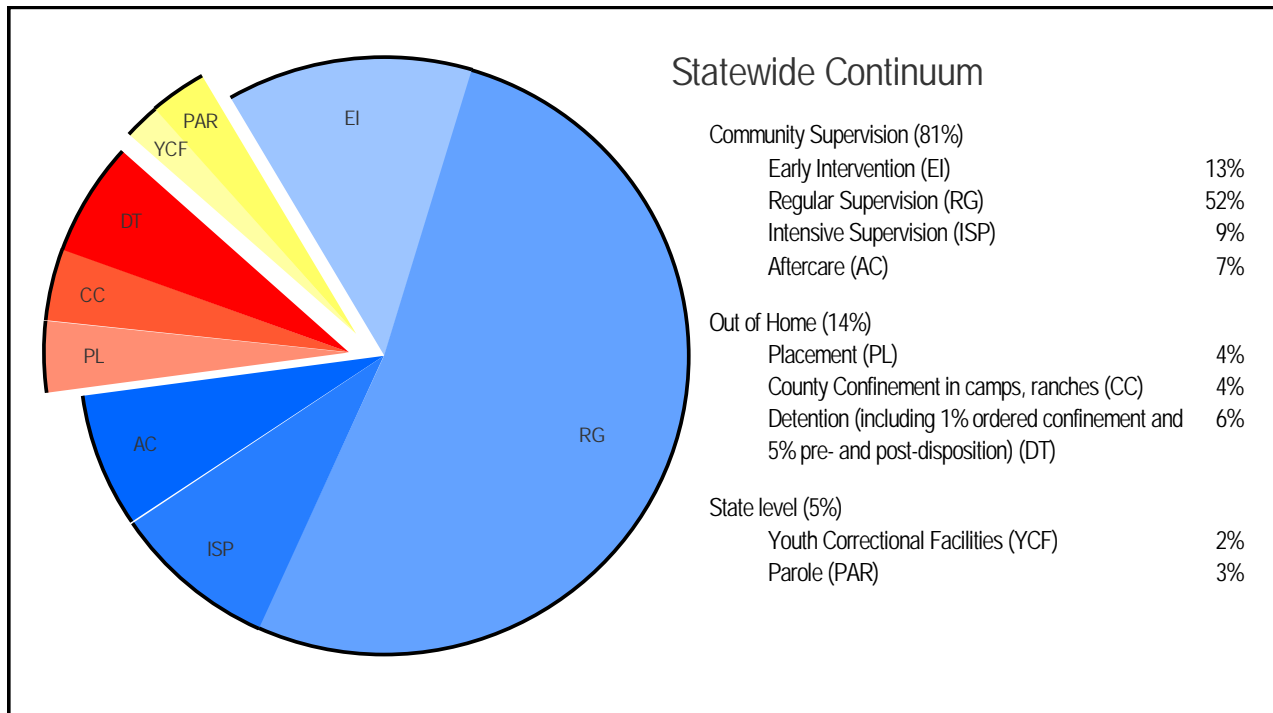
As Figure 2 shows, community probation supervision is divided into four levels that involved a total of 81% of all who were in juvenile justice programs or interventions statewide on the day of the survey. Thirteen percent (13%) of juveniles on community probation supervision were involved in early intervention or diversion programs.¹⁰ The largest proportion (52%) was involved in regular supervision programs. A smaller proportion (9%) was involved in more intensively supervised or special caseloads designed for juveniles who have failed at lower levels or are assessed at high-risk levels and are in need of specialized and more intensive services. The remaining 7% of the juveniles on community probation supervision were involved in aftercare programs run by probation departments that were designed to support juveniles as they transitioned back to the community from county confinement or placement out of the home.

On a given day, an additional 4% were in foster care or group homes ordered by county juvenile courts for delinquency (not including those placed by family or dependency courts); 4% were confined in county ranch or camp programs; 6% are in a county detention facility and a total of 5% are under the jurisdiction of the state DJJ. On the day of the survey, less than 1% or 315 juveniles and youth were involved in the adult criminal justice system due to a crime committed as a juvenile (only 30 of whom were age 18 or less).

⁹ These sums do not include juveniles supervised by the probation departments in Butte, Plumas, Nevada, Riverside, Sonoma, Tehama, Tulare and Tuolumne counties. Further, it has been brought to our attention that in a few counties there is a modest amount of double counting. For example, juveniles on community supervision caseloads may be ordered to detention for brief periods of time as a condition of probation and could be counted both in the hall and on their community caseload. It is our understanding that double counting inflates the statewide percentages by a small but unknown margin.

¹⁰ Diversion is one of the practices that is not uniform across the counties in California. In some jurisdictions, diversion of juveniles takes place primarily at the law enforcement level - where discretion is exercised in the decision to make an arrest or move the case along or not. In some jurisdictions, this discretion is exercised primarily by juvenile probation. In still others, diversion is possible at both levels. Here, early intervention only includes the diversion practices that involve probation departments.

Figure 2



The more detailed data included in Table 1 allow a closer look at levels of involvement in three placement and three detention alternatives. Of those in placement, the greatest number, 53% were placed in group homes with a rate classification level (RCL) of 12 or higher,¹¹ 35% were placed in group homes with RCL 11 or lower and 10% were placed in foster care, leaving 2% involved in other placement alternatives including residential treatment and out-of-state homes not subject to an RCL rating.

For detention, we can see that the greatest number (64%) were held in a detention facility prior to receiving a court disposition, 13% were confined in a detention facility by court order, often due to a violation of probation or as a condition of probation, and 20% were held post disposition – waiting for a court-ordered assignment to placement, camp, or DJJ to be fulfilled, or waiting to be transferred to another jurisdiction.

County Practices

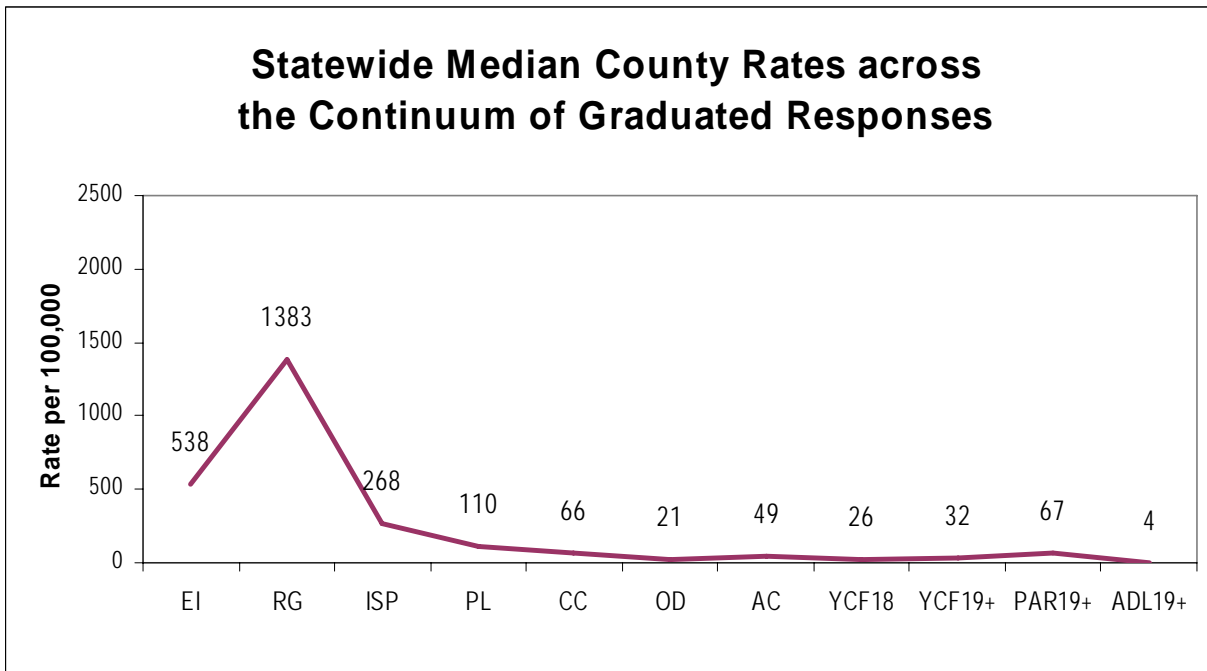
The overall rate of involvement per 100,000 juvenile residents age 18 or younger in the state of California is 2320.¹² Another way to understand levels of involvement in the juvenile justice system across the state is to consider the rates of involvement within each county and calculate the median

¹¹ Generally speaking, the higher the RCL rating the higher the level of treatment provided. For further explanation see the summary presented at www.childsworld.ca.gov/Res/pdf/OverviewClassificationLvls.pdf.

¹² This rate of involvement based is based on 50 of 58 counties. It appears to be unbiased, based on the similarity of rates estimated for involvement in DJJ with or without the inclusion of the missing counties.

rate. The median is the middle rate – the rate where half of the counties are higher and half are lower. The median county rate of involvement at each level of the continuum of graduated responses is plotted in Figure 3. As expected, the median rate declines at every level from regular supervision (RG), intensive supervision (ISP), placement out of the home (PL), county confinement (CC and OD together, the two types of county confinement), aftercare (AC), through DJJ youth correctional facilities for juveniles (YCF18 is the median rate for juveniles age 18 or younger and YCF 19 is the rate for youth age 19 and older). The rate appears to rise for the DJJ youth on parole (PAR19 – 95% of youth on DJJ parole are age 19 and older), but the change in population base makes this difficult to interpret.¹³

Figure 3



Each county operates its own system based on a common set of rules and regulations. In practice, the rates of involvement across counties varied widely. For example, while the statewide median county rate of involvement in the second level of the continuum, RG, is 1383 juveniles per 100,000, the lowest county rate is 181 and the highest county rate of 10,158. The rates reported by each county were divided into four groups, or quartiles, with roughly a quarter of the counties (12 to 13 counties) clustered in each quartile. The range of rates that fall into each quartile are given for each level of sanction in the last four columns in Table 1.¹⁴

¹³ The rates for youth in the juvenile justice system age 19 or older were calculated using the population between the ages of 18 and 24 as the denominator.

¹⁴ The quartile rank assigned to each county at each level of graduated sanctions is included in an appendix so that each department can quickly see where it is in relation to the statewide distribution.

Looking at this distribution, we notice that the range of rates is several times wider in the fourth quartile than in the other quartiles at almost every level of sanctions.¹⁵ This pattern is indicative of a strong positive skew, meaning that a relatively small number of counties have exceptionally large rates of involvement at almost every level on the continuum. What does this high level of variation in the rates of involvement across counties mean for the system and the juveniles involved? A first step in answering this question is to take a closer look at the variability and correlate it with other factors. We can then begin to learn more about systematic influences on county juvenile justice practices and stimulate discussion on factors that influence the implementation of graduated sanctions and ultimately on system outcomes.¹⁶

In this approach to looking at county practices, each county carries the same weight, each represents one system. Summarizing involvement statewide from this perspective we see generally the same pattern we observed using the percentages based on participant counts, but there are some differences which provide clues as to differing county practices. For example, the counts of juveniles in placement and county ranch camps are nearly equal – each involved 3.7 % of juveniles system wide – but we see that the rates of involvement vary more widely for placement (from 0 to 1250) than for ranch camp (0 to 250) and the median or typical rate for ranch camp is lower than the rate for placement (66 per 100,000 for camp involvement vs. 110 for placement). On the day of the survey, 10 counties had no juveniles in camp and six of these stated that they use only DJJ for long-term confinement. In contrast, only one county reported using no foster care or placements in group-homes. So if fewer counties assign youth to camps, how is it that the overall count in camps is so similar to the overall count in placement? The answer is that larger counties use camps more than smaller counties do – so a larger count of juveniles are placed by fewer counties even though their rates are relatively low. We will also see in the next section that smaller counties use placement more than larger counties and their rates of use are relatively high.

Variability in County Practices

A series of tables show the median county rate of involvement across the continuum of graduated responses by county size and region in the state. The objective here is to describe variability in the implementation of graduated response.

Variability by county size. The counties were categorized on the basis of their population size. Twenty-seven counties with populations less than 100,000 in 2004 were designated as small counties; ten with populations between 100,000 and 700,000 as medium; and thirteen with populations over 700,000 as large counties.¹⁷ Table 2 shows the median rate of county involvement

¹⁵ The exception is the ranch camp rate, where the range in the 4th quartile is only 2.5 times higher than the 3rd quartile.

¹⁶ The heterogeneity in variance observed (increasing variability across the distribution of county rates) and the presence of outliers cause bias in parametric tests including regression analyses, ANOVA and t-tests. Alternatively, robust methods (Wilcox, 2003) have been applied here to confirm the relationships discussed. We believe that this is a conservative approach since in this instance the population of juvenile justice systems in California (n= 51 out of 59 entities, counties plus DJJ) is being observed and described directly rather than indirectly by drawing a sample and making inferences about the population. Regardless, the relationships observed and reported should be interpreted descriptively as associations, rather than inferences about cause and effect. Causal inferences cannot be supported empirically by the data or analyses reported here.

at each level of the continuum of graduated responses for the small, medium and large counties. Medians are used to avoid bias due to skewed distributions or outliers.

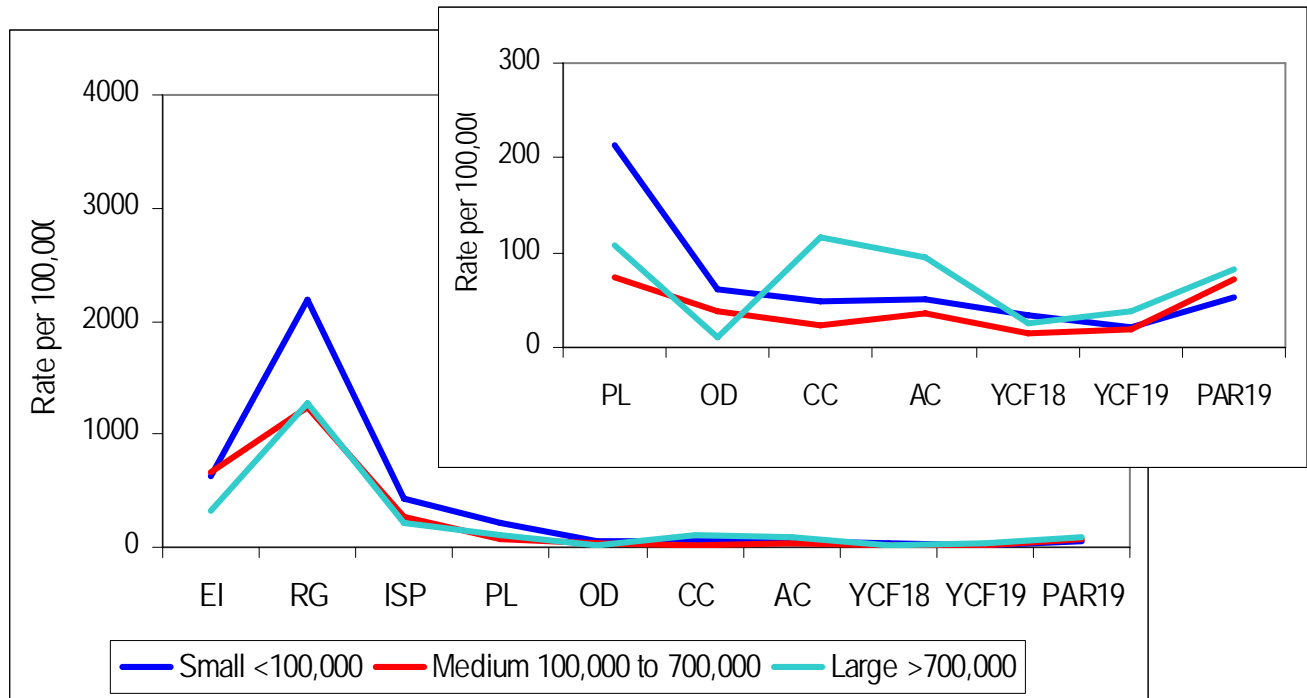
The median rates across the continuum are plotted in Figure 4 (definitions of the abbreviations across the x-axis are given in Figure 1). The figure shows that juvenile residents of the smaller counties are involved in the primary levels of community supervision (EI, RG, ISP) at higher rates than medium and large county residents with one exception: residents of medium-sized counties are involved at about the same levels as the small counties in early intervention (EI), almost twice as high as the large county rate. The largest differences are observed for regular probation supervision programs (2182 in small vs. 1247 in medium and 1279 in large) and intensive probation supervision (431 vs. 268 and 206).

The inset in Figure 4 is an enlargement of the higher levels of the graduated continuum. Here we see, based on median rates, that juvenile residents of small counties are placed out of their homes in foster care or group homes (PL) at higher rates than elsewhere in the state (214 vs. 75 and 107). Not in every small county, but in the smaller counties as a group, juvenile courts and probation departments place approximately double the rate of their juvenile population out of their homes into foster care or group homes than the rates reported in medium and large counties.

¹⁷ Twenty-seven small counties are (Alpine, Amador, Calaveras, Colusa, Del Norte, El Dorado, Glenn, Humboldt, Imperial, Inyo, Kings, Lake, Lassen, Madera, Mariposa, Mendocino, Modoc, Mono, Napa, San Benito, Shasta, Sierra, Siskiyou, Sutter, Trinity, Yolo and Yuba). Ten medium counties are (Marin, Merced, Monterey, Placer, San Joaquin, San Luis Obispo, Santa Barbara, Santa Cruz, Solano and Stanislaus), leaving 13 large counties (Alameda, Contra Costa, Fresno, Kern, Los Angeles, Orange, Sacramento, San Bernardino, San Diego, San Francisco, San Mateo, Santa Clara and Ventura).

Figure 4

Median County Rates by County Size across the Continuum of Graduated Responses



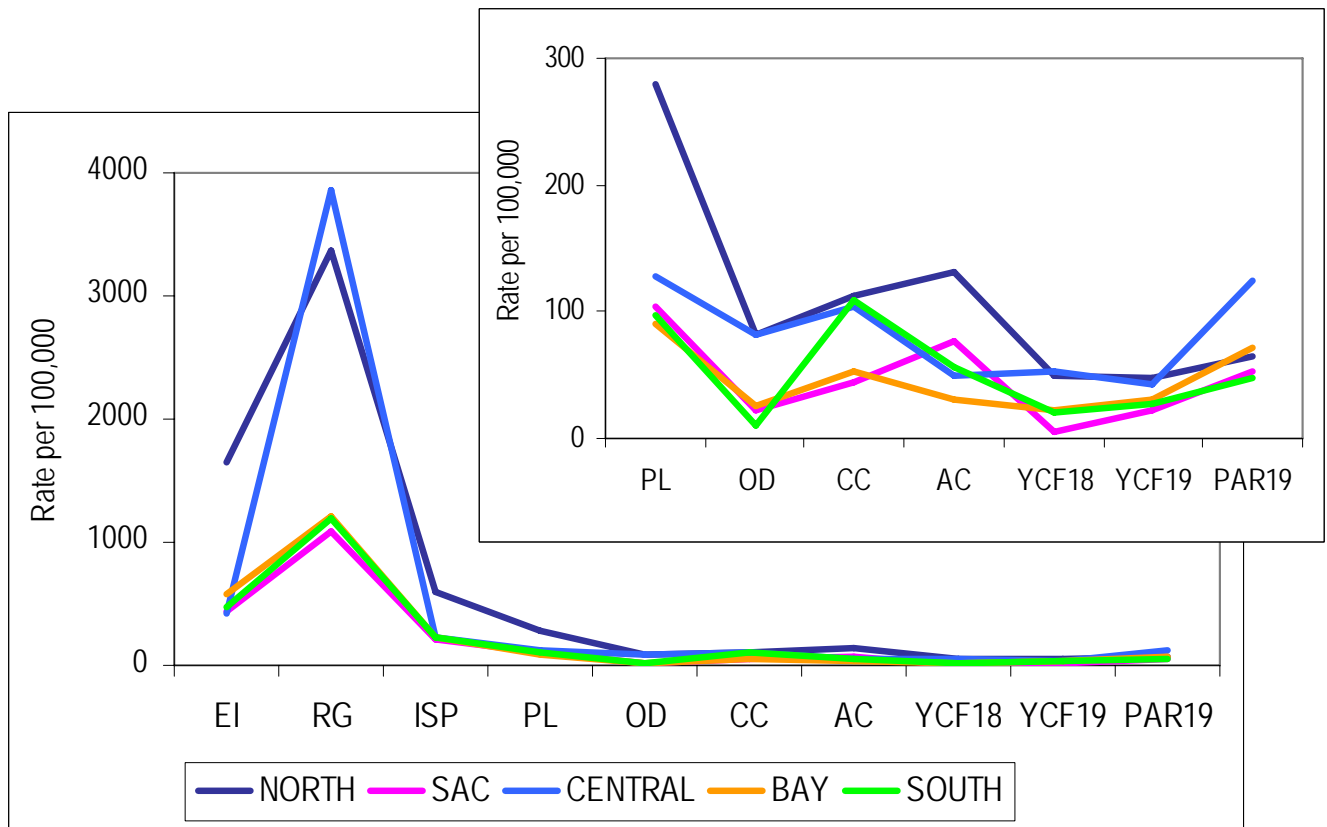
The medium-sized counties report lower rates at nearly all levels of the continuum that place juveniles out of their homes, including placement (PL), county camps (CC) and DJJ youth correctional facilities (YCF). In large counties as a whole – but not in all large counties – a higher rate of involvement in ranch camps (116 vs. 23 and 49) was reported. This may explain their relatively higher rates in aftercare programs (94 vs. 35 and 50), which are programs linked to transitioning back to the community from confinement and placement. Despite differences in the types of facilities used, large and small counties report similar overall rates of county confinement (OD and CC combined), which are approximately double the rates reported in medium-sized counties. Given the high rate of placement in small counties as well, the rate of aftercare in these counties is lower than would be expected.

Variability by region in the state. Next, counties were categorized by regions according to the divisions used by CPOC.¹⁸ Here we see in Table 3 and Figure 5 that at almost every level of sanctions, the median rate of involvement in the North Region was the highest in the state. The median rates of involvement in community supervision (EI, RG, ISP, AC) and in all types of out-of-home placement except camps (PL, OD, DJJ YCF) were relatively higher in the counties in the northern part of the state (as a group) than the Sac, Bay and South Regions. Central Region counties had the highest median rate of involvement in regular probation supervision (RG) and high rates of

¹⁸ The North Region includes Colusa, Del Norte, Glenn, Humboldt, Lassen, Modoc, Shasta, Sierra, Siskiyou and Trinity; Sac Region includes Alpine, Amador, Calaveras, El Dorado, Lake, Placer, Sacramento, San Joaquin, Sutter, Yolo and Yuba; Central Region includes Fresno, Inyo, Kern, Kings, Madera, Mariposa, Merced, Mono and Stanislaus; Bay Region includes Alameda, Contra Costa, Marin, Mendocino, Monterey, Napa, San Benito, San Francisco, San Mateo, Santa Clara, Santa Cruz and Solano; and the South Region includes Imperial, Los Angeles, Orange, San Bernardino, San Diego, San Luis Obispo, Santa Barbara and Ventura.

involvement in court-ordered detention (OD), ranch camp (CC) and in DJJ youth correctional facilities and parole (YCF, PAR). Juvenile residents in both the North and Central Regions of the state were involved at a higher rate in placement out of the home (PL), court-ordered detention (OD) and in DJJ than elsewhere in the state. As a group the counties in the Sac and Bay Regions had the lower rates of camp use (CC) than counties in the South, North and Central Regions.

Figure 5
Median County Rates by Region across the Continuum of Graduated Responses



What factors contribute to the variability in county practices just described across county size and location? Specifically, what additional factors may help us understand the high rates of involvement in DJJ apparent in the North and Central Regions, placement rates in North Region and small counties, ordered confinement in detention facilities among the North and Central Regions and small counties? Why are juveniles more likely to be confined in ranch or camp programs in the large counties and in the North, Central and South Regions? We will consider the role of some county level environment factors including rural settings and level of juvenile felony arrests, economic factors represented by median household income, and the role of department resources using the rate of juvenile field staff and overall department expenditures.

Variability by rural/urban settings. Counties were categorized into three groups based on the percent of residents living in a rural environment. The most rural counties in the state were those

with more than 35% living in rural settings, while counties with under 10% were the least.¹⁹ For regular probation supervision (RG) and placement (PL), the median rates of involvement were higher among counties with the highest rural populations (3013 and 239 respectively) than in those in the middle (1491 and 91) and low (1220 and 95) categories. This is consistent with the finding that smaller counties use placement at higher rates because 100% of the rural counties were categorized as small counties. Eleven of the fifteen counties with the highest placement rates are both small and rural.²⁰

The rural setting helps explain some of the systematic variation in placement rates and is also consistent with high rates of regular but not intensive probation supervision. Rural settings were also associated with lower rates of camp (16 vs. 89 and 99) which does not explain why the North and Central Regions reported higher camp use, nor is it associated with higher levels of DJJ involvement in these regions.

Variability by level of juvenile arrests. The rate of juvenile felony arrests per 100,000 juvenile residents was averaged over two years (2004 and 2005) to provide more stable rates in counties with a low volume of arrests. Counties were then categorized into three groups excluding two counties that indicated that a substantial proportion of their arrests involve juveniles from out of the county coming to resort areas within the county (Alpine and Sierra).²¹ The median rates of involvement in graduated responses at the low, medium and high arrest rate levels are shown in Table 5. Here differences are apparent only on the rates of involvement in DJJ youth facilities and parole. Counties with the highest juvenile felony arrest rates in the state consistently showed higher involvement in DJJ correctional facilities and DJJ parole than elsewhere in the state, especially where juvenile felony arrest rates were low. Consistent with regional differences in DJJ involvement, among the top ten counties with highest rates of DJJ involvement, more than half have both high arrest rates and are from the North or Central Regions.²²

¹⁹ Counties were categorized by the percent of their residents living in rural settings based on information from the US Census in 2000. The most rural counties in the state were those with more than 35% of residents living in rural settings, including Alpine, Amador, Calaveras, Colusa, El Dorado, Glenn, Inyo, Lake, Lassen, Mariposa, Mendocino, Modoc, Mono, Sierra, Siskiyou and Trinity. The counties with under 10% of their population living in rural settings include Alameda, Contra Costa, Los Angeles, Marin, Orange, Sacramento, San Bernardino, San Diego, San Francisco, San Joaquin, San Mateo, Santa Barbara, Santa Clara, Solano, Stanislaus, Ventura and Yolo. The counties in between these include Del Norte, Fresno, Humboldt, Imperial, Kern, Kings, Madera, Merced, Monterey, Napa, Placer, San Benito, San Luis Obispo, Santa Cruz, Shasta, Sutter and Yuba.

²⁰ These include Sierra, Lassen, Trinity, Modoc, Inyo, Mariposa, Lake, Siskiyou, Mendocino, Humboldt, Mono and Colusa County.

²¹ The rates of juvenile felony arrests by county for 2004 and 2005 were averaged to give more stability to the rates in the smaller counties. The counties were categorized into three groups excluding two counties that indicated during the survey that a substantial proportion of their arrests involve juveniles from out of the county coming to resort areas in the county (Alpine and Sierra). The counties with low felony arrest rates include Amador, Colusa, Del Norte, Humboldt, Imperial, Inyo, Lassen, Madera, Mariposa, Mono, Napa, Orange, San Benito, San Luis Obispo, Trinity and Ventura. Those categorized as medium were Alameda, Calaveras, Contra Costa, El Dorado, Los Angeles, Marin, Monterey, Placer, Sacramento, San Bernardino, San Diego, San Mateo, Santa Barbara Santa Clara and Siskiyou. The counties with high juvenile felony arrest rate levels were Fresno, Glenn, Kern, Kings, Lake, Mendocino, Merced, Modoc, San Francisco, San Joaquin, Santa Cruz, Shasta, Solano, Stanislaus, Sutter and Yolo.

²² These include Merced, Modoc, Kings, Fresno, Shasta and Glenn.

Variability by median household income. The next characteristic studied explains more of the variation in the rates of involvement than any other characteristic above because differences were found across several levels of the continuum (see Table 6). Counties were divided into the lowest third, middle third and highest third on their level of median household income as measured by the 2000 US Census.²³ Counties with the lowest median household incomes reported the highest involvement of their juvenile residents in regular probation supervision (3278); in placement overall (214) and foster care in particular (49) but not in group home placement. These counties had a higher median detention rate overall (252) and higher rate of ordered confinement (71) than elsewhere in the state. The rate of confinement in county ranch camp programs was unrelated with an equally high median rate of involvement in the poorest (75) and the wealthiest (78) counties. A higher rate of involvement of juveniles age 18 or less in DJJ corrections facilities (50) and youth in DJJ parole (93) was observed in counties with where the median incomes of residents are the lowest.

These results complement some of the findings for county size and region reported above. Eighty-two percent (82%) of the poorest counties are small and are disproportionately located in the North (47%) and Central (35%) Regions. These analyses suggest that the median rates of placement overall and particularly placement to foster care ordered through the jurisdiction of the juvenile justice court system (separate from family or dependency court placements) are elevated in counties with more economically disadvantaged populations. These populations are more prevalent in, but not limited to, the smaller counties and counties in the North and Central Regions. Interestingly, the relationship between county household incomes and county juvenile felony arrest rates is weak,²⁴ so economic disadvantage and high county arrest rates appear to be two separate explanations behind variation in county probation practices associated with higher involvement in state level corrections through DJJ.

Variability by probation department resources. Two indicators of the level of resources available to counties to implement interventions and programs were used. The first, shown in Table 7 is the number of juvenile field officers (not including managers or those working in facilities) in relation to the population served – the rate of field staff per 100,000 juvenile county residents.²⁵ The second,

²³ Counties were divided into the lowest, middle and highest third on their level of median household income based on the 2000 US Census as follows. Counties in the lowest third were Colusa, Del Norte, Fresno, Glenn, Humboldt, Imperial, Inyo, Kern, Kings, Lake, Mariposa, Merced, Modoc, Shasta, Siskiyou, Trinity and Yuba. Those in the middle third were Alpine, Amador, Calaveras, Lassen, Los Angeles, Madera, Mendocino, Mono, Sacramento, San Bernardino, San Joaquin, San Luis Obispo, Santa Barbara, Sierra, Stanislaus, Sutter and Yolo. Finally, the counties in the top third on median household income were Alameda, Contra Costa, El Dorado, Marin, Monterey, Napa, Orange, Placer, San Benito, San Diego, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano and Ventura.

²⁴ Linear chi square = 0.18, ns.

²⁵ This information was collected from each county on the department resources page of the survey. The decision was made to focus on field staff only because all counties have field staff while not all counties have managers or facilities. An indicator of the number of field staff per 100,000 juvenile county residents between ages 10 and 17 in 2005 was calculated. Counties in the bottom third on rate of juvenile field staff per 100,000 juvenile residents are: Amador, Calaveras, Contra Costa, Del Norte, Fresno, Marin, Merced, Orange, Placer, San Benito, San Diego, San Joaquin, Santa Clara, Santa Cruz, Stanislaus, and Ventura. Counties in the middle third on field staff rate include: Alameda, El Dorado, Glenn, Kings, Los Angeles, Madera, Monterey, Napa, San Bernardino, San Francisco, San Luis Obispo, San Mateo, Santa Barbara, Shasta, Solano, and Yolo. Those in the top third on rate of juvenile field staff are Colusa, Humboldt,

in Table 8 is the total county probation department expenditures (juvenile and adult) in relation to the population served, the rate per 100,000 total county population.²⁶ Looking at these two tables together we see evidence that a higher level of resources is associated with higher levels of placement overall (double the rate or more) and much higher involvement in foster care (six or seven times more). Conversely, the median involvement rate among counties with fewer resources is low for aftercare programs, placement and detention overall, especially for post-detention purposes.

Counties that do or do not operate ranch camp confinement programs. Twenty-eight county probation departments operate one or more ranch, camp or other similar custodial treatment facility or program of their own, or partner with a neighboring county to jointly run a facility. Six of these use facilities in other counties as well as their own. Fourteen county probation departments do not operate their own facilities, but do use ranch or camp facilities run by other counties. Eight probation departments stated that they do not include ranch camp programs in their continuum of graduated responses.²⁷

How is this variation in the availability of local ranch camp programs related to rates of involvement in levels of confinement? To answer this question, we examined the rates of involvement in all three types of confinement settings used by counties, divided into the following categories: 1) counties that operate their own ranch, camp or similar confinement programs in their own facilities (n=28), 2) counties that do not operate their own ranch camp facilities but do use those operated by other counties (n=14) and 3) counties that do not include ranch camp programs in their continuum of possible juvenile justice responses (n=8).

Imperial, Inyo, Kern, Lake, Lassen, Mariposa, Mendocino, Modoc, Mono, Sacramento, Siskiyou, Sutter, Trinity and Yuba.

²⁶ California DOJ Criminal Justice Statistics Center publishes the total department expenditures per fiscal year. The most recent year available was for the fiscal year 2003-2004. This is not ideal because it includes all adult as well as all juvenile operations, but it should capture some important variation in the level of resources available to each county department relative to the population served. Rates calculated for this indicator were based on the total county population in the year 2004. Those with the lowest department expenditure rates include Calaveras, Marin, Merced, Orange, Placer, San Joaquin, Santa Clara, Stanislaus, El Dorado, San Bernardino, San Luis Obispo, Yolo, Imperial, Lake, Modoc, and Mono. Those in the middle third on expenditure rate are Alameda, Amador, Colusa, Contra Costa, Fresno, Kern, Los Angeles, Madera, Monterey, San Benito, San Diego, San Mateo, Santa Cruz, Shasta, Sutter, and Ventura. The top third of counties on department expenditure rate are Del Norte, Glenn, Humboldt, Inyo, Kings, Lassen, Mariposa, Mendocino, Napa, Sacramento, San Francisco, Santa Barbara, Sierra, Siskiyou, Solano, Trinity and Yuba.

²⁷ The following counties operate one or more county confinement facilities or confinement programs: Alameda, Contra Costa, Del Norte, El Dorado, Fresno, Humboldt, Kern, Kings, Los Angeles, Madera, Merced, Monterey, Orange, Sacramento, San Bernardino, San Diego, San Francisco, San Joaquin, San Mateo, Santa Barbara, Santa Clara, Shasta, Trinity and Ventura. On the day of the survey, six of these also sent juveniles to facilities operated by other counties including Contra Costa, El Dorado, Merced, San Bernardino, San Mateo and Trinity. The two pairs of counties that jointly operate county confinement ranch camp programs are Colusa / Solano and Sutter / Yuba. Counties that do not operate ranch camp facilities: Alpine, Amador, Calaveras, Glenn, Lassen, Modoc, Napa, Placer, San Benito, San Luis Obispo, Santa Cruz, Sierra, Siskiyou and Yolo. Counties that do not use county ranch camp programs in their local juvenile justice continuum: Imperial, Inyo, Lake, Marin, Mariposa, Mendocino, Mono and Stanislaus probation departments.

These three categories define the rows in the chart below in Figure 6. The first column shows that involvement in camp programs is highest in counties that run their own camps (108). The next column shows that counties that do not place juveniles in county camp programs have the highest rate of confinement in juvenile detention centers (71). During the survey, a couple of counties that do not use camp programs at all commented that they use confinement in juvenile hall and placement in group homes or foster care instead. To check this, we calculated the median rate of placement across these three groups of counties. In column 4 we observe that the median rate of placement is highest (224) among the counties that do not use ranch camps at all.

Finally, we wondered if these differences in use the options available in the mid range of the were associated with differences in the median rates of involvement in DJJ. In column 4 we observe that the rates across these three categories are very similar for juveniles age 18 or younger in DJJ youth correctional facilities. In the last next column we see that the median rate of confinement in DJJ youth correctional facilities for youth age 19 or older does vary, with the highest rate observed for the group of counties that have their own camp facilities.

Figure 6
Median Rates of all types of confinement and placement

	Median Rate in county ranch camp	Median Rate of ordered confinement in detention facility	Median Rate in placement to grp home or foster care	Median Rate in DJJ YCF Age 18 or less	Median Rate in DJJ Age 19 or older
Operate own camps (n=28)	108	38	99	26	37
Use outside camps (n=14)	21	14	138	29	20
Do not use camp (n=8)	0	71	224	27	6

¹ Rates are the count of juveniles confined per 100,000 juvenile population

Note on availability of group homes. Group homes are not operated by county probation departments. They are operated by private organizations and must be licensed by the state. The state maintains a list of licensed programs that includes the RCL level, address and rated capacity of each approved facility. One question often raised about the rates of placement in group homes has to do with the availability of beds in licensed group homes within each county or region.

Using a list of approved group homes as of 10 July 2006, we summed the total number of beds available in each county by RCL level. Juveniles are placed in group homes from the juvenile justice system (from delinquency courts) and also from the child welfare system (dependency courts). The analysis here only includes placements from the juvenile justice system in the fifty counties responding to the survey.

Using the counts of juveniles placed in a group home on the day of the survey, we estimated the percentage of beds occupied by *juvenile justice placements* in the 50 counties surveyed. Table 9

shows estimates of the percentage of beds occupied by these placements by region. Since we knew the bed capacity for all counties, regardless of their participation in the survey, we calculated the percentages in two ways, once using the bed capacities within the 50 surveyed counties only and then also using all of the counties within each region, reasoning that homes in neighboring counties might be used.

From both approaches similar conclusions can be drawn. The percentage of available beds used for juvenile justice placements in group homes at RCL levels 11 or lower is similar across regions. They vary at most by 5 percentage points. However, for group homes at RCL levels 12 or higher, the percentage used by juvenile justice placements varies by approximately 25 percentage points between the highest region (Sac Region) and the lowest region (South Region). Both of these regions showed relatively low *rates of involvement* in placements out of the home in Table 2. The highest rate of placement at both levels was found in the North Region, while the Sac and South Regions had the two lowest rates of RCL 11 or lower group home use. Local issues including the quality of group homes, distance from families, and competition for beds with placements from the child welfare system are all in play. The analysis here sheds little light on the reasons for the systematic differences in placement levels across the regions described above.

Description of the duration and intensity of supervision. Using the median across counties and across DJJ facilities, Table 10a describes the average duration of interventions at each level of the continuum of responses and Table 10b describes the intensity of supervision across levels of community probation.

Table 10a shows that the duration of community supervision programs increases from 5 months for early intervention, 9 months for regular supervision, 9.3 months for intensive supervision programs and drops to 6 months for aftercare programs. The longest duration reported for was 1 year for early intervention, 1.5 years for regular supervision, 2.5 years for intensive supervision, and 2 years for aftercare programs.

The median average duration of placement in foster care or group homes was 1 year and the longest average duration reported was 2 years. The duration of confinement in ranch camp programs or detention centers was at least half as long. The median average duration of confinement in county ranch camp programs was 4.5 months with the longest average duration reported 9 months. We do not have duration data separated by reason of detention, so we cannot estimate the average length of ordered confinement in a juvenile detention center. For detention overall (for ordered confinement as well as pre and post disposition), the median average duration in detention was 23 days and the longest average detention time reported was 9 months.

At the state level, durations reported were four times longer than county confinement. The median average duration reported in a youth correctional facility was 2 years. For all of these reported durations, only the duration of current dispositions were reported. That is, for youth who left and returned to confinement, only the current term of confinement was counted.

One implication of these differences in durations is that interventions with shorter durations will be under-represented in the snapshot and those with longer durations will be over-represented in the snapshot, relative to counts or rates based on the number involved at these levels of the system over the course of a year, for example.

Capacity for Evidence-Based Practices

Beyond the objective of describing county juvenile justice practices, there is the objective of describing key aspects of the system's capacity for evidence-based practices that promote and sustain favorable outcomes for juveniles and their communities. Three key aspects of capacity addressed in the survey are:

- 1) The practice of routinely administering validated multi-factor risk assessments at intake and periodically thereafter to determine the appropriate level of intervention in response to delinquent behavior;
- 2) The routine availability of accurate and timely data on the intensity, duration and content of interventions as they are delivered; and
- 3) The practice of defining outcomes for juveniles involved in the different interventions in use and routinely monitoring outcomes achieved by level of risk of offending at intake.

What makes these elements important? Strong themes have emerged in the current research on the effectiveness of juvenile justice interventions. First, proven intervention models across a continuum from diversion to incarceration programs are available (for some examples see Lipsey and Wilson, 1999). As a field, we are well beyond the "nothing works" complaints of the past. However, just choosing a proven program or intervention approach is just the first step toward improving outcomes. It has been demonstrated that program effectiveness is increased when: a) the level of intervention and sanction is match to the young offender's risk of re-offending and b) the implementation of evidence-based programs is supported and monitored so that the interventions *as they are delivered* meet the criteria proven effective (i.e., in terms of intensity, duration and content). There is a growing literature that demonstrates that programs frequently fall short in these two areas.

Evidence-based programs have been ineffective or worse (by inadvertently increasing levels of criminal or delinquent behavior) when they are delivered to individuals at inappropriate levels of risk (i.e., when programs effective for high-risk youth are delivered to low-risk youth, see Hennigan, Maxson and Zhang, 2005; Lowencamp and Latessa, 2006) and when they are implemented at a different intensity or duration or with altered content than called for (for a recent example, see Wilson and Davis, 2006). For these reasons, the *capacity* for evidence-based practices rests in part on the routine ability to assess risk at intake and match juveniles to the appropriate level of intervention and the availability of the details of program delivery -- intensity, duration and content for routine monitoring and review by the responsible directors or managers.

Finally, the practice of monitoring outcomes for juveniles involved in the different interventions is important. A meaningful review of outcomes requires a consensus on which outcomes should be tracked, specific information on the chosen outcomes at the individual level at a specified time after the intervention(s) completion, knowledge of an individual's risk assessed at intake and subsequently, and the specific interventions or program elements provided to an individual over time. Some counties are further along in developing their capacity for evidence-based practices than others. In the next sections we review survey responses that shed light on progress in this area.

Risk assessment to determine the level of response to delinquent behavior. From an evidence-based perspective, assessing the level of risk of re-offending using an accurate assessment tool to determine the level of response (i.e., which level on the continuum of graduated responses should be assigned and what type of program should be provided in custody settings) is critical because research shows that placing low-risk youth in intensive interventions can actually do more harm than good – resulting in an increase rather than a decrease in future offending. In addition, placing high-risk youth in less intensive interventions than needed wastes precious time in addressing emerging problems that often become more difficult to turn around the more involved a juvenile becomes in the criminal justice system. For custody programs and reentry as well the risk of re-offending is critical to choosing a program that has the best chance of success.

Risk factors are attitudes, experiences and behaviors or issues that have been empirically related to juvenile offending. Research suggests that the presence of risk factors across multiple domains (including age of first offense, past behavior, substance use, mental health, family, school, peer and community environment) is a better predictor of persisting criminal behavior than multiple problems within a single or a few domains. For this reason, the best indication of a juvenile's risk of re-offending is estimated using a scored multi-factor risk assessment tool that incorporates a balanced set of specific questions across a wide range of risk factor domains and uses a scoring scheme that has been empirically proven to predict future offending for juveniles with disparate patterns of problems. Resiliency or protective factors are important as well because these represent strengths that may be a starting point in reducing antisocial behavior.

Despite best intentions, the predictive ability of unvalidated assessments is questionable, often as a result of missing domains, an overemphasis on a few domains or lack of specificity. Validated risk assessment tools have been empirically proven to predict future offending. The validation study confirms a scoring scheme that classifies high risk and low risk and a mid-risk group in between. Ideally this validation needs to be confirmed locally in the same population where it is to be used. As part of the survey, each probation department was asked to send a copy of the risk assessments in use, describe the origin of the tool, how it is used and whether it has been empirically validated. The county responses are summarized in Figure 7 below.

Respondents from 18 of 55 counties (33%) reported that their departments use a risk assessment tool that has been validated to determine the level of response, including three counties that recently adopted an assessment tool that was not in use at the time of the survey. Six counties use Back on Track (BOT) developed by Robert Barnoski, Ph.D. with software developed by Allvest Information Services, Inc (including Monterey, San Benito, San Mateo, Santa Cruz and Stanislaus County, and Merced reported that it recently adopted BOT though it was not in use on day of survey). Three counties use the Risk and Resiliency Checkup developed by Brad Bogue and J-SAT (including Amador, Los Angeles and San Diego County). Two counties use the Orange County / NIC Assessment of Juvenile Risk (developed in Orange County with the National Institute of Corrections, also used in Placer County). Two counties use the Youth Service Level / Case Management Inventory System (YLS/CMI) developed by R. D. Hoge, Ph.D. & D. A. Andrews, Ph.D (Napa and Siskiyou). The Correctional Offender Management Profile for Alternative Sanctions (COMPAS), developed by Northpointe, is used by Ventura and is being adopted by San Bernardino County. Three additional counties report using assessment tools unique to their county.

²⁸ These include Santa Barbara which uses a risk assessment recently developed and validated by

²⁸ A copy of the validation study was requested. We could not independently confirm that these tools were validated.

partners at UCSB; Marin County that adopted a tool developed by NCCD and Sacramento that reports using a validated tool adapted from the Wisconsin model.

Of the remaining counties, 9 reported using a risk assessment tool that had not been validated and 26 counties had no risk assessment tool in use for this purpose.²⁹ Eleven counties reported that level of risk was reassessed periodically; in 10 counties the risk assessments were accessible by staff online.

Figure 7

County probation departments' use of scored risk assessment tools to determine the level of sanction.					
Responded to survey	No scored risk tool in use	Scored tool unvalidated	Validated ¹ risk assessment tool	Risk results available electronically	Updated periodically
55	26	9	18	10	11
96%	47%	16%	33%	18%	20%

¹ Based on the respondents' reports. Here validated means that the county reported that the instrument was empirically validated within the last ten years, but not necessarily for the local population.

These findings suggest that many departments have the potential to substantially improve juvenile justice outcomes by the adoption and use of validated multi-factor risk assessments to determine an appropriate level of response for rehabilitative purposes. The survey results suggest that this is an area where a large part of the California juvenile justice system is currently not taking advantage of the best practices available. Supporting counties in their efforts to select and adopt a valid risk assessment tool and to train staff to use it is a necessary and critical goal if the system is to take advantage of evidence-based practices in juvenile justice intervention to improve outcomes for juveniles in the state.

Availability of the details of interventions as delivered. The practice of monitoring common practices and comparing them to evidence-based benchmarks requires rather precise knowledge of several factors: a) the background of the juveniles involved in interventions, b) the content of the intervention as delivered, c) the duration and intensity of the intervention as delivered and d) performance and outcome milestones. This requires a data system that allows probation and DJJ managers to easily track and record specific intervention components received at the individual level on a regular basis, the routine use of validated multi-factor risk assessments to effectively

²⁹ Assessments for this purpose are distinct from those designed specifically to determine whether to hold or release from juvenile detention. Only half of the counties that use a detention decision assessment also use a multi-factor risk assessment to determine level of response.

measure risk factors predictive of the risk of re-offending and a method of tracking meaningful outcomes.

The survey requested information about key elements not only to begin the process of describing the array of juvenile justice interventions in use but also to reflect on the capacity of the juvenile justice system as a whole to monitor the implementation and outcomes of these interventions. The availability of precise information on elements collected in the survey including counts of juveniles involved, the duration, intensity of community supervision and hours of services is described in Table 10. For each key data element requested, respondents were asked to indicate whether the data reported for each intervention was *precise*, an *empirically-based estimate*, or what was *perceived as typical based on experience*.

For the counts of juveniles involved in interventions across the continuum, the vast majority were reported precisely known or could be reported based on a recent empirical report. Precise or empirically-based counts were reported for from 76% to 84% of the over 500 community probation supervision programs described to survey staff. This left 16% to 24% of the community probation supervision program counts that were based on experience or were unreported. A larger number (13%) of the aftercare program counts were not reported, in part because several of these were described as new and a count of participants was not available. The precise answer or empirically-based answer was reported for 91% of the placement counts, 98% of the detention counts and 97% of the ranch camp counts. DJJ provided precise counts of all juveniles and youth currently involved in DJJ corrections or parole by county of origin. While the availability of this information could be improved for the community-based interventions, overall the counties and DJJ had relatively little difficulty reporting reliable information on involvement rates across the board.

Reporting the average duration for the same set of interventions proved more difficult. Calculating the average duration precisely requires a data system that tracks the varying experiences of each program participant over time. For approximately 25% of the community probation supervision programs, 30% of the group home placements, 60% of the detention programs, 48% of the county ranch camp programs and 100% of DJJ confinements, this was possible. Bolstered by empirical reports, a reliable estimate of the average duration could be reported for more than half of the community probation supervision programs, 59% of group home placements, 92% of detention and 81% of ranch camp programs. This left over 40% of the community programs and group home placements with no reliable estimate of the duration (as implemented). Duration was not reliably available for 8% of the detention and 19% of the ranch camp programs.

The level of contact between the probation officer and juveniles on community supervision was rarely precisely known. This could only be estimated or was unknown in 70% of the programs. As indicated in the bottom of Table 10, over all levels, it was most difficult for staff to report the hours of services actually received. For approximately 75% of community supervision services, 60% of services in detention centers, 40% of in ranch camp programs and 35% of services in DJJ facilities, the respondents could not report precise or empirically-based hours of services received.

Based on the ease or difficulty with which county departments were able to supply these details of their programs as implemented, we can infer that this type of information is not readily available to staff in a large number of the juvenile justice programs in the community and in facilities. For the majority, this type of information was very difficult or impossible to obtain (short of pulling case files and coding the data). It seems that there is much room for improvement in the data systems

available to county probation departments and the state DJJ that would allow managers to review the duration and intensity of interventions *as delivered*. Data systems designed to support the capacity to routinely monitor specific implementation criteria needed to compare current practices with evidence-based benchmarks is lacking in many (but not all) counties and also in DJJ.

Given the powerful evidence accumulating in the program evaluation literature about the importance of monitoring these implementation details, building capacity to identify gaps in implementation relative to evidence-based benchmarks has the potential to reap large dividends in terms of better outcomes for youth. Failure to do so may result in well-intentioned efforts with little or reduced value.

Capacity to track the outcomes of interventions in use. One question that comes to mind as ideas for improving outcomes in the juvenile justice system are discussed is: Which outcomes are currently being tracked to determine the effectiveness of interventions in use? For each program or intervention reported in the survey, respondents were asked to “define any measures of success in this program used by the department.” These definitions and the time frame employed (during the program or after the program) were tallied separately at each level of community probation supervision. As Table 12 shows, for 29% of the early intervention programs, 32% of the regular probation supervision programs, 26% of the intensive probation supervision programs and 42% of the aftercare programs in use, respondents indicated that *no outcomes were tracked at all*.

When programs were evaluated, multiple criteria were sometimes considered so the categories shown in Table 12 are not mutually exclusive. The most frequently-used criteria to measure the effectiveness of interventions in use were: a) program completion – which often included the completion of program components such as paying fines or restitution, completing community service and the like; b) completion of probation – which means that the court has terminated probation within a given time frame, e.g. in 3 months, 6 months or a year; and c) no new law violations, sustained offenses or probation violations occurred during the program period or in some cases after the completion of the program. A few programs that focused on family relations, school success or substance abuse used improvement in these areas as criteria for success. A very low percentage of programs were evaluated in terms of positive changes on a range of risk and resiliency factors.

The overwhelming majority of programs that were evaluated focused exclusively on behavior during the program. Not more than 7% of the programs considered outcomes that persisted after the program or intervention was completed. Why? The survey suggests that only a few counties have the capacity to routinely track the effectiveness of their programs, especially beyond the duration of the program itself. Based on our discussions with respondents, many if not most of the departments do not have the resources – particularly the data systems – needed to do this.

Tracking the effectiveness of interventions requires: 1) data systems that record the beginning and end dates of involvement in each intervention for each juvenile involved and 2) risk level scores at intake. Additionally, if possible, effective tracking also should include: 3) progress on program components during the intervention and 4) the reason for termination (including successful completion of program requirements, a new law violation or a technical violation, or whatever led to termination). Ideally at program termination, risk and resiliency factors would be re-assessed and progress on school attendance, school performance, family functioning, substance use, mental health, choice of peers or other important objectives would be recorded. Linking this program data

system (by using the same unique personal identifiers) to the juvenile court and probation statistical system (JCPSS) already developed and reported to DOJ each year, would *significantly* boost the capacity of county probation departments to determine not only the immediate effectiveness of each intervention used on a number of criteria, but also long term effectiveness (up to age 18) on various measures of recidivism. If arrests and convictions could be tracked into the adult system as well, a more complete understanding of the effectiveness of juvenile interventions could be assessed across the continuum of interventions in use.

Conclusions and Recommendations

Involvement in Juvenile Justice Interventions in California

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) advocates a comprehensive approach to juvenile rehabilitation and corrections that is based on the graduated sanctions model. In this model, juvenile justice systems strive to: involve the family and other core societal institutions, provide a swift response, identify juveniles with a high risk of re-offending and involve juvenile offenders in a continuum of *graduated sanctions* where system responses are gradually stepped up and stepped down as risk levels and violating behavior warrant, all the while providing services as needed.

Graduated sanctions continuums are based on the assumption that the need for higher level sanctions and higher services go together. Sanctions are consequences or punishment for delinquent behavior and services are meant to be rehabilitative, to strengthen protective factors and ameliorate risk factors that perpetuate delinquent behavior. These two purposes are not always in alignment. Juveniles at high risk for continued offending may commit relatively minor crimes. If placed in a program with few services, an opportunity to intervene effectively and early may be lost. Juveniles at low risk of continued offending sometimes commit a serious crime. If placed in an intensive program with stiff sanctions, for various reasons past research suggests that these young persons may come out of the intervention with a higher risk of re-offending than when they went in.

According to our knowledge of evidence-based practices, juvenile offenders should be placed in the lowest level of sanctions that is commensurate with their level of risk of re-offending. The number of juveniles involved in the lower levels of the system is expected to be many times higher than the number involved in higher levels, and ideally, each successive level should have fewer and fewer involved. In California on a given day, 66% of juveniles in the system across all levels of the continuum of graduated responses are involved in *early intervention programs* (including diversion or informal probation supervision that is not court ordered) or *regular supervision programs* (including court-ordered informal and formal probation supervision). In many counties, this does not include a large number of juveniles involved in diversion programs by law enforcement or other community partners that take place before any referral to probation. So, indeed, the vast majority of juveniles are involved at the lowest levels of the system and the recidivism rate for these juveniles is expected to be very low – a point to which we will return in the next section.

On a given day, 9% of juveniles involved in California justice system interventions and programs are involved in *intensive supervision programs*. This level of sanction or response is designed for juveniles assessed at a high risk for re-offending including some that have failed at lower levels. The goal is to apply interventions that have proven to be effective in minimizing risk factors and in

building strengths and resiliency. Recidivism in this group is expected to be higher than for lower levels, but effective program models, fully implemented and matched to the individuals needs, can be expected to significantly reduce recidivism.

The options available at a higher level of the continuum are expected to involve fewer individuals because they are reserved for those who are at high risk for re-offending and have failed repeatedly at lower levels. This includes juveniles whose problems have not been successfully addressed in lower level interventions or who represent a serious threat to community safety. Included in this level (beyond community supervision) are several types of out-of-home options used by county probation departments. One option is placement into foster care or a group home (if the family environment is believed to be a large part of the problem). Other options include confinement to a county-run ranch or camp, or ordered confinement in a juvenile detention facility. The expectation is that the juveniles put in these out-of-home settings will be involved in a high level of intervention services and treatment that address their needs and help reduce their risk of re-offending and improve other key outcomes. On a given day in California, 3.7% of juveniles in interventions across the juvenile justice system are in foster care or group homes, another 3.7% are in county ranch camps, and 0.8% more are detained by court order in a juvenile detention facility. We could not reliably describe the level of services included county-run programs at this level because for a large percentage of the programs, respondents did not have access to reliable data on the services actually received (see Table 11).

On any day, there are other individuals also being held in a juvenile detention facility, either waiting to go to court or waiting for a court disposition (3.8%), or waiting to be transferred to a court-ordered placement or confinement, or waiting to be transferred to another jurisdiction (1.2%). Also, there are individuals who are not detained but are just entering the system. These cases are not included in the snapshot count.

Ideally, only when all of the intervention options at the county levels have been exhausted, a small number of young offenders are sent to the highest level, which is the state Division of Juvenile Justice (DJJ). On a given day, 2.2% of the individuals involved in juvenile justice interventions statewide are in DJJ youth corrections facilities and an additional 2.5% are in the community supervised by DJJ parole officers. According to DJJ records, an additional 0.3% are in the adult system as juveniles. About half of the youth in DJJ youth facilities, 95% of those on parole and 90% of those in the adult system are older than age 18. At this level one would expect to find the most intensive services available to address the needs of the juveniles held there.

County Practices

California has 58 county juvenile justice systems and a state system. All of the expectations discussed above apply to each separate system. We can ask the same questions about the distribution of juveniles at different levels of graduated sanctions for each county or for clusters of similar counties. Here we have chosen to compare the distribution of involvement in level of the continuum of sanctions by county size and region of the state. Figure 4 shows plots of the rates at which juveniles are involved in programs at each level of the continuum of responses in small, medium and large-sized counties.

The first observation we can make from looking at these plots is that the rates at which graduated sanctions are used do vary by county size and region of the state. In Figure 4 we see:

- A higher proportion of juvenile residents living in the small counties were involved in regular and intensive community supervision.
- As a group, small counties placed juveniles out of their home in foster care or group homes (PL) at double the rates reported in medium and large counties.
- Small counties report using county camp programs and confinement in juvenile detention centers at about the same rates.
- As a group, the medium-sized counties report lower rates of all kinds of interventions that place juveniles out of their homes, including placement (PL), county camps (CC) and DJJ youth correctional facilities (YCF).
- As a group, large counties report the lowest rate of ordered confinement in detention centers (OD), but the highest rate of confinement in county ranch camps (CC). This may explain their higher rates of aftercare (AC), which is linked to transitioning to the community from confinement and placement.
- The rate of aftercare in small counties is lower than would be expected given their high rates of placement and confinement.
- Despite differences in the types of facilities used, overall the large and small counties report approximately the same rates of county confinement (OD and CC combined), approximately double the rates reported in medium-sized counties.

Further analyses suggest that a higher preponderance of rural settings in the smaller counties is associated with the higher rates of placement (in foster care and group homes) and regular probation supervision (RG) found there. Also, poverty as measured by county-level median household income is correlated with higher rates of sanctions at all levels (EI through OD) except county ranch camps and DJJ. These analyses are descriptive, not causal.

In Figure 5 we see:

- The proportion of residents in the North Region involved across all levels of the juvenile justice continuum is high or the highest except for DJJ parole.
- As a group, counties in the Central Region are also relatively high on rates of regular supervision and county confinement (in county camp or juvenile hall facilities) but relatively low on aftercare.
- The Central Region is also high on rates of confinement in DJJ facilities, and is the highest in the state on rates in DJJ parole.
- The South Region equals these two regions on the rate of involvement in county camp programs then joins the Sac and Bay Regions on lower rates of involvement in DJJ.
- As a group, the counties in the Sac Region and Bay Region have relatively low rates of involvement across the continuum.

Further analyses suggest the higher rates of DJJ involvement observed in the Central and North Regions may be partially due to higher juvenile felony arrests rates experienced there. Several of the counties with the highest felony arrests rates are in these regions. In addition and apparently independent of arrest rates, poverty as measured by the county-level median household income is also prevalent in the North and Central Regions and is associated with higher involvement in DJJ.

Finally, analyses using two proxy variables to represent department resources suggest that counties with a higher level of resources are associated with higher levels of placement in group homes or foster care and on one of the variables, higher levels of detention. Conversely, involvement rate among counties with fewer resources is low for aftercare programs, placement and detention, especially for post-detention purposes.

Implications of Involvement Across the Continuum of Graduated Responses

The basic expectation that fewer and fewer juveniles are involved in the higher and higher levels of sanctions is met in the California juvenile justice system overall, and to varying degrees by small, medium and large counties in the North, Sac, Central, Bay and South regions of the state. We have no way of knowing right now how effectively county systems have intervened to minimize the number of juveniles who end up at the top levels. Are those who reach the top level - which currently is confinement in DJJ – there because all lower level sanctions have failed or are inappropriate? In practice, do each of the county systems use the same criteria for movement through the levels? In practice, do counties successfully match low-risk youth with less intensive programs (because placing them in intensive programs has been shown to backfire) and high-risk youth with more intensive programs right from the start (because missing the opportunity to intervene effectively early on reduces the number of youth who can be turned around)? Are youth in mid-level sanctions such as court-ordered detention in juvenile hall or confinement in county ranch camps provided with effective programs that include services designed to build the resiliency and strengths needed to change course – and if so is this true in just some places or everywhere? The answer to all of these questions is that at the moment, “we don’t know.”

The survey suggests three ways that California can move forward to determine the answers to these questions.

First, we cannot determine the effectiveness of interventions if we do not know the level of risk at intake for the juveniles involved. In the majority of our county systems the initial intake risk level is not known. **Outcomes could be improved if every county had the means to adopt a recently validated risk assessment and receive training on the process of using it to match juveniles with the kind of program and services that the national evidence base suggests is likely to be effective.**

Second, we cannot determine the effectiveness of interventions if we do not know the content, intensity and duration of the services *actually received* (which can vary according to the community context, levels of cooperation, the structure of mandates to encourage or impose cooperation and the persistence and creativity of the officers and other service providers). The survey suggests that the details of the content, intensity, and duration of the services *actually received* are not routinely available to most probation managers other than on a case-by-case basis. Monitoring this information is not out of reach because it is the common practice in some counties. **Outcomes for juveniles in California could be improved if every county (or region or cluster of counties) had the means to routinely monitor the content, intensity and duration of the intervention services actually received.**

Third, outcomes are unlikely to improve if there is no mandate to monitor them in any uniform way and if we do not track outcomes beyond the end of the intervention program. A consensus on the definitions of which key outcomes to be tracked and over what time frame can be reached, if not statewide, then within regions or clusters of counties. Counties or regions could gain access to the data needed to accomplish this on a routine basis by adding: a) risk assessment scores at intake (and ideally also periodic reassessments) calculated using approved validated instruments; and b) the actual beginning and end date of each specific intervention program assigned (and ideally some details of what was received) for each individual already tracked in the Juvenile Court and Probation Statistical System (JCPSS) annually reported to the state Department of Justice. **By adding these additional data elements to data already included in JCPSS, the means to locally track the outcomes associated with each intervention program at each level of graduated response can be achieved. Tracking basic outcomes by intervention program will allow stakeholders in California to collaboratively build a base of evidence for model programs that are *proven effective in California* (perhaps by regions or clusters of counties with similar populations and contexts) and to track the outcomes for each type of program *by the level of risk at intake*.** Taking the risk level into account is critical because it is the best way to be more effective in interventions delivered and maximize positive outcomes for juveniles.

The Challenge Grants and the Juvenile Justice Crime Prevention Act and have contributed to the capacity of some counties to implement these recommendations. Evaluations required under that program have encouraged the use of validated risk assessment tools; the development of data systems to monitor implementation and a consensus on a common set of outcomes to be tracked for the JJCPA-funded programs. Funding explicitly designed to promote the expansion of these three practices to all counties and for interventions at all levels of the continuum can significantly stimulate and support progress toward improving the outcomes for juveniles and their communities in California. Significant improvement is within reach. The next steps are clear.

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Table 1
Levels of Involvement in the Juvenile Justice Interventions
Statewide and Across Levels of Graduated Sanctions

	Raw counts		Statewide Proportions ¹	County Practices ²	Variability in Rates of Involvement Across Counties			
	COUNT	PERCENT of total count		MEDIAN COUNTY RATE	1st Quartile	2nd Quartile	3rd Quartile	4th Quartile
<u>COMMUNITY SUPERVISION</u>								
Early Intervention	14,207	13.1%		538	0 to 329	340 to 538	539 to 992	993 to 10,250
Regular	57,210	52.8%		1383	181 to 1037	1038 to 1383	1384 to 3339	3339 to 10,158
Intensive	9,861	9.1%		268	0 to 116	117 to 268	269 to 562	562 to 2,027
Aftercare	7,298	6.7%		49	0 to 14	15 to 50	51 to 226	227 to 4,333
<u>COUNTY PLACEMENT</u>								
All Placement	3,977	3.7%		110	0 to 57	57 to 110	110 to 216	216 to 1,250
Detail: Foster Care	408			8	0	>0 to 9	10 to 45	46 to 500
Group Homes - RCL 11 or less	1,389			50	0 to 17	18 to 49.9	50 to 96	96 to 429
Group Homes - RCL 12 or more	2,110			31	0 to 12	13 to 31	32 to 75	75 to 500
<u>COUNTY CUSTODIAL</u>								
All Detention	6,375	5.9%		162	0 to 115.5	115.6 to 162	163 to 253	254 to 867
Detail: ³ Pre-disposition	4,051			94	0 to 69	70 to 94	95 to 132	133 to 400
Ordered Confinement	853			40	0 to 8	8 to 40	40 to 77	78 to 406
Post-disposition	1,267			21	0 to 10	11 to 21	22 to 40	41 to 200
Camps, Ranches, Other Residential	3,991	3.7%		66	0 to 11	12 to 66	67 to 119	119 to 250
<u>STATE LEVEL - AGE 18 OR LESS (JUVENILES)</u>								
DJJ Youth Corrections	1,209	1.1%		26	0 to 8	9 to 26	27 to 51	52 to 250
DJJ Parole	146	0.1%		0.4	0	>0 to .4	.5 to 4.6	4.7 to 51
<u>STATE LEVEL - AGE 19 OR OVER (YOUTH)</u>								
DJJ Youth Corrections	1,181	1.1%		32	0 to 11	12 to 32	33 to 51	52 to 244
DJJ Parole	2,562	2.4%		67	0 to 34	35 to 67	68 to 112	113 to 355
<u>JUVENILES & YOUTH IN ADULT SYSTEM⁴</u>								
Adult Prison / INS / Other	315	0.3%		4	0	>0 to 4	4 to 8	9 to 35
TOTAL COUNT	108,332	100.0%						

¹ The proportion of juveniles involved at each level of graduated sanctions based on the total counts summed for the 50 counties surveyed. The proportion is weighted by population.

² The median of the rates of juveniles involved at each level of graduated sanctions per 100,000 juvenile residents in each county was calculated. This median reflects county practices. It is the middle rate across fifty counties surveyed (each county has equal weight).

³ The statewide sums for detention details are not entirely direct counts because a few counties did not use the same day to tally reasons for detention and to report the snapshot information. The overall rates of ordered confinement, pre and post disposition holds were calculated and applied to show the full count. This did not effect the county rates.

⁴ DJJ provided information on juveniles in the adult system. While these individuals were all juveniles at the time of their offense, only 30 were under age 19 on the day of the survey.

Table 2
Rates of Involvement Across Levels of Graduation Sanctions by County Size

	Small Counties (n=27) 235,900		Medium Counties (n=10) 470,200		Large Counties (n=13) 3,367,400	
<u>COMMUNITY SUPERVISION</u>	MEDIAN RATE	TOTAL COUNT	MEDIAN RATE	TOTAL COUNT	MEDIAN RATE	TOTAL COUNT
Early Intervention	636	2,112	666	3,062	317	9,033
Regular	2182	5,203	1,247	7,361	1,279	44,646
Intensive	431	1,300	268	1,518	206	7,043
Aftercare	50	1,088	35	290	94	5,920
<u>COUNTY PLACEMENT</u>						
All Placement	214	394	75	373	107	3,210
Detail: Foster Care	11	69	6	42	4	297
Group Homes - RCL 11 or less	61	202	39	182	49	1,005
Group Homes - RCL 12 or more	22	117	26	145	39	1,848
<u>COUNTY CUSTODIAL</u>						
All Detention	219	564	150	798	149	5,008
Detail: Pre-disposition	96	262	88	471	85	2,950
Ordered Confinement	60	199	38	197	10	379
Post-disposition	18	78	14	72	28	1,002
Camps, Ranches, Other Residential	49	185	23	233	116	3,548
<u>STATE LEVEL - AGE 18 OR LESS</u>						
DJJ Youth Corrections	34	107	15	206	26	896
DJJ Parole	0.0	13	1.0	27	2.8	106
<u>STATE LEVEL - AGE 19 OR OVER</u>						
DJJ Youth Corrections	22	68	20	181	37	932
DJJ Parole	52	162	71	392	83	2008
<u>JUVENILES IN ADULT SYSTEM</u>						
Adult Prison / INS / Other (30 age 18 or less)	0	24	4	60	4	231

¹ Various analysis approaches were employed due to severely skewed distributions including transformation, trimmed means, excluding counties with juvenile populations under 2000. Significance is reported if multiple tests indicated it.

Table 3
Rates of Involvement Across Levels of Graduation Sanctions by CPOC Region

	North Region (n=10)		Sacramento Region (n=11)		Central Region (n=9)		Bay Region (n=12)		South Region (n=8)	
2005 Juvenile population (ages 10 to 17)	55,100		390,100		375,100		788,500		2,464,700	
<u>COMMUNITY SUPERVISION</u>	MEDIAN RATE	TOTAL COUNT	MEDIAN RATE	TOTAL COUNT	MEDIAN RATE	TOTAL COUNT	MEDIAN RATE	TOTAL COUNT	MEDIAN RATE	TOTAL COUNT
Early Intervention	1,651	899	433	1,337	421	1,416	574	5,005	468	5,509
Regular	3,371	1,405	1,080	5,116	3,861	10,649	1,208	19,859	1,192	29,181
Intensive	600	408	206	1,079	223	1,012	235	1,814	233	5,548
Aftercare	132	164	76	534	49	1,081	31	460	56	5,059
<u>COUNTY PLACEMENT</u>										
All Placement	279	122	104	577	127	466	91	745	98	2,067
Detail: Foster Care	138	41	5	46	13	91	0	43	5	187
Group Homes - RCL 11 or less	94	48	43	291	69	241	49	400	26	409
Group Homes - RCL 12 or more	69	30	22	208	17	128	32	266	43	1,478
<u>COUNTY CUSTODIAL</u>										
All Detention	273	158	121	677	214	769	161	1,260	153	3,506
Detail: Pre-disposition	99	73	86	426	97	369	84	584	91	2,231
Ordered Confinement	83	51	22	127	81	262	26	182	10	153
Post-disposition	26	20	13	104	20	71	26	186	24	771
Camps, Ranches, Other Residential	112	56	44	358	105	415	53	516	108	2,621
<u>STATE LEVEL - AGE 18 OR LESS</u>										
DJJ Youth Corrections	49	26	4	88	53	273	22	222	21	600
DJJ Parole	0.0	2	2.1	14	5.5	51	0.0	20	1.9	59
<u>STATE LEVEL - AGE 19 OR OVER</u>										
DJJ Youth Corrections	49	28	22	100	42	205	32	255	28	593
DJJ Parole	65	38	52	227	124	475	72	585	48	1,237
<u>JUVENILES IN ADULT SYSTEM</u>										
Adult Prison / INS / Other (30 age 18 or less)	0	6	1	22	12	68	5	74	3	145

¹ Various analysis approaches were employed due to severely skewed distributions including transformation, trimmed means, excluding counties with juvenile populations under 2000. Significance is reported if multiple tests indicated it.

Table 4

Rates of Involvement Across Levels of Graduation Sanctions by Rural Setting

	Counties with 10% or less living in rural settings (n=17) 3,452,800		Counties with 11% to 35% living in rural settings (n=17) 547,400		Counties with more than 35% living in rural settings (n=16) 73,300	
2005 Juvenile population (ages 10 to 17)						
	<u>COMMUNITY SUPERVISION</u>					
	MEDIAN RATE	TOTAL COUNT	MEDIAN RATE	TOTAL COUNT	MEDIAN RATE	TOTAL COUNT
Early Intervention	343	10,682	726	2,987	509	497
Regular	1220	40,967	1491	14,508	3013	1,735
Intensive	230	7,861	431	1,692	369	308
Aftercare	79	5,842	49	1,280	45	176
	<u>COUNTY PLACEMENT</u>					
All Placement	95	3,187	91	648	239	142
Detail: Foster Care	4	250	11	129	31	29
Group Homes - RCL 11 or less	43	1,012	41	304	119	73
Group Homes - RCL 12 or more	39	1,870	26	203	16	37
	<u>COUNTY CUSTODIAL</u>					
All Detention	159	5,142	165	1,024	167	204
Detail: Pre-disposition	91	3,050	94	537	96	96
Ordered Confinement	15	423	48	289	60	63
Post-disposition	26	996	18	117	16	39
Camps, Ranches, Other Residential	86	3,378	99	552	16	36
	<u>STATE LEVEL - AGE 18 OR LESS</u>					
DJJ Youth Corrections	25	847	24	337	39	25
DJJ Parole	2.3	93	0.0	50	0.0	3
	<u>STATE LEVEL - AGE 19 OR OVER</u>					
DJJ Youth Corrections	33	898	37	267	3	16
DJJ Parole	75	1946	71	575	47	41
	<u>JUVENILES IN ADULT SYSTEM</u>					
Adult Prison / INS / Other (30 age 18 or less)	4	221	6	88	0	6

¹ Various analysis approaches were employed due to severely skewed distributions including transformation, trimmed means, excluding counties with juvenile populations under 2000. Significance is reported if multiple tests indicated it.

**Table 5
Rates of Involvement Across Levels of Graduation Sanctions
by Juvenile Felony Arrest Rate**

	Low Juvenile Felony Arrest Rate (n=16) 598,900		MEDIUM JUVENILE FELONY ARREST RATE (n=16) 2,820,000		HIGH JUVENILE FELONY ARREST RATE (n=16) 654,100	
2005 Juvenile population (ages 10 to 17)						
	<u>COMMUNITY SUPERVISION</u>					
	MEDIAN RATE	TOTAL COUNT	MEDIAN RATE	TOTAL COUNT	MEDIAN RATE	TOTAL COUNT
Early Intervention	738	2451	457	8520	587	3195
Regular	1,472	7073	1166	35820	2357	14299
Intensive	431	3204	200	4417	473	2240
Aftercare	34	288	86	5572	76	1438
<u>COUNTY PLACEMENT</u>						
All Placement	204	338	93	2832	96	802
Detail: Foster Care	28	60	5	223	9	123
Group Homes - RCL 11 or less	54	137	43	854	52	397
Group Homes - RCL 12 or more	39	146	39	1680	22	282
<u>COUNTY CUSTODIAL</u>						
All Detention	175	760	158	4324	211	1286
Detail: Pre-disposition	95	385	88	2611	95	687
Ordered Confinement	57	125	22	288	45	362
Post-disposition	27	177	22	828	20	147
Camps, Ranches, Other Residential	85	642	73	2779	36	544
<u>STATE LEVEL - AGE 18 OR LESS</u>						
DJJ Youth Corrections	23	132	23	744	41	332
DJJ Parole	0.0	13	2.2	78	3.9	55
<u>STATE LEVEL - AGE 19 OR OVER</u>						
DJJ Youth Corrections	14	122	33	769	51	290
DJJ Parole	41	223	83	1690	109	649
<u>JUVENILES IN ADULT SYSTEM</u>						
Adult Prison / INS / Other (30 age 18 or less)	1	22	4	206	6	87

¹ Various analysis approaches were employed due to severely skewed distributions including transformation, trimmed means, excluding counties with juvenile populations under 2000. Significance is reported if multiple tests indicated it.

**Table 6
Rates of Involvement Across Levels of Graduation Sanctions
by Median Household Income**

	Median Household Income below \$35,000 (n=17) 376,500		Median Household Income between \$35,500 & \$47,000 (n=17) 2,047,700		Median Household Income above \$47,000 (n=16) 1,649,300	
<u>COMMUNITY SUPERVISION</u>	MEDIAN RATE	TOTAL COUNT	MEDIAN RATE	TOTAL COUNT	MEDIAN RATE	TOTAL COUNT
2005 Juvenile population (ages 10 to 17)						
Early Intervention	783	1,913	369	4,632	556	7,621
Regular	3,278	11,463	1,350	27,923	1,166	17,824
Intensive	367	1,187	359	3,267	240	5,407
Aftercare	81	1,226	48	5,283	33	789
<u>COUNTY PLACEMENT</u>						
All Placement	214	542	127	2,364	58	1,071
Detail: Foster Care	49	121	7	165	1	122
Group Homes - RCL 11 or less	58	260	92	655	28	474
Group Homes - RCL 12 or more	29	157	55	1,507	26	446
<u>COUNTY CUSTODIAL</u>						
All Detention	252	826	141	3,158	153	2,386
Detail: Pre-disposition	102	408	94	2,120	82	1,155
Ordered Confinement	71	258	36	255	11	262
Post-disposition	24	90	13	527	26	535
Camps, Ranches, Other Residential	75	432	44	2,105	78	1,429
<u>STATE LEVEL - AGE 18 OR LESS</u>						
DJJ Youth Corrections	50	271	25	555	18	383
DJJ Parole	0.0	46	2.1	65	1.2	35
<u>STATE LEVEL - AGE 19 OR OVER</u>						
DJJ Youth Corrections	42	207	25	534	32	440
DJJ Parole	93	457	37	1,213	52	892
<u>JUVENILES IN ADULT SYSTEM</u>						
Adult Prison / INS / Other (30 age 18 or less)	6	67	0	135	4	113

¹ Various analysis approaches were employed due to severely skewed distributions including transformation, trimmed means, excluding counties with juvenile populations under 2000. Significance is reported if multiple tests indicated it.

**Table 7
Rates of Involvement Across Levels of Graduation Sanctions
by Juvenile Field Staff Rate**

	Counties in the Lower 33% on Juvenile Field Staff Rate (n=16) 1,564,800		Counties in the Middle 33% on Juvenile Field Staff Rate (n=16) 2,137,400		Counties in the Upper 33% on Juvenile Field Staff Rate (n=16) 370,800		
2005 Juvenile population (ages 10 to 17)							
	<u>COMMUNITY SUPERVISION</u>	MEDIAN RATE	TOTAL COUNT	MEDIAN RATE	TOTAL COUNT	MEDIAN RATE	TOTAL COUNT
Early Intervention		556	6,787	579	6,064	538	1,315
Regular		1,138	18,156	1,351	30,684	2,497	8,352
Intensive		301	5,035	262	3,881	369	945
Aftercare		33	691	94	5,959	101	648
<u>COUNTY PLACEMENT</u>							
All Placement		58	883	103	2,364	228	725
Detail: Foster Care		3	113	7	170	49	123
Group Homes - RCL 11 or less		34	395	49	655	99	338
Group Homes - RCL 12 or more		24	357	32	1,520	56	231
<u>COUNTY CUSTODIAL</u>							
All Detention		135	2,290	217	3,373	193	707
Detail: Pre-disposition		82	1,204	107	2,052	101	427
Ordered Confinement		19	503	22	512	27	137
Post-disposition		12	365	46	294	54	116
Camps, Ranches, Other Residential		51	1,377	92	2,145	41	443
<u>STATE LEVEL - AGE 18 OR LESS</u>							
DJJ Youth Corrections		18	425	35	663	31	120
DJJ Parole		1.2	65	2.6	69	0.0	12
<u>STATE LEVEL - AGE 19 OR OVER</u>							
DJJ Youth Corrections		33	487	35	594	25	100
DJJ Parole		48	965	86	1,373	72	224
<u>JUVENILES IN ADULT SYSTEM</u>							
Adult Prison / INS / Other (30 age 18 or less)		5	126	6	169	0	20

¹ Various analysis approaches were employed due to severely skewed distributions including transformation, trimmed means, excluding counties with juvenile populations under 2000. Significance is reported if multiple tests indicated it.

**Table 8
Rates of Involvement Across Levels of Graduation Sanctions by
Probation Department Expenditure Rate**

	Lower 33% Probation Department Expenditure Rate (16 counties) 1,219,500		Middle 33% Probation Department Expenditure Rate (16 counties) 2,445,800		Upper 33% Probation Department Expenditure Rate (17 counties) 408,100		
2005 Juvenile population (ages 10 to 17)							
	<u>COMMUNITY SUPERVISION</u>	MEDIAN RATE	TOTAL COUNT	MEDIAN RATE	TOTAL COUNT	MEDIAN RATE	TOTAL COUNT
Early Intervention		487	4,616	418	6,374	1,104	3,217
Regular		1,362	14,051	1,355	36,781	1,398	6,377
Intensive		301	4,372	230	4,042	367	1,447
Aftercare		38	1,675	63	4,496	98	1,127
<u>COUNTY PLACEMENT</u>							
All Placement		98	807	99	2,505	222	665
Detail: Foster Care		4	42	6	272	44	94
Group Homes - RCL 11 or less		42	367	50	723	54	299
Group Homes - RCL 12 or more		16	380	26	1,484	97	246
<u>COUNTY CUSTODIAL</u>							
All Detention		134	1,759	149	3,677	261	934
Detail: Pre-disposition		82	1,057	82	2,055	134	571
Ordered Confinement		23	288	11	309	53	178
Post-disposition		15	234	20	755	39	163
Camps, Ranches, Other Residential		20	716	100	2,733	107	511
<u>STATE LEVEL - AGE 18 OR LESS</u>							
DJJ Youth Corrections		19	343	36	752	26	114
DJJ Parole		1.9	56	2.1	80	0.0	9
<u>STATE LEVEL - AGE 19 OR OVER</u>							
DJJ Youth Corrections		24	320	35	746	27	115
DJJ Parole		50	773	88	1,538	58	251
<u>JUVENILES IN ADULT SYSTEM</u>							
Adult Prison / INS / Other (30 age 18 or less)		0.5	82	5.5	204	3	29

¹ Various analysis approaches were employed due to severely skewed distributions including transformation, trimmed means, excluding counties with juvenile populations under 2000. Significance is reported if multiple tests indicate distributions including transformation, trimmed means, etc.

Table 9. Percent of Group Home Beds Occupied by Juvenile Justice Placements by Region

	Counts and capacities from surveyed counties only ¹		Counts from 50 surveyed counties, Capacities from all 58 counties ²	
	Total for RCL 11 or lower	Total for RCL 12 or higher	Total for RCL 11 or lower	Total for RCL 12 or higher
North Region				
Count ³	48	30	48	30
Approved capacity (beds) ⁴	138	90	212	120
Percent of capacity filled ⁵	35%	33%	23%	25%
Central Region				
Count ³	241	128	241	128
Approved capacity (beds) ⁴	704	521	900	533
Percent of capacity filled ⁵	34%	25%	27%	24%
Sac Region				
Count ³	291	208	291	208
Approved capacity (beds) ⁴	660	774	660	830
Percent of capacity filled ⁵	44%	27%	44%	25%
Bay Region				
Count ³	389	266	389	266
Approved capacity (beds) ⁴	1173	891	1238	1067
Percent of capacity filled ⁵	33%	30%	31%	25%
South Region				
Count ³	409	1478	409	1478
Approved capacity (beds) ⁴	2138	4573	2508	5177
Percent of capacity filled ⁵	19%	32%	16%	29%

¹ The capacities in the first two columns exclude 3 counties from North Region, 2 counties from Central Region, 1 county from Sac Region, 1 county from Bay Region, and 1 county from South Region that did not participate in the survey.

² The capacities in the second two columns include all counties in the region.

³ Count is the sum of all juveniles placed in group homes at the give RCL levels reported by 10 of 13 counties in the North Region; 9 of 11 counties in Central Region; 10 of 11 counties in Sac Region; 13 of 14 counties in Bay Region; 8 of 9 counties in the South Region on the JJDP survey during the summer of 2006.

⁴ Capacities are based on the approved capacities given on the list of approved group homes dated July 10, 2006 (www.childsworld.ca.gov/res/pdf/Ghlist.pdf accessed: August 9, 2006). The zip code of each facility on the approved list was used to determine location by Region.

⁵ The capacity filled only reflects placements from the juvenile justice system. This does not include placements from family court or other agencies.

Table 10a: Median Average Duration of Interventions Across the Continuum of Graduated Responses

	Statewide Estimates ¹		
	Median Duration ²	Range: Lowest	Highest
COMMUNITY SUPERVISION			
Early Intervention			
Average Duration	5 mos	1 day	1 yr
Regular			
Average Duration	9 mos	2 wks	1.5 yrs
Intensive			
Average Duration	9.3 mos	1 mo	2.5 yrs
Aftercare			
Average Duration	6 mos	1 mo	2 yrs
COUNTY PLACEMENT			
All Placement			
Average Duration	1 yr	3 mos	2 yrs
Current longest duration		7 mos	4 yrs
COUNTY CUSTODIAL			
All Detention			
Average Duration	23 days	1 day	9 mos
Current longest duration		21 days	4.4 yrs
Camps, Ranches, Other Residential			
Average Duration	4.5 mos	3 mos	9 mos
Current longest duration		3.5 mos	2 yrs
STATE CONFINEMENT			
Youth Correctional Facilities			
Average Duration	2 yrs	14 mos	2 yrs 4 mos

¹ Statewide rates estimates were based on the median average duration reported for the 50 counties that completed survey.

² The median county duration is reported for all levels except the last. For state confinement, the median of the average duration of *current* stay reported for nine youth correctional facilities as of 9/2006 is reported. This does not take into account movement in and out of facilities.

Table 10b: Median and Range of County Caseload Sizes and Average Contact Levels Reported for Community Supervision Programs

	Statewide Estimates ¹		
	Median County Level	Range: Lowest	Highest
<u>COMMUNITY SUPERVISION</u>			
Early Intervention			
Caseload size, excluding banked cases	48	10	288
Contact level	< monthly	no sup	> weekly
Regular			
Caseload size	47	12	288
Contact level	2-3 per mo	< monthly	daily
Intensive			
Caseload size	25	10	144
Contact level	2 per wk	< monthly	daily
Aftercare			
Caseload size	40	5	288
Contact level	weekly	< monthly	daily

¹ Statewide rates estimates were based on the 50 counties that completed survey.

Table 11

Precision of Available Information on Key Elements Describing the Interventions in Use¹

	Early Intervention	Regular	Intensive	Aftercare	All Detention	County Camps	DJJ YCF
COUNTS							
Precise answer	57%	71%	66%	58%	91%	97%	100%
Empirically-based	27%	16%	16%	18%	7%	0%	0%
Estimate based on experience	16%	9%	16%	11%	0%	0%	0%
Missing or unknown	0%	4%	2%	13%	2%	3%	0%
AVERAGE PROGRAM DURATION							
Precise answer	28%	22%	17%	25%	61%	48%	0%
Empirically-based	29%	30%	40%	34%	31%	33%	100%
Estimate based on experience	39%	43%	38%	27%	6%	13%	0%
Missing or unknown	4%	5%	5%	14%	2%	6%	0%
LEVEL OF CONTACT							
Precise answer	6%	4%	7%	6%			
Empirically-based	24%	17%	24%	23%			
Estimate based on experience	62%	63%	59%	51%			
Missing or unknown	8%	17%	10%	20%			
HOURS OF SERVICE							
Precise answer	16%	15%	9%	12%	0%	33%	27%
Empirically-based	24%	18%	23%	14%	39%	29%	38%
Estimate based on experience	60%	66%	68%	54%	31%	31%	33%
Missing or unknown	13%	21%	7%	20%	30%	7%	2%

¹ As county and state respondents reported the data elements above, they indicated whether the response was precise, based on a recent empirical report, based on experience of what is typical, or unknown including not reported.

Table 12. Outcome criteria used to gauge the success of community supervision interventions

	EARLY INTERVENTION	REGULAR SUPERVISION	INTENSIVE SUPERVISION	AFTERCARE
	106 programs	171 programs	148 programs	76 programs
<u>No criteria used to track outcomes</u>	29%	32%	26%	42%
<u>Criteria used to track outcomes¹</u>				
Program completion	46%	20%	33%	13%
Community service completion	11%	6%	5%	3%
Fines / fees / restitution paid	11%	11%	8%	9%
Stepping down	0%	0%	10%	4%
Probation completion	15%	47%	34%	22%
No new law violations	25%	34%	36%	33%
No sustained offenses	1%	1%	3%	3%
No probation violations	7%	2%	1%	3%
Avoid placement, confinement, incarceration	0%	1%	5%	5%
No substance abuse	1%	1%	14%	5%
Positive peer group	0%	0%	1%	0%
Positive changes in risk and resiliency	1%	4%	1%	1%
Stabilizing family relations	2%	0%	11%	14%
School attendance	5%	4%	10%	7%
School behavior	0%	0%	5%	3%
School graduation	0%	0%	3%	3%
School performance	1%	2%	8%	1%
<u>Time frame considered</u>				
During the program	93%	96%	95%	96%
After the program	7%	4%	5%	4%

¹ Categories are NOT mutually exclusive.