

# **FRESH DIRECTIONS**

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**Community Programs  
Supported by the San Francisco  
Juvenile Probation Department**

**May 2004**



**City and County of San Francisco  
Juvenile Probation Department**

**GWENDOLYN B. TUCKER**  
Chief Probation Officer

Words from the Director of the Community Programs Division. . . . .

The San Francisco Juvenile Probation Department, and in particular, the Community Programs Division and its Community Based Providers have experienced a very difficult fiscal year in 2003/2004. Since 2001, the San Francisco Juvenile Probation Department has absorbed an over 25% reduction to its overall budget. For the most part, the Community Programs Division and its providers have been held harmless until this year. Mid-year, the Division staffing was reduced by 15% and our community-based providers sustained some 4-15% in cuts to their overall contracts/grants. In spite of this reduction, an extreme delay in the contract processing, and all the internal changes that come with a new Mayoral administration, the Division and its providers persevered. For this I highly commend the staff, for above all, you have maintained that young people and families matter and that they do come first!

Through these very difficult economic times, it is prudent that we continue to justify the need for critical community based services for youth and families in the communities in which they live, as interventions and alternatives to unnecessary detention. For this reason, we must continue to assess and evaluate not only the quality of our services but the effectiveness of our work in fulfilling this quest. According to recent Juvenile Detention Alternatives Initiative data, over 2000 youth were referred to Juvenile Hall in 2003. Of these youth, over 55% were African American, 19% Latino, 14% Asian Pacific Islander, 9% Caucasian and 2.5% other. Overwhelmingly, 67% of these young people reside in five communities of the city: Bayview Hunters Point, (OMI) Oceanview, Merced and Ingleside, Outer Mission, Western Addition and the Visitacion Valley. Youth detained in Juvenile Hall are being held for more serious offenses i.e., robbery, aggravated assault, and drug related crimes. We must ensure that our community-based providers have the capacity to support "in-risk" youth, to aid the department in reducing recidivism, and to assist juvenile justice-involved youth in obtaining the necessary resources to thrive in a healthy and productive life.

***Fresh Directions*** is the beginning of a new era for the department, commission, providers and other stakeholders to use data to enhance decision-making about the continuum of services needed to assist young people, particularly "in-risk" youth and their families to obtain the necessary resources. This report of our service provisions not only uses the rich data collected by our providers using the PrIDE instruments, but also incorporates the department's JJIS (Juvenile Justice Information System) system, qualitative analysis from our Senior Program Analysts, Probation Officer feedback, data from our partner city departments, and most importantly, the customer satisfaction survey. For this report, we have surveyed our primary customers -- the youth who participate in our community based agencies-- to vet their satisfaction with the services rendered and obtain recommendations for improvement.

If we do not know where we have been, we do not know where we are going. This report is meant to assist us all in learning how we can continue to grow and enhance our work in order to offer the best we have for our youth and families. Many thanks to our staff, providers, administration, commission and LaFrance Associates for your continued support of this project and the foresight to see that continual evaluation and data collection is paramount to understanding how we pave the way for our future – our youth.

Toward our collective success,  
Liz Jackson-Simpson  
Community Programs Division Director  
SF Juvenile Probation Department

# Executive Summary: Fresh Directions

## Community Programs Supported by the San Francisco Juvenile Probation Department

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**Fresh Directions** is the first ever comprehensive report on community-based services funded by the San Francisco Juvenile Probation Department's (SFJPD) Community Programs Division. The Community Programs Division (CPD) allocates and manages approximately \$5 million from different funding streams: General Fund, Temporary Assistance for Needy Families (TANF), Juvenile Justice Crime Prevention Act, and Children Services Prop J dollars.<sup>1</sup> CPD funding decisions are approved by the Juvenile Probation Commission and made in concert with the Juvenile Justice Coordinating Council (JJCC) in San Francisco, which includes representatives from the Juvenile Probation Department, the Mayor's Office of Criminal Justice, all other youth-serving City Departments, local law enforcement agencies, and community-based providers. With the goal of preventing or reducing youths' involvement with the juvenile justice system, the SFJPD/CPD supports a variety of youth development promotion and delinquency prevention strategies, from education and life skills programs, to services specifically geared toward girls, to services for families. For each type of service, the Division partners with one or more community-based organizations, so that young people receive services provided from a *community* orientation, rather than a probation orientation, right in their home neighborhoods.

### What Will I Find in *Fresh Directions*?

- **Background, history, and context of the Community Programs Division** of the San Francisco Juvenile Probation Department
- A **literature review** that summarizes the demonstrated connection between youth development-oriented delinquency prevention strategies with reduced juvenile justice system involvement
- Descriptions of **eight types of SFJPD/CPD-funded programs**, such as Girls Services, Intensive Home Based Supervision, and Education, Life Skills, and Employment Programs
- A descriptive profile and evidence of effectiveness for **community-based organizations supported by the SFJPD Community Programs Division**
- Maps of San Francisco that pinpoint service locations in relation to geographic patterns of juvenile crime
- General **conclusions** and a set of **recommendations** for future evaluation

**Fresh Directions** was prepared by LaFrance Associates, LLC (LFA), a San Francisco-based evaluation consulting firm the Community Programs Division has contracted with to manage the PrIDE (Program Information for Development and Evaluation) system since July 2002. About two-thirds of the programs that are funded by the Community Programs Division take part in this ongoing evaluation project. While this report highlights data from PrIDE, it also includes service delivery and utilization information across all funded programs.

The Executive Summary answers these questions:

1. What organizations and programs does the Community Programs Division support?
2. What youth are being served by SFJPD/CPD-funded programs?
3. What services do SFJPD/CPD-funded programs offer to young people?
4. What changes do young people who participate in these programs experience?
5. How satisfied are youth participants with the services these programs provide?
6. How satisfied are Probation Officers with funded programs?

The following provides an overview of responses to each of these questions. The full report contains details about individual programs, grouped by type of service. The full report also opens with a review of the literature about the known effectiveness of prevention programs and delinquency reduction, as well as an extensive set of recommendations for future areas of focus in assessing the effectiveness of the community programs model.

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<sup>1</sup> Pertains to the July 2003 – June 2004 fiscal year.

## 1. What organizations and programs does the Community Programs Division support?

In the 2003-2004 fiscal year, the Community Programs Division (CPD) of the San Francisco Juvenile Probation Department funded over 40 different programs for youth who are involved or at risk of involvement in the juvenile justice system. For the purposes of this report, they have been grouped into eight different clusters: anger management; case management; education, life skills, and employment; family support; girls services; intensive home based supervision; juvenile detention alternatives; and shelter services.

The SFJPD/CPD has selected a diverse set of providers that offer age- and culturally-appropriate services and that provide a range of offerings to youth living in different areas of the city who have varied needs. A full list of providers is shown in the box to the right.

## 2. What youth are being served by SFJPD/CPD-funded programs?

Between July 2003 and February 2004, over 1,200 youth participated in SFJPD/CPD-funded programs. Some youth participated in more than one program (12.6%, n=1,018).

Youth served by SFJPD/CPD-funded programs mirror the diversity of San Francisco. Programs serve roughly the same number of girls and boys and they serve youth from as young as six years old to over 18 years old. On average, participants are 16 years old. They are from neighborhoods across San Francisco, with the largest concentration of youth coming from Bayview-Hunters Point, the Western Addition, and the Mission.

Programs are reaching youth with a range of risk factors that make them prone to becoming involved with or remaining involved in the juvenile justice system: about one-third acknowledge hanging out with gang members; youth live in families with parents, siblings, and other relatives who have been arrested; and, about one-fifth had sustained petitions (and of these, about half were felony petitions) prior to enrolling in a SFJPD/CPD-funded program.

According to data reported by the staff members of SFJPD/CPD-funded programs,

### SFJPD/CPD- Funded Programs 2003-04

- Ark of Refuge, Spirit Life Chaplaincy Program
- Asian American Recovery Services, Straight Forward Club
- Bayview Hunters Point Foundation, IHBS
- Bernal Heights Neighborhood Center, OMCSN
- Brothers Against Guns, IHBS
- CARECEN, Second Chance Tattoo Removal
- CYWD, Girls Detention Advocacy Project and Sister Circle
- CJCJ, Detention Diversion Advocacy Project
- Community Works, ROOTS and Young Women's Internship Program
- Community Youth Center, IHBS
- Edgewood Children's Center, Kinship Support Network
- Ella Hill Hutch Community Center, UJIMA Co-Ed Mentorship Program
- Family Restoration House, X-Cell Club/Life Skills
- Girls 2000, Family Services Project
- Huckleberry Youth Programs, Status Offender Program
- Girls Justice Initiative, Inside Mentoring and Detention-Based Case Management
- Instituto Familiar de la Raza, Intensive Case Management and IHBS
- Mission Neighborhood Center, Home Detention Program and Young Queens on the Rise
- Morrisania West, Inc., IHBS
- Office of Samoan Affairs, IHBS
- Parenting Skills Program
- Performing Arts Workshop, Impact High School
- Potrero Hill Neighborhood House, Omega Peer Counseling Program and IHBS
- SAGE Project, Inc., Girls Survivor Services
- Samoan Community Development Center, CLC – Anger Management
- SLUG/DPW, Saturday Community Service
- Solutions Program
- Special Services for Groups, OTTP
- The San Francisco Boys and Girls Home, Pre-Placement Shelter
- University of San Francisco, Street Law
- Urban Services YMCA, Bayview Beacon Center Truancy Program
- Vietnamese Youth Development Center, IHBS
- California Community Dispute Services, Youth Accountability Boards
- Youth Guidance Center Improvement, Focus I, Focus II, GED Plus
- YWCA, Girls Mentorship and FITS

about two-thirds of the youth served by SFJPD/CPD-funded programs since July 2003 are still participating in them (65.5%, n=1,355). A full summary of the populations served by SFJPD/CPD-funded programs is provided in Exhibit 1.

**Exhibit 1  
Target Populations Served by SFJPD/CPD-Funded Programs<sup>2</sup>**

SFJPD/CPD- Funded Program		Primary Target Population: Demographic Characteristics				Primary Target Population: Risk Factors				
Organization	Program	Age-specified	Gender-specified	Neighborhood-specified	Race/Ethnicity-specified	On probation	Used/abused drugs	Truant	Gang affiliated	Other
Ark of Refuge	SpiritLife	12-18	No	No	No	✓				Juvenile Hall detainees
Asian American Recovery Services	Straight Forward Club	10-18	No	No	No	✓	✓		✓	Youth at risk of system involvement
Bayview Hunters Point Foundation	IHBS	No	No	Bayview-Hunters Point	No	✓	✓	✓	✓	Youth at risk of system involvement
Bernal Heights Neighborhood Center	OMCSN	No	No	Outer Mission	No				✓	Schools
Brothers Against Guns	IHBS	9-19	Boys	Bayview Western Addition	African American Pacific Islander	✓	✓	✓	✓	Youth at risk of system involvement
CARECEN	Second Chance Tattoo Removal	14-24	No	Misson (Citywide)	Latino/a All	✓			✓	Youth at risk of system involvement
CYWD	Girls Detention Advocacy Project and Sister Circle	14-19	Girls	No	No	✓	✓	✓	✓	Youth at risk of system involvement
Community Works	ROOTS	12-14	No	Visitacion Valley	No					Children w/incarcerated parents experiencing behavior problems
	Young Women's Internship Program	No	Girls	No	No	✓				
Community Youth Center	IHBS	No	No	No	Chinese Filipino Vietnamese	✓	✓	✓	✓	Youth at risk of system involvement
Edgewood Children's Center	Kinship Support Network	12-17	No	Bayview-Hunters Point	African American	✓	✓	✓		All youth live with kin caregivers
Family Restoration House	X-Cell Club/Life Skills	14-21	No	Bayview-Hunters Point	African American			✓		Youth at risk of system involvement
Girls 2000	Family Services Project	10-18	Girls	Hunters Point	African American	✓	✓	✓	✓	Youth in public housing, at risk of system involvement
Girls Justice Initiative	Detention-Based Case Management	12-18	Girls	No	No	✓	✓		✓	Detained youth
	Inside Mentoring	12-18	Girls	No	No	✓	✓			Detained youth
Huckleberry Youth Programs	Status Offender	11-17	No	No	No		✓	✓		Status offenders, youth at risk of system involvement

<sup>2</sup> The following programs are not included in this exhibit because all relevant data were not available: Ella Hill Hutch Community Center, UJIMA Co-Ed Mentorship Program; Office of Samoan Affairs, IHBS; CJCJ, Detention Diversion Advocacy Project; Potrero Hill Neighborhood House, Peer Counseling Program, and SLUG/DPW, Saturday Community Service.

SFJPD/CPD- Funded Program		Primary Target Population: Demographic Characteristics				Primary Target Population: Risk Factors				
Organization	Program	Age-specified	Gender-specified	Neighborhood-specified	Race/Ethnicity-specified	On probation	Used/abused drugs	Truant	Gang affiliated	Other
Instituto Familiar de la Raza	IHBS	13-18	No	Mission (Citywide)	Latino/a	✓	✓	✓	✓	
	Intensive Case Management	13-18	No	Mission	Latino/a	✓	✓	✓	✓	
Mission Neighborhood Center	Home Detention Program	No	No	Bayview Mission	Latino/a African-American	✓	✓	✓		Court-ordered, youth at risk of system involvement
	Young Queens on the Rise	No	Girls	Mission Bayview	Latina African-American	✓		✓	✓	Youth at risk of system involvement
Morrisania West, Inc.	IHBS	12-19	No	No	No	✓	✓	✓	✓	Youth at risk of system involvement
Parenting Skills	Parenting Skills Program	Parents	No	No	No					Parents of youth at risk of system involvement
Performing Arts Workshop	Impact High School	15-18	No	No	No	✓	✓	✓	✓	
Potrero Hill Neighborhood House	IHBS	No	No	No	No	✓	✓	✓	✓	Youth at risk of system involvement
SAGE Project, Inc.	Girls Survivor Services	11-18	Girls	No	No	✓	✓	✓	✓	Girls involved in sexual exploitation, youth at risk of system involvement
Samoan Community Development Center	CLC – Anger Management	No	No	No	No	✓				Youth at risk of system involvement
Solutions Program	Solutions Program	12-18	Girls	No	African American Latina	✓				Detained youth
Special Services for Groups	Ida B. Wells H. S. Occupational Therapy	15-22	No	No	No	✓	✓	✓		Youth at risk of system involvement
The San Francisco Boys and Girls Home	Pre-Placement Shelter	10-17	No	No	No	✓	✓		✓	
University of San Francisco	Street Law	11-17	No	No	Asian American/Pacific Islander African-American Latino/a	✓				Detained youth (boys), Out-of-custody, youth at-risk of system involvement
Urban Services YMCA	Bayview Beacon Center Truancy Program	13-17	No	Bayview-Hunters Point	African-American			✓		High-risk families Youth offenders or pre-adjudicated youth
Vietnamese Youth Development Center	IHBS	No	No	No	No	✓				
Youth Accountability Boards	California Community Dispute Services	11-17	No	Bayview-Hunters Point Visitacion Valley	No					Youth leaders, youth with school discipline issues
Youth Guidance Center Improvement	Focus I Focus II GED Plus	16-18	No	No	African-American Latino/a	✓	✓	✓	✓	High school drop outs Group home/foster home
YWCA	Girls Mentorship Program and FITS	11-18	Girls	No	No	✓				Youth at risk of system involvement

### 3. What services do SFJPD/CPD-Funded programs offer to young people?

As described above, the SFJPD/CPD funds community-based providers to offer a variety of offerings to young people who are at risk of involvement or already involved in the juvenile justice system. These providers were asked to indicate which types of services they provide to the youth they serve. Exhibit 2 provides an overview of the number of programs who are providing each type of service.

**Exhibit 2**  
**Types of Services Provided by SFJPD/CPD-Funded Programs**

<b>Types of Services Provided</b>	<b>Number of Programs* (n=29)</b>
Case Management	22
Tutoring/Help with Homework	18
Mentoring	17
Job Readiness/Employment Training	14
Extra-Curricular/After-School Activities	14
Health Education Services	13
Anger Management Services	12
Substance Use Counseling	12
Mental Health Counseling	12
Practical Assistance (Transportation, Meals, etc.)	10
GED Services	8
Housing Services/Assistance	8
Intensive Home Based Supervision	8
Other Services	16

\*Programs could select more than one response. This information was provided on CBO Questionnaires, which were submitted by 29 programs.

Programs provide a range of “Other Services,” including: arts education, leadership training, bereavement counseling, independent-living skills, and parent groups, etc.

### 4. What changes do young people who participate in these programs experience?

Programs have significant positive effects on the youth they serve. Based on our query of the JJIS system for a sample of youth who have participated in SFJPD/CPD-funded programs, youth have had many fewer contacts with the juvenile justice system – fewer referrals, detentions, filed petitions, sustained petitions, and dispositions – after program entry than prior to program entry.

Further, we have distilled findings for five core outcome areas: education, work and job readiness, building positive relationships, skill-development, risk behavior reduction, and service satisfaction. Depending on youth responses to a number of different survey questions, we rated programs’ effectiveness. With regard to service satisfaction, if 80.0% or more respondents said they were “very satisfied” or “satisfied” with all aspects of the program, we indicated this with an asterisk (\*).



**Exhibit 3**  
**Outcomes Across SFJPD/CPD-Funded Programs That Participate in PrIDE<sup>3</sup>**

Organization and Program Name		Key Outcome Areas					
ORGANIZATION	PROGRAM	EDUCATION <sup>4</sup>	WORK AND JOB READINESS	BUILDING POSITIVE RELATIONSHIPS <sup>5</sup>	SKILL-DEVELOPMENT <sup>6</sup>	RISK BEHAVIOR REDUCTION <sup>7</sup>	SERVICE SATISFACTION
Various Providers <sup>8</sup>	IHBS	+	+/-	+	+/-	+	+
Bernal Heights Neighborhood Center	OMCSN	+	NS	+	+/-	+/-	+
CARECEN	Second Chance Tattoo Removal	+	-	+	+	+	+
Family Restoration House	X-Cell Club/Life Skills	+	+	+	+	NA	+
Girls 2000	Family Services Project	+	+/-	+	+	NS	+
Mission Neighborhood Center	Home Detention Program	+	+	+/-	NS	NA	☐
Mission Neighborhood Center	Young Queens on the Rise	+	-	-	+/-	-	☐
Samoan Community Development Center	CLC – Anger Management	+	NS	+	+	+	☐
Special Services for Groups	Ida B. Wells H. S. OTTP	+	+	+/-	+	NA	+
The San Francisco Boys and Girls Home	Pre-Placement Shelter	+	+/-	+	+	+/-	☐
Youth Guidance Center Improvement	Focus I Focus II GED Plus	+	+	+/-	+/-	NA	+
YWCA	Girls Mentorship Program	+/-	NS	+	+	NA	+
<b>Exhibit Codes</b>		+ = maintain or improve positive behavior +/- = no clear positive or negative change in behavior - = negative change in behavior NS = Not specified as an outcome area for this program NA = Not available.					+ = Over 80% were “satisfied or “very satisfied” with all areas. ☐ = Most participants were “satisfied” or “very satisfied,” but in some areas fewer than 80% were.

Data Source: PrIDE

<sup>3</sup> This information is only available for programs that participate in PrIDE and submitted both Baseline and Follow-up data by March 15, 2004. Some CPD-funded programs are not included in the PrIDE system because: 1) they participate in other evaluations (including the DCYF evaluation); their interventions are short-term and therefore are not appropriate to evaluate using the standard PrIDE data collection forms; 3) they did not submit Baseline and/or Follow-up PrIDE surveys for the youth they serve.

<sup>4</sup> Based on data provided about school attendance, behavior, and/or future orientation toward school.

<sup>5</sup> Based on data regarding perceived skills gained and relationships with peers, adults, and/or program staff.

<sup>6</sup> Based on responses to a set of questions regarding self-care and social development skills and/or anger management skills.

<sup>7</sup> Based on questions regarding gang affiliation and, where appropriate, juvenile justice system involvement.

<sup>8</sup> Data were aggregated across IHBS programs. Includes data from the following organizations: Bayview-Hunters Point Foundation, Brothers Against Guns, Community Youth Center, Instituto Familiar de la Raza, Morrisania West, Inc., Potrero Hill Neighborhood House, and Vietnamese Youth Development Center.

## 5. How satisfied are youth participants with the services these programs provide?

Youth expressed **very high levels of satisfaction** with all aspects of the SFJPD/CPD-funded programs they participate in. More than three-quarters of youth indicated a high level of satisfaction with every program area about which they were asked, from the type of services provided to the respect shown for their cultural and ethnic background. Further, youth are building strong relationships with staff members in the SFJPD/CPD-funded programs. Nearly all said they were “very satisfied” or “satisfied” with the staff in their program (83.1%, n=219).

## 6. How satisfied are Probation Officers with funded programs?

Of the 60 Probation Officers in the Department currently, 27 completed a Feedback Form for the Community Programs Division (a 45.0% response rate). Because of this high response rate and the fact that feedback forms were completed by some Probation Officers in every division – Intake, Supervision, Placement, Prevention, Diversion, Girls Services, and FITS (Family Integrated Treatment Services) – we can be confident that these findings are representative; that is, if we surveyed every single Probation Officer in the Department, we would likely get similar results from our survey.

The highest percentages of Probation Officers have referred youth to the following programs:

- CJCJ, Detention Diversion Advocacy Project
- University of San Francisco, Street Law
- Mission Neighborhood Center, Home Detention Program
- Parenting Skills Program
- Bayview Hunters Point Foundation, IHBS

Probation Officers who referred youth to a program reported how satisfied they were with the services youth received and whether they would use that program again. All of the probation officers who used the following programs said they were “very satisfied” or “satisfied” with them and/or that they would refer youth to them again:

- Samoan Community Development Center, CLC-Anger Management
- Mission Neighborhood Center, Home Detention Program
- Potrero Hill Neighborhood House, Peer Counseling Program
- CARECEN, Second Change Tattoo Removal
- Bernal Heights Neighborhood Center, OMCSN
- Special Services for Groups, Ida B. Wells H. S. Occupational Therapy
- Youth Guidance Center Improvement Committee, GED Plus
- Youth Guidance Center Improvement Committee, Focus II
- Edgewood Children’s Center, Kinship Support Network
- Girls 2000, Family Services Project
- Mission Neighborhood Center, Young Queens on the Rise
- YWCA, Girls Mentorship Program
- YWCA, FITS Girls Program
- Center for Young Women’s Development, Sister Circle

## Conclusion

The portfolio of SFJPD/CPD-funded programs is eclectic, addressing diverse needs, in neighborhoods across the city, and generally in the areas where they are most needed as indicated by neighborhood-based geographic patterns of juvenile crime. This means that the Division has a broad reach on many dimensions through the work of its community partners. In general, SFJPD/CPD-funded programs demonstrate that they do what they set out to do and they are doing it well, despite hardships imposed by the challenges of fiscal year 2003-04, which included delays in contracts and mid-year budget cuts for most providers. Youth participants are generally satisfied with the programs they are participating in; and probation officers use many SFJPD/CPD-funded programs as a resource.

Unfortunately, it is likely that the fiscal challenges facing the Department and community-based providers will continue. Given this context, we urge decision-makers within the Juvenile Probation Commission, the Juvenile Justice Coordinating Council, and the Community Programs Division to carefully consider all data available – on types of services provided, profiles of youth served, contract compliance, and program effectiveness – because they each tell a different though equally important part of the overall story. Information-based decision making, rather than political and turf-based interests, is particularly important in times of scarcity in order to achieve the ultimate goal of preventing youth from becoming or remaining involved in the juvenile justice system.



# Fresh Directions

## Community Programs Supported by the San Francisco Juvenile Probation Department

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**May 2004**

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*LFA contributes to the health and well-being of communities  
by providing applied research, evaluation and technical assistance services  
that advance the work of organizations in the nonprofit, philanthropic, and public sectors.*



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Ark of Refuge	Office of Samoan Affairs
Bayview Hunters Point Foundation	Parenting Skills Program
Bernal Heights Neighborhood Center	Performing Arts Workshop
Brothers Against Guns	Potrero Hill Neighborhood House
California Community Dispute Services	SAGE Project, Inc.
CARECEN	Samoan Community Development Center
Center for Young Women's Development	SLUG/Department of Public Works
Center on Juvenile and Criminal Justice	Solutions Program
Community Youth Center	Special Services for Groups
Community Works	The San Francisco Boys and Girls Home
Edgewood Children's Center	United Way/Girls Justice Initiative
Ella Hill Hutch Community Center	University of San Francisco
Family Restoration House	Urban Services YMCA
Girls 2000	Vietnamese Youth Development Center
Huckleberry Youth Programs	Youth Guidance Center Improvement
Instituto Familiar de la Raza, Inc.	Committee
Mission Neighborhood Center	YWCA

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# Chapter 1

## An Introduction to Community Programs and Understanding Their Effectiveness

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### Introduction and Report Overview

**Fresh Directions** is the first ever comprehensive report on community-based services funded by the San Francisco Juvenile Probation Department's (SFJPD) Community Programs Division (CPD). These programs aim to prevent or reduce youths' involvement with the juvenile justice system by promoting positive youth development.

The purpose of this report is to systematically answer the following questions for programs funded by the Community Programs Division:

1. What organizations and programs does the Community Programs Division support?
2. Who are these programs serving?
3. What services are these programs offering to young people?
4. What changes do young people who participate in these programs experience?
5. How satisfied are youth participants with the services these programs provide?
6. How satisfied are Probation Officers with funded programs?

The answers to these questions will help us understand the overall effect of funding from the Community Programs Division, and inform the Division's future planning. It is also our hope that the information promotes reflection and ongoing improvement within the community-based organizations that are discussed.

This report was prepared by LaFrance Associates, LLC (LFA) a San Francisco-based evaluation consulting firm the Community Programs Division has contracted with to manage the PrIDE (Program Information for Development and Evaluation) system since July 2002. About two-thirds of the programs that are funded by the Community Programs Division take part in this ongoing evaluation project. While this report highlights data from PrIDE, it also includes service delivery and utilization information across all funded programs.

### What Will I Find in this Report?

*Fresh Directions* contains the following information:

- **Background, history, and context of the Community Programs Division** of the San Francisco Juvenile Probation Department
- A **literature review** that summarizes the demonstrated connection between youth development-oriented delinquency prevention strategies with reduced juvenile justice system involvement
- Descriptions of **eight types of SFJPD/CPD-funded programs**, such as Girls Services, Intensive Home Based Supervision, and Education, Life Skills, and Employment Programs
- A descriptive profile and evidence of effectiveness for **community-based organizations supported by the SFJPD Community Programs Division**
- **Maps** of San Francisco neighborhoods that pinpoint service locations in relation to geographic patterns of juvenile crime
- General **conclusions** and a set of **recommendations** for future evaluation

## How This Report Is Organized

This report starts at the beginning of the Community Programs Division story, with a brief overview of the history and context of this model. This fundamental context-setting is continued with a description of the Division's logic model and a review of the literature that provides evidence of the connection between youth development-oriented delinquency prevention programs and reduced involvement in the juvenile justice system. Then, we provide a basic overview of the evaluation research methods employed for this study of Community Programs, for which more detail is provided in the Appendix.

Having laid this groundwork, we begin to provide findings from the evaluation. In the first section of findings, we look at the **overall set** of programs funded by the Division, to provide information about the complete scope of services supported by the Division and the effectiveness of the Division's funding strategy in serving young people who are at risk of involvement or already involved in the juvenile justice system.

For a more in-depth look at each program, we then examine on a **program-by-program** basis who is being served and, when such data are available, how youth change after program involvement. Programs are grouped into eight types according to service strategy or target population. In alphabetical order, these categories are:

- Anger Management Programs;
- Case Management programs;
- Education, Life Skills, and Employment Programs;
- Family Support Programs;
- Girls Services Programs;
- Intensive Home Based Supervision Programs;
- Juvenile Detention Alternatives Programs; and
- Shelter Programs.

We anticipate that there are many different audiences for whom information about the Community Programs Division and individual programs may be relevant. These audiences include:

- Staff of the San Francisco Juvenile Probation Department in general and staff of the Community Programs Division, specifically;
- Members of the San Francisco Juvenile Probation Commission;
- Staff of contractors/grantees that are funded by the Division;
- Policymakers; and
- Members of the public.

The challenge in writing for such diverse audiences is that people have varying levels of familiarity and comfort with reading this type of report which inevitably relies on evaluation terms and methods. Moreover, each audience type will have its own set of questions and interests in looking at this

### Challenges of the Current Fiscal Climate and Their Impact on this Report

The 2003-2004 fiscal year has been economically challenging for public agencies and community-based organizations all around. **How has the fiscal crisis affected this report?** Significantly, in the following concrete ways:

- Due to an extensive delay in the SFJPD budget approval process, for up to 7 months (in most cases) the Community Programs Division did not have contracts in place with community-based providers, the evaluation team, and IT specialists assisting with the evaluation. When the budget was finally approved, some contracts were cut by 4% others by as much as 14%. For community-based nonprofits, this uncertainty, coupled with a lack of payment for services provided, meant a need to focus on the bare necessities of providing services to youth. Under these circumstances, data collection for the evaluation was understandably at the bottom of the priority list. Therefore, most data collection for the entire year occurred within the brief time period between January and March 2004.
- With data collection happening within such a limited time span, programs were not able to collect data on all youth served. Therefore, the results represent samples of youth served.

information. Therefore, we have tried, to the extent possible, to use everyday terms and language that require no specific knowledge of statistics or research to understand this report.

Each program chapter contains as much information as was available for that program, based on the various data sources, which are described in detail in the Appendix. The table below provides an overview of the contents of each program chapter. Virtually all programs have “Description” and “Contractual Compliance” components; however, we generally have only “Effectiveness” data (which is presented in the **Program Outcomes** section of each chapter) on those programs that are participating in the PrIDE system.

**Exhibit 1–1  
Overview of Program Chapter Contents**

Section	Information Provided
Program Description	<ul style="list-style-type: none"> <li>▪ What is the general approach this program takes to serving young people with its funding from the Community Programs Division?</li> <li>▪ How many youth are being served?</li> <li>▪ What are the different characteristics of youth participants?</li> <li>▪ What specific activities and services are offered?</li> </ul>
Contractual Compliance	<ul style="list-style-type: none"> <li>▪ Are programs offering young people the services that they were funded for?</li> <li>▪ Are they serving the number and type of youth for whom they were funded?</li> <li>▪ Are they complying with the requirements and specifications of their contract with the JPD?</li> </ul>
Program Outcomes	<ul style="list-style-type: none"> <li>▪ What changes do youth who participate in these programs experience?</li> <li>▪ Do youth who participate in these programs experience positive change in terms of the outcomes that are appropriate for this type of program?</li> </ul>

Questions about program effectiveness are the most important and challenging to answer. As will be seen in the logic model presented below, the Community Programs Division funds a variety of programs for youth, all of which ultimately share the common goal of preventing them from becoming involved or getting further involved with the juvenile justice system. At the same time, these programs also have more immediate goals related to developing participants as young people: building their life skills, strengthening their self-esteem, and providing them with opportunities to participate in positive, structured activities. Other programs are primarily designed as short-term interventions for youth-in-crisis situations. While measuring whether programs prevent recidivism (or prevent youth from having their first contact with the juvenile justice system) is an important indicator of success, it is not the only one, which is why this report includes information on a variety of other outcomes that are linked to youth development and delinquency prevention.

## **The SFJPD Community Programs Division**

### **Brief Background**

In 1991, the Community Programs Division was established as a component of the San Francisco Juvenile Probation Department. The Community Programs concept marked a significant innovation: allocating juvenile probation funds for community-based organizations to provide programs and services that would help prevent involvement and further entrenchment in the juvenile justice system among troubled youth. When in 1993 the City first began allocating funds through the Division, then-Director Cheyenne Bell developed the first programs: mentoring and intensive supervision.

Today, the Community Programs Division allocates and manages approximately \$5 million from different funding streams: General Fund, Temporary Assistance for Needy Families (TANF), Juvenile Justice Crime Prevention Act, and Children Services Prop J dollars.<sup>1</sup> The youth development/delinquency

<sup>1</sup> Pertains to the July 2003 – June 2004 fiscal year.

prevention strategies funded by the Division span a broad spectrum from education and life skills programs, to services specifically geared toward girls, to family support, to name a few. For each type of service, the Division partners with a community-based organization, so that young people receive services provided from a *community* orientation, rather than a probation orientation, right in their home neighborhoods.

### **An Alternative Model**

While the concept of juvenile probation departments partnering with community-based organizations is not unique to San Francisco, the degree and quality of community partnership are relatively distinctive to our City and County. While, according to our knowledge, other California counties and jurisdictions have divisions such as "Community Probation" or "Community Services" that coordinate programs, these still tend to be more probation-driven programs than truly community-driven programs. What's the difference? San Francisco's Community Programs Division partners with community-based organizations already providing youth development and other needed services, so that the programs youth participate in are designed *by* the community and provided *within* the community. Therefore, while these programs work with so-called "system" or "probation" youth, they are not directly a part of that system. As a result, young people receive support to re-integrate into their communities as healthy, positive, and contributing members, rather than continue on paths that mark them as troublemakers for life.

### **The Community Programs Youth Evaluation System: Overview and Logic Model**

As a first step in redesigning the Community Programs Division's evaluation system (PrIDE), LFA worked with SFJPD/CPD staff to develop a logic model. Logic models are graphic representations that link program inputs (resources, staffing, etc), activities (programs and services), outcomes (expected changes), and anticipated long-term impact.

The PrIDE logic model was developed for the system of programs that are funded by the Community Programs Division as a whole, rather than on a program-by-program basis. This means that none of the programs provide all of the services that are noted under activities; furthermore, some programs may have more of an effect on some outcome areas than others. CPD staff worked with LFA to articulate the most important outcomes for youth development that it was trying to effect.

### **PrIDE: An Idea Whose Time Has Come?**

All organizations familiar with the history of the PrIDE evaluation system know that the project has been fraught with challenges; nearly everyone from community-based providers to Juvenile Probation Commissioners has questioned the value of PrIDE at one point or another.

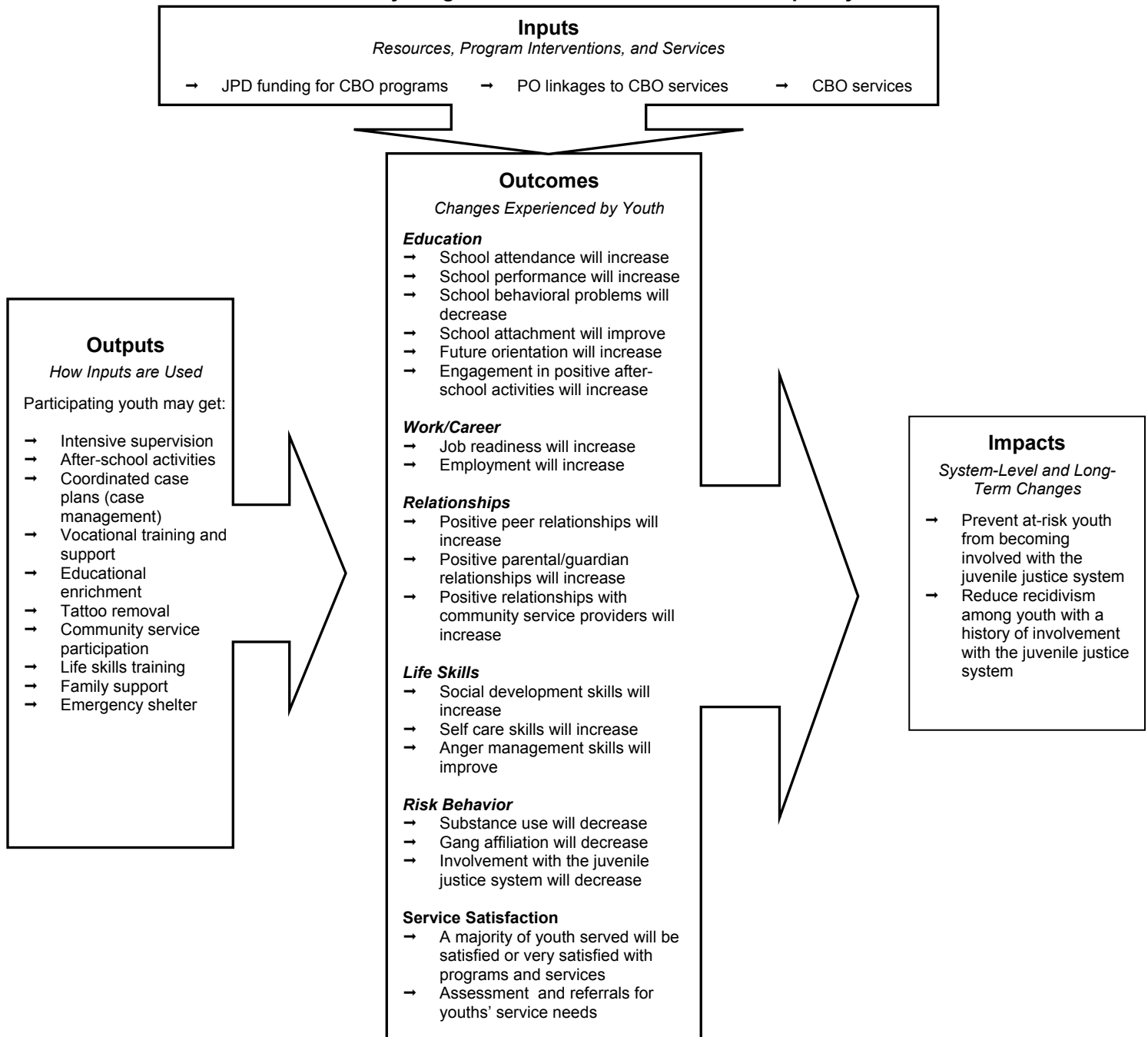
When LFA took over the PrIDE project in July 2002, we had serious challenges to overcome. Everything about the PrIDE system was very complex, and we began to simplify it while attempting to keep providers engaged at the same time. While we hope we have made significant strides in refining the system, we have even further ideas for streamlining and simplifying for all involved (please refer to the Conclusions and Recommendations chapter for more details).

PrIDE's lack of popularity contributed to the challenges of collecting data for this report. Many providers have not let go of their negative associations with the system, and therefore resisted participation by refusing to submit data.

LFA, like many of the SFJPD/CPD-funded nonprofit community-based providers, worked for six months without a contract; the uncertainty of that period of time and the 14% budget cut to the PrIDE contract had a significant impact on our work.

It is our sincere hope that by providing the information in this report—the most significant tangible product of the PrIDE system since its inception—that the community of providers and other stakeholders concerned about at-risk and high-risk youth in San Francisco will reconsider their impressions of the value that an evaluation system such as PrIDE can deliver.

**Exhibit 1–2**  
**The Community Programs-Youth Evaluation System Logic Model:**  
**How Community Programs are Linked to Reduced Delinquency**



## Community Programs are an Effective Approach to Reducing Juvenile Delinquency: Evidence from the Literature

Youth participating in SFJPD/CPD-funded programs receive a variety of services, including participation in anger management, case management, community service, counseling, cultural activities, educational enrichment, family support, life skills training, and vocational training. The goal of such programs is to reduce aggression, behavioral problems, gang affiliation, risky behavior, and substance abuse, as well as to promote pro-social behaviors such as increased school attachment, academic achievement, job readiness and employment, and positive peer and adult relationships.

Positive behavioral changes such as these are expected to lead to the longer-term impact of preventing involvement in the juvenile justice system for at-risk youth, and reducing future involvement for those who have already had involvement with the system. Community programs accomplish this through two types of processes: **reducing risk factors** and **increasing protective factors**. Risk factors are those characteristics of the individual, peer group, family, school, and community that put youth at heightened risk for delinquency. Protective factors are characteristics or processes that lower the likelihood of delinquency in the face of those risk factors.

This report addresses the question of whether youth participating in community programs show the types of positive behavioral change outlined in the logic model above, and, where appropriate and possible, reduced involvement with the juvenile justice system. There is ample empirical evidence from the literature to support the link between reduced risk factors and increased protective factors on the one hand, and reduced involvement with the justice system on the other. While *any* program accomplishing these goals can lead to reduced delinquency, it is also the case that where a study evaluates a program, this program is typically community-based.

In addition, some studies look at youth with an arrest history (as opposed to at-risk youth with no previous involvement in the justice system), and highlight the fact that community-based prevention programs often do better than probation programs alone in reducing recidivism.<sup>2</sup> The summary table below reviews recent evidence from the psychology, criminology, and public health literatures, identifying risk factors and **demonstrating that prevention programs aimed at reducing risk factors and increasing protective factors lead to reduced delinquency.**

### The High Cost of Justice System Involvement: Community Programs' Immense Costs Savings to Society

According to a recent study published in the *Journal of Counseling and Development*, "It is estimated that **failing to prevent one youth** from leaving high school for a 'life of crime' and drug abuse **costs society \$1.7 to \$2.3 million dollars.**"

In Chapter 3 of this report, we present findings that the prevalence of **sustained petitions** among youth participating in SFJPD/CPD-funded programs **decreased from 38.4%** (391 of 1,018 youth) in the time period before youth became involved with a SFJPD/CPD-funded program **to 5.7%** (58 of the same 1,018 youth) after involvement with a SFJPD/CPD-funded program. Moreover, among youth with sustained petitions, the percentage of these petitions **for felony offenses fell from 51.1% before program involvement to 37.0%** post-program involvement.

In the long run, the community program model of youth development-based prevention and intervention could save San Francisco taxpayers untold millions of dollars.

Source: Calhoun et al 2001.

<sup>2</sup> LaFrance et al, 2001; Lattimore et al, 1998; Scott et al, 2002.

**Exhibit 1-3**  
**Prevention of Delinquency:**  
**Literature Demonstrating that Reducing Risk Factors and**  
**Increasing Protective Factors Lead to Reduced Likelihood of Delinquent Behavior**

Risk Factor Area	Prevention Processes that Lead to <i>DECREASED DELINQUENT BEHAVIOR</i>		Sources
	Reducing Risk Factors	Increasing Protective Factors	
Poor Social Competence, Lack of "Life Skills"	Enhancing problem-solving skills		Bogenschneider 1996; Hawkins 1999; Calhoun et al 2001
	Enhancing self-esteem, self-efficacy, and personal responsibility		Bogenschneider 1996; Kuperminc & Allen 2001
	Developing social and interpersonal skills		Bogenschneider 1996; Hawkins 1999; Calhoun et al 2001
Rebellious Behavior; Disciplinary Problems in School	Opportunities for pro-social involvement		Hawkins 1999; LaFrance et al 2001
		Healthy beliefs and clear expectations in family, school, and community that criminal behavior is not acceptable	Hawkins 1999; Ellickson & McGuigan
		Enhancing self-esteem, self-efficacy, personal responsibility, and interpersonal skills	Bogenschneider 1996
Poor Academic Skills	Increased academic achievement		Simcha-Fagan et al; Patterson et al 1991; Thornberry et al 1985; Ellickson & McGuigan 2000; Garmezy 1993; Lattimore et al 1998
		Challenging activities leading to self-perception of success	Schmidt 2003
Lack of School Attachment	Support systems through individual teachers or at school		Hawkins and Lam 1987; Garmezy 1993
	Programs aimed at increasing attendance		Hellman & Beaton 1986
		Bonding with school teachers	Hawkins 1999
Poor Family Functioning	Family interventions		Borduin et al 1995; Dishion & Andrews 1995; Hawkins et al 1999
		Bonding with other adults	Hawkins 1999
Involvement with Delinquent Peers		Good friend not engaging in delinquent activities	Bogenschneider 1996; Henggeler 1989
		Bonding with school teachers	Hawkins 1999
		Opportunities for pro-social involvement	Hawkins 1999
Substance Use	Programs aimed at lowering substance use		Kuperminc & Allen 2001; Ellickson & McGuigan 2000
Low Socioeconomic Status	Career counseling		Greenwood 1994; Munson & Strauss 1993
		Belonging to a supportive community	Bogenschneider 1996; Garmezy 1993

## Information Sources for This Report

LFA developed new data collection methods and utilized existing data in order to gather a robust amount of information across all programs that are funded by the Community Programs Division. The table below provides a brief overview of all data sources for this report.

**Exhibit 1–4  
Data Sources for this Report**

<b>Method</b>	<b>Information Provider</b>	<b>When Collected</b>
Participant Tracking Spreadsheets	Contractors/Grantees	Ongoing
CBO Questionnaire	Contractors/Grantees	March 2004
Senior Analyst Site Visit Questionnaire	Community Programs Division Staff	March 2004
Probation Officer Questionnaire	Probation Officers	March 2004
PrIDE Data	Youth participants	Ongoing

The Appendix includes a more detailed description of each of these data sources and the data available for this report.

## Strengths & Limitations

### Strengths

LFA utilized a variety of data sources in this report. By gathering different types of information and information from different people (Probation Officers, youth participants, CBO staff, Community Programs Division staff, and JJIS), we are able to provide a richer description of the programs that are funded by the Community Programs Division as well as to contextualize and validate findings from one data source against another. We looked for opportunities to collect data that would complement rather than duplicate information available from other sources, and to determine the best way to collect information from each. Specifically related to the PrIDE evaluation system, a significant strength is its pre-and post-program assessment design, which allows measurement of change experienced over time.

### Limitations

In this report, PrIDE data is the main source for information on program effectiveness. PrIDE is an ongoing evaluation system that collects individual-level data at several points in time, which makes it a strong design for reporting on program outcomes. There are some limitations to these data, however, the most significant of which is that the PrIDE dataset does not include all youth served and there are only matched datasets (data from time of program entry and data collected after a specified period of time in the program) for a subset of youth. The PrIDE dataset does not include all youth for a number of reasons, but primarily because: participation is voluntary (a parent/guardian can decline his/her child's participation in the evaluation); in the current contract year budget cuts and uncertainty around program contracts prevented some programs from collecting PrIDE data through the first half of the contract year; some funded programs are not required to participate in PrIDE because they participate in other evaluations; and other programs' interventions take place in such a way that the standard method of collecting PrIDE data (through a written survey at time of program entry and after a period of program involvement) is unworkable. To address this issue, we drew upon multiple data sources described above, and in the Appendix.



## Chapter 2

# Probation Officers' Assessment of Community Programs

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The Community Programs Division (CPD) funds programs that provide community-based services that are a resource to Probation Officers. By funding these programs, the SFJPD/CPD hopes to support the work of Probation Officers in helping their wards comply with the terms of their probation and also preventing recidivism.

Nearly all programs funded through the SFJPD/CPD receive at least some referrals from the San Francisco Juvenile Probation Department, the Juvenile Court, and Probation Officers. Some serve only youth who are referred by these sources.

Because Probation Officers are one key “customer” group for services funded by the SFJPD/CPD, the CPD staff have done periodic surveys to capture feedback to inform their funding decisions and planning. This year, LFA assisted the CPD staff in developing a survey that would collect information in a systematic fashion and that was quick and simple to complete so that Probation Officers could easily provide their feedback to CPD. Further, the Director of CPD went to staff meetings to administer the survey in order to ensure a high response rate.

Of the 60 Probation Officers in the Department currently, 27 completed the survey – a response rate of 45.0%. Because of this high response rate and the fact that feedback forms were completed by some Probation Officers in every division – Intake, Supervision, Placement, Prevention, Diversion, Girls Services, and FITS (Family Integrated Treatment Services) – we can be confident that these findings are representative; that is, if we surveyed every single Probation Officer in the Department, we would likely get similar results from our survey.

The survey gathers information to answer questions about service utilization and level of satisfaction:

- To which programs do Probation Officers refer youth, and how many youth have they referred this contract year?
- How satisfied are they with the services to which they have referred youth, and would they refer youth to them again?
- What types of services that are *not currently funded* by SFJPD/CPD are needed by Probation Officers?

### **To which programs do Probation Officers refer youth, and how many youth have they referred this contract year?**

Exhibits 2-1 and 2-2 display results from the Probation Officer Feedback Form. For each program, the percentage of Probation Officers who have ever referred youth to this program is listed, as is the total number of youth they have referred to each program in this contract year (between July 2003 and March 2004).

The highest percentages of Probation Officers have referred youth to the following programs:

- Center on Juvenile and Criminal Justice, Detention Diversion Advocacy Project
- University of San Francisco, Street Law
- Mission Neighborhood Center, Home Detention Program
- Parenting Skills Program
- Bayview Hunters Point Foundation, Intensive Home Based Supervision

The fact that the highest percentages of Probation Officers refer youth to these programs may reflect the fact that these are programs that are most familiar to Probation Officers, that they provide services that most match their wards' needs, and/or that they provide the highest quality services. Because some of the programs funded by the SFJPD/CPD specifically work with youth who have no history of involvement

with the juvenile justice system and do not have a Probation Officer, results for programs that are indicated with an asterisk (\*) should not be interpreted as an indication of these programs' quality or relevance.

**Exhibit 2-1  
Probation Officers' Feedback  
Referrals to Programs Funded by the SFJPD/CPD**

Type of Program	Organization	Program	% of Respondents Who Have Ever Referred Youth to This Program	Total # of Referrals July 2003 – March 2004
<b>Anger Management</b>	Samoan Community Development Center	CLC – Anger Management*	39.3%	63
<b>Case Management</b>	Mission Neighborhood Center	Home Detention Program	57.1%	40
	CARECEN	Second Chance Tattoo Removal*	37.0%	11
	Bernal Heights Neighborhood Center	OMCSN*	14.8%	10
<b>Life Skills, Education, and Employment</b>	University of San Francisco	Street Law	60.7%	64
	SLUG/Department of Public Works	Saturday Community Service	42.9%	60
	Special Services for Groups	Ida B. Wells H. S. Occupational Therapy *	21.4%	38
	Youth Guidance Center Improvement	GED Plus*	39.3%	18
	Youth Guidance Center Improvement Committee	Focus I*	50.0%	17
	Youth Guidance Center Improvement Committee	Focus II*	42.9%	16
	Life Skills	Family Restoration House*	10.7%	15
	Performing Arts Workshop	Impact High School*	14.8%	8
	Ella Hill Hutch Community Center	UJIMA Co-Ed Mentorship Program	32.1%	5
	AARS/Straight Forward Club	Straight Forward Club	17.9%	4
Potrero Hill Neighborhood House	Peer Counseling Program	3.7%	N/A	
<b>Family Support</b>	Parenting Skills	Parenting Skills Program	57.1%	26
	Edgewood Children's Center	Kinship Support Network*	21.4%	7
	Urban Services YMCA	Bayview Beacon Center Truancy Program*	10.7%	1
	Community Works	ROOTS*	0.0%	0

\* Denotes intervention programs that are funded by Temporary Assistance for Needy Families (TANF) and typically receive few referrals from Probation Officers.

Data Source: Probation Officers Feedback Form

**Exhibit 2-2**  
**Probation Officers' Feedback**  
**Referrals to Programs Funded by the SFJPD/CPD Continued**

Type of Program	Organization	Program	% of Respondents Who Have Ever Referred Youth to This Program	Total # of Referrals July 2003 – March 2004
<b>Girls Services</b>	Community Works	Young Women's Internship Program	14.8%	14
	SAGE Project, Inc.	SAGE Project	32.1%	9
	YWCA	Girls Mentorship Program*	14.3%	9
	Mission Neighborhood Center	Young Queens on the Rise*	25.0%	7
	YWCA	FITS Girls Program	10.7%	5
	Center for Young Women's Development	Sister Circle*	11.1%	2
	Solutions Program	Solutions Program*	7.1%	2
	Girls 2000	Family Services Project*	7.1%	NA
<b>Intensive Home-Based Supervision</b>	Morrisania West, Inc.	IHBS	51.9%	33
	Instituto Familiar de la Raza	IHBS	50.0%	31
	Bayview Hunter's Point Foundation	IHBS	57.1%	18
	Community Youth Center	IHBS	22.2%	15
	Office of Samoan Affairs	IHBS	32.1%	13
	Potrero Hill Neighborhood House	IHBS	42.9%	13
	Vietnamese Youth Development Center	IHBS	28.6%	8
	Brothers Against Guns	IHBS	28.6%	5
<b>Juvenile Detention Alternatives</b>	Center on Juvenile and Criminal Justice	Detention Diversion Advocacy Project	67.9%	30
	Instituto Familiar de la Raza	Intensive Case Management*	50.0%	12
	Youth Accountability Boards	California Community Dispute Services*	14.3%	2
<b>Shelter</b>	The San Francisco Boys and Girls Home	Pre-Placement Shelter	50.0%	32
	Huckleberry Youth Programs	Status Offender	28.6%	8

\* Denotes intervention programs that are funded by TANF and typically receive few referrals from Probation Officers.  
Data Source: Probation Officers Feedback Form

On average, Probation Officers made referrals to 13 of the 40 community-based programs that are funded by the SFJPD/CPD.<sup>3</sup> Some Probation Officers referred youth to nearly all of the funded programs and others had referred youth to only one (range: 1 to 38 programs). Similarly, some probation officers had referred a lot of youth to these programs and others had not referred any (range: zero to 111 individuals). On average, since July 2003, Probation Officers referred a total of 23 individuals to programs that are funded by SFJPD/CPD.

**How satisfied are Probation Officers with the services they have referred youth to and would they refer youth to them again?**

Probation Officers who had referred youth to a program during the current contract year reported their level of satisfaction with the program and whether they would refer youth to the program in the future. Details are provided in Exhibit 2-3 and 2-4; we have also included the number of Probation Officers who responded to these questions, for example, fifteen Probation Officers assessed the Mission Neighborhood Center's Home Detention program. This is noted as (n=15).

**All Probation Officers who referred youth to the programs listed below were "satisfied" or "very satisfied" with the services provided:**

- Samoan Community Development Center, CLC-Anger Management
- Mission Neighborhood Center, Home Detention Program
- Potrero Hill Neighborhood House, Peer Counseling Program
- Youth Guidance Center Improvement Committee, Focus II
- Edgewood Children's Center, Kinship Support Network
- Center for Young Women's Development, Sister Circle
- Girls 2000, Family Services Project
- SAGE Project, Inc, Girls Survivor Services
- YWCA, Girls Mentorship Project and FITS Girls Program

Probation officers who referred youth to a program were asked whether they would use that program again. **All of the probation officers who have used these programs plan on referring more youth to them in the future:**

- Mission Neighborhood Center, Home Detention Program
- CARECEN, Second Change Tattoo Removal
- Bernal Heights Neighborhood Center, OMCSN
- Special Services for Groups, Ida B. Wells H. S. Occupational Therapy
- Youth Guidance Center Improvement , GED Plus
- Youth Guidance Center Improvement Committee, Focus II
- Edgewood Children's Center, Kinship Support Network
- Girls 2000, Family Services Project
- Mission Neighborhood Center, Young Queens on the Rise
- YWCA, Girls Mentorship Program
- YWCA, FITS Girls Program

The Probation Officers' assessments had less consistently positive comments about the Intensive Home Based Supervision programs, Juvenile Detention Alternatives programs, and Shelter programs. The variation in the Probation Officers' level of satisfaction with these programs, and the fact that some Probation Officers who have used this programs in the past say they would not do so again, indicates that there is room for improving the links and communication between Probation Officers and these programs as well as, perhaps, the services these programs provide to wards.

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<sup>3</sup> SFJPD/CPD funds additional detention-based programs, Ark of Refuge, SpiritLife; Girls Justice Initiative, Detention-Based Case Management and Inside Mentoring to which no Probation Officers had referred youth. As a result, these programs are not included in this assessment.

**Exhibit 2-3**  
**Probation Officers' Feedback**  
**Satisfaction with Programs Funded by the SFJPD/CPD**

Type of Program	Organization	Program	% Who Are "Satisfied" or "Very Satisfied" With Services Provided	% Who Would Refer Youth to This Program Again
<b>Case Management</b>	Mission Neighborhood Center	Home Detention Program	(n=15) 100.0%	100.0%
	CARECEN	Second Change Tattoo Removal	(n=8) 87.5%	100.0%
	Bernal Heights Neighborhood Center	OMCSN*	(n=4) 50.0%	100.0%
<b>Life Skills, Education, and Employment</b>	Special Services for Groups	Ida B. Wells OTTP	(n=6) 83.4%	100.0%
	Youth Guidance Center Improvement	GED Plus	(n=12) 91.6%	100.0%
	Youth Guidance Center Improvement Committee	Focus II	(n=12) 100.0%	100.0%
	Youth Guidance Center Improvement Committee	Focus I	(n=15) 86.7%	93.3%
	SLUG/Department of Public Works	Saturday Community Service	(n=11) 90.9%	90.9%
	University of San Francisco	Street Law	(n=16) 93.8%	87.5%
	AARS/Straight Forward Club	Straight Forward Club*	(n=5) 80.0%	80.0%
	Ella Hill Hutch Community Center	UJIMA Co-Ed Mentorship Program	(n=8) 62.5%	62.5%
	Performing Arts Workshop	Impact High School	(n=5) 60.0%	50.0%
	Life Skills	Family Restoration House*	(n=3) 66.6%	33.3%
	Potrero Hill Neighborhood House	Peer Counseling Program	(n=1) 100.0%	0.0%
<b>Family Support</b>	Edgewood Children's Center	Kinship Support Network	(n=6) 100.0%	100.0%
	Parenting Skills	Parenting Skills Program	(n=15) 80.0%	92.9%
	Community Works	ROOTS	(n=0) NA	NA

**Exhibit 2-4**  
**Probation Officers' Feedback**  
**Satisfaction with Programs Funded by the SFJPD/CPD Continued**

Type of Program	Organization	Program		% Who Are "Satisfied" or "Very Satisfied" With Services Provided	% Who Would Refer Youth to This Program Again
<b>Girls Services</b>	Center for Young Women's Development	Sister Circle	(n=4)	100.0%	75.0%
	Community Works	Young Women's Internship Program	(n=3)	66.6%	66.7%
	Girls 2000	Family Services Project	(n=2)	100.0%	100.0%
	Mission Neighborhood Center	Young Queens on the Rise	(n=6)	83.3%	100.0%
	SAGE Project, Inc.	SAGE Project	(n=8)	100.0%	77.8%
	Solutions Program	Solutions Program*	(n=2)	50.0%	0.0%
	YWCA	Girls Mentorship Program	(n=4)	100.0%	100.0%
	YWCA	FITS Girls Program*	(n=3)	100.0%	100.0%
<b>Intensive Home-Based Supervision</b>	Morrisania West, Inc.	IHBS	(n=14)	92.8%	92.9%
	Instituto Familiar de la Raza	IHBS	(n=13)	92.3%	85.7%
	Brothers Against Guns	IHBS	(n=8)	87.5%	77.8%
	Vietnamese Youth Development Center	IHBS	(n=7)	85.7%	85.7%
	Potrero Hill Neighborhood House	IHBS	(n=11)	81.9%	70.0%
	Office of Samoan Affairs	IHBS	(n=9)	77.8%	87.5%
	Bayview Hunter's Point Foundation	IHBS	(n=14)	50.0%	53.8%
	Community Youth Center	IHBS	(n=4)	50.0%	66.7%
<b>Juvenile Detention Alternatives</b>	Instituto Familiar de la Raza	Intensive Case Management*	(n=14)	85.7%	84.6%
	Youth Accountability Boards	California Community Dispute Services*	(n=4)	75.0%	75.0%
	Center on Juvenile and Criminal Justice	Detention Diversion Advocacy Project*	(n=18)	44.5%	70.6%
<b>Shelter</b>	The San Francisco Boys and Girls Home	Pre-Placement Shelter	(n=14)	92.9%	92.9%
	Huckleberry Youth Programs	Status Offender	(n=7)	71.5%	71.4%

### **What else do Probation Officers have to say about programs funded by the SFJPD/CPD?**

Probation Officers identified one thing that sets programs that they are very satisfied with apart from those that they are not: the quality of the case manager(s). As one Probation Officer noted, "If the program has good case manager, it is worthwhile to send youth to the program." Another said, "The case manager is the key, not the agency. If a case manager does not do their work, it 1) harms the child, 2) mars the agency's reputation, [and] 3) makes more work for the PO." This Probation Officer expressed his/her concern that "case managers should have background checks and college degrees."

In terms of another area for improvement, one Probation Officer said that community "workers need to be more candid and [their] reports should be more timely."

### **What types of services are not currently funded but are needed by Probation Officers?**

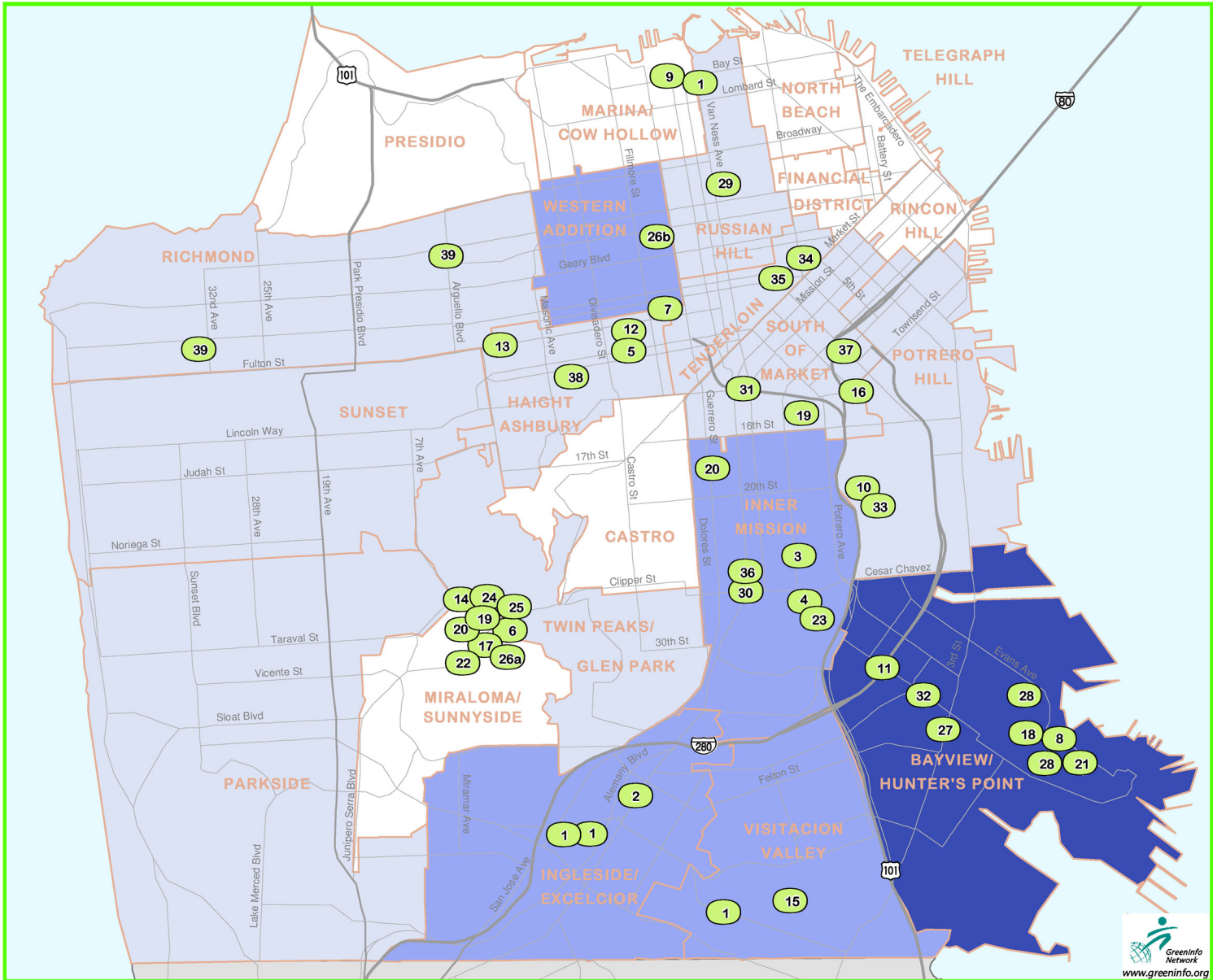
In addition to providing feedback on SFJPD/CPD-funded programs, Probation Officers also provided insight into why they choose to refer youth to some programs that are not funded by the SFJPD/CPD. Probation Officers have selected to work with programs that have a more responsive staff and do overall "great work with youth." Several Probation Officers also highlighted areas where current SFJPD/CPD programs fall short of serving their clients, including:

- Providing job training and employment opportunities
- Offering youth tutoring services
- Holding youth accountable for their actions
- Providing transitional services
- Offering evening programs





# Service Locations of CPD-Funded Community Programs in Relation to Juvenile Law Violation Referrals



# Community Program Service Locations

Number of Juvenile Law Violation Referrals



### Anger Management Programs

- 1 Samoan Community Development Center: CLC – Anger Management\*

### Case Management Programs

- 2 Bernal Heights Neighborhood Center: OMCSN
- 3 CARECEN: Second Chance Tattoo Removal
- 4 Mission Neighborhood Center: Home Detention Program

### Education, Life Skills & Employment Programs

- 5 Asian American Recovery Services: Straight Forward Club
- 6 Ark of Refuge: Spirit Life Chaplaincy Program
- 7 Ella Hill Hutch Community Center: UJIMA Co-Ed Mentorship Program
- 8 Family Restoration House: Life Skills

### Education, Life Skills & Employment Programs (cont.)

- 9 Performing Arts Workshop: Impact High School
- 10 Potrero Hill Neighborhood House: Peer Counseling Program
- 11 SLUG/Department of Public Works: Saturday Community Service
- 12 Special Services for Groups: Ida B. Wells High School OTTP
- 13 University of San Francisco: Street Law
- 14 Youth Guidance Center Improvement Committee: Focus I, Focus II, GED Plus

### Family Support Programs

- 15 Community Works: ROOTS – Community Works
- 16 Edgewood Children's Center: Kinship Support Network
- 17 Parenting Skills Program
- 18 Urban Services YMCA: Bayview Beacon Center Truancy Prog.

### Girls Services Programs

- 19 Center for Young Women's Development: Sister Circle\*
- 20 Community Works: Young Women's Internship Program\*
- 22 Girls Justice Initiative/United Way
- 23 Mission Neighborhood Center: Young Queens on the Rise
- 24 SAGE Project, Inc.: Girls Survivor Project
- 25 Solutions Program
- 26a YWCA: FITS Girls Program
- 26b YWCA: Girls Mentorship Program

### Intensive Home-Based Supervision Programs

- 27 Bayview Hunter's Point Foundation: IHBS
- 28 Brothers Against Guns: IHBS\*
- 29 Community Youth Center: IHBS
- 30 Instituto Familiar de la Raza: IHBS
- 31 Morrisania West, Inc.: IHBS
- 32 Office of Samoan Affairs: IHBS

### Intensive Home-Based Supervision Programs (cont.)

- 33 Potrero Hill Neighborhood House: IHBS
- 34 Vietnamese Youth Development Center: IHBS

### Juvenile Detention Alternatives Programs

- 35 Center on Juvenile and Criminal Justice: Detention Diversion Advocacy Project
- 36 Instituto Familiar de la Raza: Intensive Case Management
- 37 California Community Dispute Services: Youth Accountability Boards

### Shelter Programs

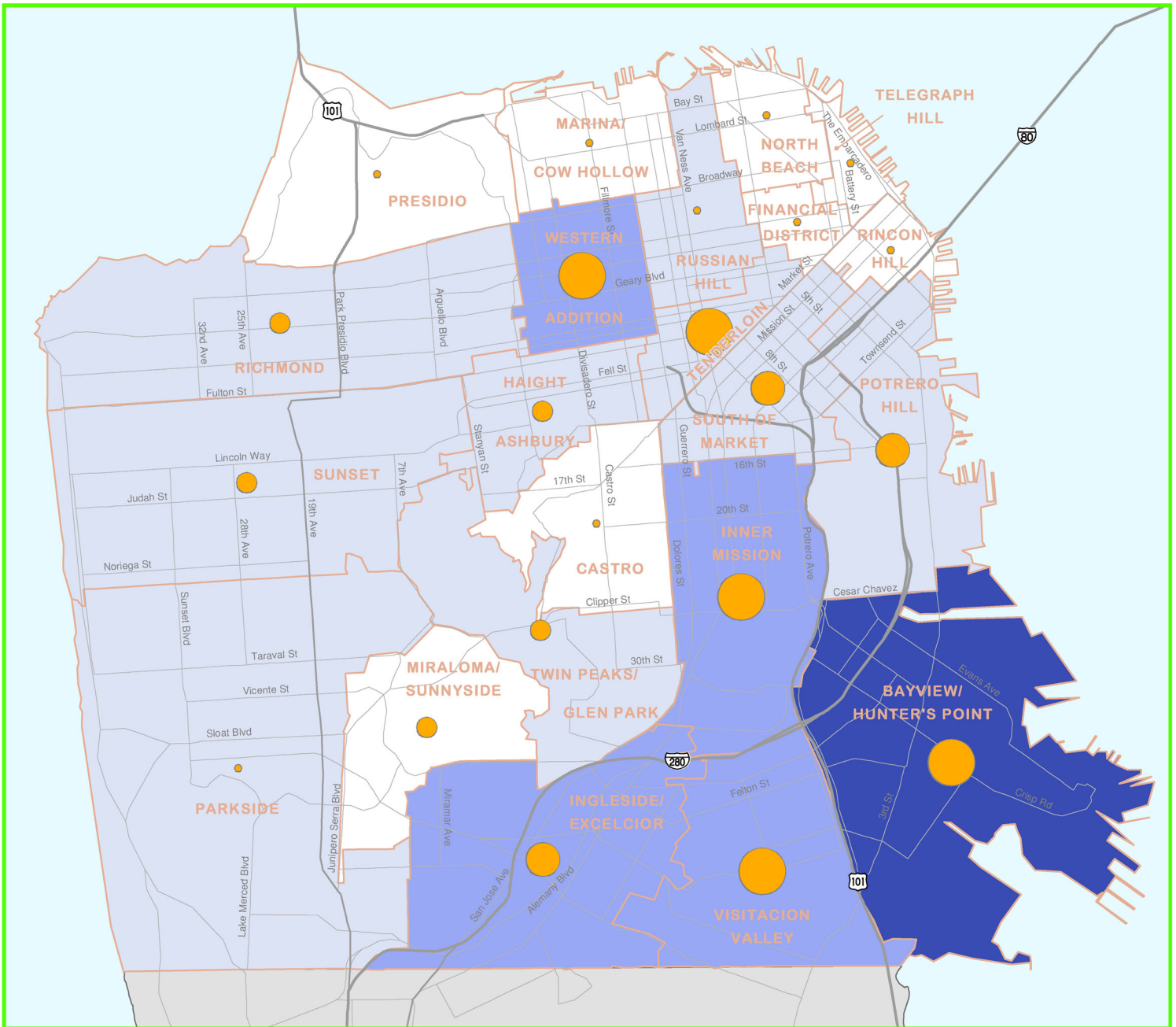
- 38 Huckleberry Youth Programs: Status Offender Program
- 39 The San Francisco Boys and Girls Home: Pre-Placement Shelter\*

\*Numbers appear more than once

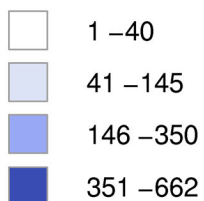
Juvenile crime data provided by the San Francisco Juvenile Probation Dept: Annual Statistical Report, 2002



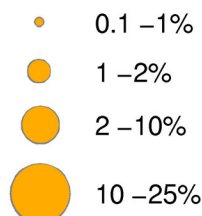
# Neighborhood Concentrations of Participants Served and Juvenile Law Violation Referrals



Number of Juvenile Law Violation Referrals



Total Percent of Participants Served by Community Programs



Juvenile crime data provided by the San Francisco  
Juvenile Probation Dept: Annual Statistical Report, 2002

Please refer to the individual program cluster maps for listings of programs  
that submitted the data compiled for this all-programs map.

# Chapter 3

## Findings Across All Programs

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### Overview

In the 2003-2004 fiscal year, the Community Programs Division (CPD) of the San Francisco Juvenile Probation Department funded over 40 different programs for youth who are involved or at risk of involvement in the juvenile justice system. The CPD has selected a diverse set of providers that offer age- and culturally- appropriate services and that provide a range of offerings to youth with different needs.

The Community Programs Divisions' funding decisions are approved by the Juvenile Probation Commission and are made in concert with the Juvenile Justice Coordinating Council (JJCC) in San Francisco, which includes representatives from the Juvenile Probation Department, the Mayor's Office of Criminal Justice, all other youth-serving City Departments, local law enforcement agencies, and community-based providers. The purpose of the JJCC is to reduce duplication in services and fill gaps in the service system so that funds support a diverse network of programs that offer the most appropriate intervention for youth depending on their needs and level of involvement with the juvenile justice system. The Community Programs Division recognizes that one size *does not* fit all youth who are at risk of or are already involved in the justice system. For this reason, they have funded a rather eclectic group of programs; nonetheless, all share care and concern for young peoples' positive development.

The Community Programs Division has funding from four discrete sources: TANF (Temporary Assistance for Needy Families), DCYF (San Francisco Department of Children, Youth and Their Families), San Francisco General Fund, and JJCPA (Juvenile Justice and Crime Prevention Act). Together, SFJPD/CPD has provided about \$5 million in funding to community-based programs in the July 2003 – June 2004 contract year.

The purpose of this chapter is to provide a broad overview of the types of programs that are funded, the populations that they reach, the services they offer, and their effectiveness. One of the challenges in compiling this information across such a diverse set of programs is that they are all truly unique. While it is useful to group them into generic clusters for the purpose of aggregating information and providing a portrait of the group as a whole, we know that this strategy is akin to pounding proverbial square pegs into round holes. For this reason, we urge you to read the individual program chapters as well as this overview so that you can understand each program better based on how its staff have chosen to describe it and based on the unique circumstances in which it operates.

#### ***In this chapter you will find:***

- A description of the programs funded by the Community Programs Division and the youth they serve
- Findings from the PrIDE evaluation on youth outcomes related to education, work and job readiness, building positive relationships, and reduction in risk factors
- Findings from JJIS on youths' involvement with the juvenile justice system prior to and after entering a SFJPD/CPD-funded program
- Youth satisfaction data and comments from youth on what they learned while enrolled in SFJPD/CPD-funded programs
- Information on program completion for youth who exited SFJPD/CPD-funded programs as of the end of February 2004.

## Highlights

- Between July 2003 and February 2004, over 1,200 youth participated in SFJPD/CPD-funded programs. Some youth participated in more than one program in this contract year (12.6%, n=1,018).
- Youth served by SFJPD/CPD-funded programs mirror the diversity of San Francisco. Programs serve roughly the same number of girls and boys and they serve youth as young as six years old and over 18 years old. On average, participants are 16 years old. They are from neighborhoods across San Francisco, with the largest concentration of youth coming from Bayview-Hunters Point, the Western Addition, and the Mission.
- Programs are reaching youth with a range of risk factors that make them prone to becoming involved with or remaining involved in the juvenile justice system: about one-third acknowledge hanging out with gang members; youth live in families with parents, siblings, and other relatives who have been arrested; and about one-fifth had sustained petitions (and of these, about half were felony petitions) prior to enrolling in the SFJPD/CPD-funded program.
- Programs that focus on youths' educational attainment and attitudes toward school appear to be effective in maintaining or increasing youths' enrollment in school, attachment to school, behavior at school, and orientation toward future schooling.
- Vocational and employment-related programs that are SFJPD/CPD-funded did not make a significant difference in increasing the proportion of youth who had jobs; however, many youth felt that they had gained skills in the program that would help them get a job in the future.
- Youth are building strong relationships with staff members in the SFJPD/CPD-funded programs. Nearly all said they were "very satisfied" or "satisfied" with the staff in their program (83.1%, n=219).
- Based on our query of the JJIS system for a sample of youth who have participated in SFJPD/CPD-funded programs, youth have had many fewer contacts with the juvenile justice system – fewer referrals, detentions, filed petitions, sustained petitions, and dispositions – after program entry than prior to program entry.
- Youth expressed very high levels of satisfaction with all aspects of the SFJPD/CPD-funded programs they participate in. Across all programs for whom PrIDE data were available, more than three-quarters of youth indicated a high level of satisfaction with every program area about which they were asked.
- According to data reported by the staff members of SFJPD/CPD-funded programs, about two-thirds of the youth served by SFJPD/CPD-funded programs since July 2003 are still participating in them (65.5%, n=1,355). Of the minority of youth who exited the programs as of the end of February 2004, more than one-third completed the program successfully (37.1%, n=313).

## Data Sources

With the goal of providing information across all SFJPD/CPD funded programs, we drew upon a variety of data sources, including: information provided by staff of funded programs (CBO questionnaires); administrative data provided by staff of funded programs about all youth served (participant tracking spreadsheets); site visit documentation provided by Senior Analysts within the Community Programs Division; data collected from youth on PrIDE surveys; and information about youths' contacts with the juvenile justice systems from the JJIS (Juvenile Justice Information System) database. While we made every attempt to collect comparable information across all programs, that was not always possible. For example, the outcome data presented in this chapter are based on information collected from youth who participate in programs that are part of PrIDE. In the sections that follow, we have indicated when data apply to a subset of funded programs and when it applies to all.

**Exhibit 3-1  
How to Read the Data**

We have used tables to present data throughout this report.

*Here's an example:*

Characteristic at Program Entry		% of Respondents
<b>Race/Ethnicity</b> (n=12)	African American	58.3%
	Latino/a	16.7%
	Asian American and Pacific Islander	8.3%
	Samoan	8.3%
	White	8.3%

↓

The (n=12) means that 12 participants answered questions about their race/ethnicity.

↓

Participants were grouped into five categories according to their race/ethnicity.

↓

The percentage tells you the proportion of respondents in each race/ethnicity. As you can see, most of the respondents (58.3%) are African American.

In the text, we might describe youths' race/ethnicity in this way:

**“Most of the youth served are African American and Latino (58.3% and 16.7%, n=12).”**

The 58.3% refers to the percentage of youth who are African American; the 16.7% refers to the percentage of respondents who are Latino/a. The (n=12) refers to the number of respondents who provided information about their race/ethnicity.

## Description of Funded Programs<sup>4</sup>

### What are the characteristics of the youth served?

Between July 2003 and February 2004, programs that received funding from the Community Programs Division served over 1,200 youth. The total number of youth served is likely higher than this, because this information was not available for all funded programs. Some youth participated in more than one SFJPD/CPD-funded program (12.6%, 1,018). Providers look to other organizations within the network of funded programs to refer youth who they are working with. In some situations, they refer them so that they can receive more appropriate services; in others, youth remain co-enrolled in more than one program.

**Exhibit 3-2  
Youth Enrollment in SFJPD/CPD-Funded Programs**  
(n=1,018)

Number of Programs Enrolled In	% of Participants
1 program	87.4%
2 programs	8.2%
3-6 programs	4.5%

<sup>4</sup> The following data are taken from participant tracking spreadsheets, CBO questionnaires, and PrIDE surveys; only organizations that submitted these data are included in our analysis.



Data Sources: Participant Tracking Spreadsheets

Participants range in age from 6 to 25, with an average age of 16 years. About the same number of male and female youth participate in these programs. As shown in Exhibit 3-3 below, participants live in many different neighborhoods throughout San Francisco. The largest percentages of participants live in Bayview-Hunters Point, Western Addition, and Mission.

**Exhibit 3-3  
Youth Characteristics  
Across SFJPD/CPD Funded Programs That Participate in PRIDE\***

Characteristic at Program Entry		% of Participants
<b>Age♦</b> (n= 1,165)	Under 13 years	8.1%
	13-15 years old	41.9%
	16-17 years old	40.1%
	18 years and over	10.0%
<b>Gender♦</b> (n=1,191)	Male	49.4%
	Female	50.6%
<b>Race/Ethnicity♦</b> (n=1,204)	African American	53.4%
	Latino/a	24.9%
	Chinese	4.1%
	White	3.9%
	Pacific Islander	2.5%
	Filipino	2.2%
	Samoan	1.6%
	Other Asian American	4.3%
	Other	3.2%
<b>Neighborhood♦</b> (n=1,104)	Bayview-Hunters Point	24.9%
	Western Addition	11.1%
	Mission	10.3%
	Visitacion Valley	8.6%
	Outer Mission Ingleside	7.4%
	Excelsior	5.5%
	Downtown/Tenderloin	3.4%
	Potrero Hill	2.9%
	Richmond	2.7%
	Sunset	2.4%
	Haight	2.2%
	South of Market	2.0%
	Diamond Heights	1.1%
	Hayes Valley	1.1%
	Other	14.4%

\*This is a duplicated count; youth who were enrolled in more than one program were counted more than once.

Data Source: ♦ = Participant tracking spreadsheets; ♦ CBO Questionnaire

Most of the youth are in homes where English is the primary language; however, some funded programs also serve youth whose primary home language is Spanish, Cantonese, and Vietnamese. A small proportion of youth also live in homes where Tagalog, Mandarin, Russian, Samoan, and Burmese are the primary language spoken at home.

The largest percentage of youth lives in single-parent households, and one-third of the youth report living with both parents. Other common living situations include living with family (other than parents), in group homes, and with guardians.

Youth were asked to indicate all of the ways that they heard about the program in which they enrolled. Confirming the strong link between the Juvenile Probation Department and these community programs, the largest percentage of youth were referred by the Department, the Juvenile Court, or their Probation Officer. Youth are also referred to these programs by schools and their friends.

**Exhibit 3-4**  
**Demographic Information**  
**Across SFJPD/CPD Funded Programs That Participate in PrIDE**

Characteristics at Program Entry		% of Respondents
<b>Language Spoken at Home</b> (n=575)	English	73.0%
	Spanish	11.7%
	Cantonese	6.6%
	Vietnamese	1.6%
	Other	7.0%
<b>Living Situation</b> (n=572)	One parent	43.5%
	Two parents	32.5%
	Family but not parents	7.0%
	Group home	5.8%
	Guardian	5.2%
	Other	5.9%
<b>Referral to Program*</b> (n=590)	JPD/YGC/PO	44.1%
	School	20.7%
	Friend	14.9%
	Referred by another organization	9.3%
	Family	7.3%
	Police	2.9%
	It's in my neighborhood	2.2%

\*Percentages may add to more than 100% because participants could provide more than one response.  
 Data Source: PrIDE

## What are participants' major risk factors?

Information about risk factors in youths' environments and the high-risk behavior that youth engage in is important for two reasons. First, it provides a portrait of youths' needs at time of program entry; funded programs can reflect on youths' environments and behaviors so that they can plan interventions accordingly. The Community Programs Division can assess whether they should fund new programs (for example, those that specifically deal with youths' substance use issues or gang involvement) to address youths' needs. Secondly, these data can be compared to data collected after youth are involved in programs to see if youth have changed any of their behaviors.

Recognizing that youth, in general, are likely to under-report their level of participation in risky activities – such as using alcohol and drugs and hanging out with gang members – it is interesting that a significant proportion of respondents acknowledge their high-risk behavior, and it is likely that an even larger percentage of youth face these types of challenges.

About two-thirds of youth live in neighborhoods where they have heard gunshots in the last year. Of these, about half say that they have heard gun shots many times. Further, about one-quarter of the youth say that they have neighbors who have been arrested (23.3%, n=540); however, this does not mean that youth feel unsafe in their neighborhoods. About three-quarters say that they do feel safe.

Participants are part of high-risk peer groups. At program entry, about one-third of participants (31.2%, n=493) acknowledge that they hang out with gang members. When asked if they knew anyone who had been arrested, almost all said they did. Most commonly, they noted that a friend had been arrested.

Youth also live in families where their siblings, parents, or other relatives have been arrested (27.2%, 24.1%, 6.3%, n=540). These are all indicators that these youth are at risk of involvement or further involvement with the juvenile justice system.

At time of program entry, about two-thirds of youth acknowledge that they have ever tried alcohol or other drugs (65.9%, n=540).

Based on a records check of the Juvenile Justice Information System, within the sample for whom these data were available, about one-fifth of participants (118 youth) had pre-program sustained petitions; of these, 30 were dependency cases. A majority of the remaining sustained petitions were felonies.<sup>5</sup>

### Overview of Risk Factors

- Two-thirds of youth live in neighborhoods where they have **heard gunshots**; half of these youth say they hear them frequently.
- About one-third of youth say they **hang out with gang members**.
- Youth live in households with **siblings, parents, or other relatives who have been arrested**.
- About two-thirds of youth say they **have tried drugs or alcohol**.
- About one-fifth had **sustained petitions** prior to entering a program.

<sup>5</sup> More information about how to interpret JJIS data and the challenges in linking program data to JJIS data is discussed in Appendix XX: Data Sources.



**Exhibit 3-5  
Risk Factors  
Across SFJPD/CPD Funded Programs That Participate in PRIDE**

Risk Factors at Program Entry		% of Respondents
<b>Frequency Youth Hears Gunshots at Home★</b> (n=515)	Never	34.0%
	Once or Twice	27.0%
	Many Times	39.0%
<b>Feels Unsafe in Neighborhood★</b> (n=515)	No	72.6%
	Yes	27.4%
<b>Acknowledges He/She Hangs Out With Gang Members★</b> (n=493)	No	68.8%
	Yes	31.2%
<b>Has Ever Tried Drugs or Alcohol★</b> (n=540)	Yes	65.9%
	No	34.1%
<b>Knows Someone Who Was Arrested★</b> (n=540)	No	10.2%
	Yes	89.8%
	Participant's friend was arrested*	71.1%
	Participant was arrested*	46.0%
	Participant's sibling was arrested*	27.2%
	Participant's neighbor was arrested*	23.3%
	Participant's parent was arrested*	24.1%
	Participant's other relative was arrested*	6.3%
Other*	31.5%	
<b>Knows Someone Who Died★</b> (n=590)	No	13.2%
	Yes	13.2%
	Don't know/don't want to answer	8.3%
	Participant's friend died*	55.9%
	Participant's sibling died*	8.0%
	Participant's parent died*	13.2%
	Participant's neighbor died*	17.1%
	Other*	43.0%
<b>Pre-Program Sustained Petitions‡</b> (n=1,018)	No sustained petitions	81.5%
	Felony	9.4%
	Misdemeanor	5.9%
	Dependency	3.0%
	Status Offender	< 1.0%

\*Percentages may add to more than 100% because participants could provide more than one response.  
Data Source: ★=PRIDE; ‡ = JJIS

## What types of assistance do youth want when they enter programs?

At time of program entry, youth were asked to select the types of help they would like to receive from the program in which they were enrolled. Two of the top three responses were related to employment: “**finding a job**” and “**keeping a job**”. Another common response was help with “**homework/school/GED studies**.” While youths’ vision of the type of help they want is just one indicator of the type of help that they need – program staff members who work with these youth might provide a different picture of priority services to offer youth – they are one “customer” for the services provided by the Community Programs Division. Particularly for the youth who are participating in programs voluntarily, if programs provide the type of assistance they want, they may be more likely to attract and retain participants.

**Exhibit 3-6**  
**Types of Help Youth Requested**  
**Across SFJPD/CPD Funded Programs That Participate in PrIDE**

Areas of Assistance	Requested Help At Time of Program Entry % of Respondents* (n=590)
Finding a job	60.8%
Homework/school/GED studies	33.4%
Keeping a job	28.3%
Transportation	18.1%
Managing anger	17.8%
Changing your living situation	14.2%
Problems at home	13.4%
Emotional problems	12.4%
Safer sex education	9.2%
Health problems	6.6%
Getting away from gangs	6.1%
Drug or Alcohol use	5.8%
Other	2.9%

\*Percentages may add to more than 100% because participants could provide more than one response.

Data Source: PrIDE

## Program Outcomes

The Community Programs Division funds a diverse set of programs that develop youths' assets and address youths' risk factors. While these programs may have different strategies and are working toward different short-term outcomes for the youth that they serve, they all share the common goal of preventing youths' involvement with the juvenile justice system.

In assessing the effectiveness of individual programs, program staff had the opportunity to identify custom outcomes that are specific to their program as well as select the specific outcomes from this list of "core" outcomes that were developed for the Community Programs Division overall.

**Exhibit 3-7**  
**Program Outcome Measures**  
**Across SFJPD/CPD Funded Programs That Participate in PrIDE**

Outcome Area	Indicators
<b>Education</b>	<ul style="list-style-type: none"> <li>▪ School attendance will increase*</li> <li>▪ School behavioral problems will decrease*</li> <li>▪ Orientation toward the future will increase*</li> <li>▪ Engagement in positive after-school activities will increase*</li> </ul>
<b>Work and Job Readiness</b>	<ul style="list-style-type: none"> <li>▪ Job readiness will increase*</li> <li>▪ Employment will increase*</li> </ul>
<b>Building Positive Relationships</b>	<ul style="list-style-type: none"> <li>▪ Positive peer relationships will increase</li> <li>▪ Positive parental/guardian relationships will increase</li> <li>▪ Positive relationships with service providers will increase*</li> </ul>
<b>Skill-Building</b>	<ul style="list-style-type: none"> <li>▪ Anger management skills will improve*</li> <li>▪ Self-care and social development skills will improve*</li> </ul>
<b>Risk Factors</b>	<ul style="list-style-type: none"> <li>▪ Substance use will decrease</li> <li>▪ Gang affiliation will decrease*</li> <li>▪ Involvement with the juvenile justice system will decrease*</li> </ul>
<b>Service Satisfaction</b>	<ul style="list-style-type: none"> <li>▪ Youth served will be satisfied or very satisfied with the types of programs and services offered, program staff, respect shown for cultural/ethnic background, and program overall.*</li> <li>▪ Program assess, addresses, and provides referrals for youths' needed services.</li> </ul>

\* This report focuses on these core indicators both because the largest number of organizations selected these outcome areas and because of data availability.

In the section that follows, we present findings on effectiveness for those programs that participate in the PrIDE evaluation. Most of these programs focus on promoting change in three or four areas; for this reason, we analyzed results for groups of programs based on the outcome measures that program staff selected. For example, only programs that identified "employment will increase" as an indicator were included in our analysis of whether programs promoted youth employment. While it is possible that some programs have had effects in areas that they did not anticipate or that others identified a particular outcome for youth in their program that their program design does not truly promote, we took this approach in our analysis so that findings are not diluted across all programs.

## Education

Programs promote youths' enrollment in school or GED programs; a slightly larger percentage of youth were engaged in academic programs after program involvement than at time of program entry.

**Exhibit 3-8**  
**School Attendance**  
**Across SFJPD/CPD Funded Programs That Participate in PrIDE**

	<b>In the 3 Months Prior to Program Entry % of Respondents*</b> (n=444)	<b>Since Entering the Program % of Respondents</b> (n=206)	<b>Finding</b>
In school	89.0%	89.3%	+ More youth were in school or a GED program after program involvement
In a GED program	5.4%	7.3%	
Not in school or a GED program	5.6%	3.4%	

Data Source: PrIDE

As one indicator of whether youth are likely to remain in school, a higher level of school attachment is better than a low level. Youth were grouped into these categories based on their responses to a set of questions about their attitude toward and behavior in school.

**Exhibit 3-9**  
**School Attachment**  
**Across SFJPD/CPD Funded Programs That Participate in PrIDE**

	<b>At Time of Program Entry % of Respondents*</b> (n=362)	<b>After Program Involvement % of Respondents</b> (n=223)	<b>Finding</b>
Minimal school attachment	19.3%	15.2%	+ Youth had a higher level of school attachment after program involvement
Moderate school attachment	64.9%	66.4%	
High level of school attachment	15.7%	18.4%	

Data Source: PrIDE

Many of the youth that participate in SFJPD/CPD-funded programs have histories of truancy or have had behavior issues in school, which sometimes leads to suspensions and expulsions. Several programs focus specifically on reducing youths' problem behavior at school, and their efforts appear to be working. A larger percentage of youth stayed out of trouble at school than had done so in the months prior to program entry.

**Exhibit 3-10**  
**School Behavior**  
**Across SFJPD/CPD Funded Programs That Participate in PrIDE**

	<b>In the 3 Months Prior to Program Entry % of Respondents* (n=368)</b>	<b>Since Entering the Program % of Respondents (n=187)</b>	<b>Finding</b>
I have not gotten in trouble at school	59.5%	79.7%	+ Fewer youth got in trouble at school after program involvement
I was sent to Principal's/ Counselor's office	20.7%	10.2%	
I was suspended from school	16.0%	9.1%	
I was expelled from school	3.8%	1.1%	

Data Source: PrIDE

Because education is so critical for young people, and because dropping out of school prior to earning a high school diploma or GED is associated with further involvement with criminal activities, many SFJPD/CPD-funded programs are working with young people on finishing school or earning their GED. While it is just one indicator of youths' readiness to complete school or get their GED, it is a positive finding that a larger percentage of youth feel "very sure" they will do so.

**Exhibit 3-11**  
**Orientation Towards Future Schooling**  
**Across SFJPD/CPD Funded Programs That Participate in PrIDE**

	<b>In the 3 Months Prior to Program Entry % of Respondents (n=415)</b>	<b>Since Entering the Program % of Respondents (n=225)</b>	<b>Finding</b>
Very sure I will graduate from high school/complete my GED	59.0%	66.0%	+ More youth felt "very sure" they will graduate from high school or get their GED after program involvement
Somewhat sure I will graduate from high school/complete my GED	31.3%	27.0%	
Somewhat unsure I will graduate from high school/complete my GED	6.7%	6.0%	
Very doubtful I will graduate from high school/complete my GED	2.9%	1.0%	

Data Source: PrIDE

## Work and Job Readiness

The most common requests from youth who entered SFJPD/CPD-funded programs were that they get assistance in finding or keeping a job. The SFJPD/CPD funds several programs that help youth find employment, as well as a number of others that help youth develop skills and consider career options. These skill-building activities do not necessarily translate into immediate job opportunities for youth, but they may promote their long-term potential to be productive members in their communities. Among youth

who participate in programs that promote youth employment, a higher percentage of youth are working after program involvement.

**Exhibit 3-12  
Employment  
Across SFJPD/CPD Funded Programs That Participate in PrIDE**

	At Time of Program Entry % of Respondents (n=241)	After Program Involvement % of Respondents (n=137)	Finding
I have a job	20.7%	24.8%	+ More youth have a job after program involvement
I don't have a job	79.3%	75.2%	

Data Source: PrIDE

### Building Positive Relationships

The PrIDE survey assesses change in youths' relationships with three groups: peers, family members, and service providers. This type of change can be difficult to measure without asking in-depth questions about youths' private lives. For this reason, we rely on a few basic indicators to tell us whether youth appear to be in more positive relationships with members of these different groups.

Because many of the youth in SFJPD/CPD-funded programs are gang-affected, several programs specifically focus on reducing youths' involvement with gangs. CARECEN's Second Chance Tattoo Removal program, for example, helps youth remove tattoos that signal gang affiliation. It can be difficult to get a true assessment of whether youth are involved in gangs from a written survey because youth may be reticent to discuss this aspect of their life. It is not entirely surprising, therefore, that nearly exactly the same percentage of youth said they "hang out with other people who are gang members" at program entry and after program involvement (32.0%, n=153; 32.4%, n=71).

About one-quarter of youth said that they had found other youth within their program to talk to if "[they] were in trouble and needed to talk" (21.1%, n=261). Over half of respondents said that their program "helped [them] get along better with my friends and/or relatives" (58.0%, n=188).

A larger percentage of youth had positive things to say about the staff in their program. Nearly all said that they were "very satisfied" or "satisfied" with staff at their program (83.1%, n=219). Further, well over half said that "if [they] were in trouble and needed to talk, [they] would talk to a staff member" at their program (60.5%, n=261). This is a strong indication that this group of youth sees staff as a resource to help them through difficult times.

**Exhibit 3-13  
Youth Responses to the Question:  
"How did the program help you get along better with friends and/or relatives?"**

*"...before I used to like fighting and getting in trouble, but now I have changed and with the help that I get in this program I have learned to control myself."*  
- CARECEN participant

*"Better connection with my mom. I never could tell her anything but now I can tell her anything."*  
- SF Boys and Girls Home participant

*"Better living conditions. [I'm] going to school and not doing drugs."*  
- YMCA Come Into the Sun participant

*"I know how to control my anger better now."*  
- Samoan Community Development Center, Anger Management participant

*"Think before you speak, treat people the way you want to be treated in return."*  
- YGCIC, Focus I participant

## Skill-Building

SFJPD/CPD-funded programs support youths' skill development in a variety of areas, from anger management to leadership skills. While only one program focuses specifically on teaching youth better anger management skills, a number of others include anger management training as part of an array of services offered to youth.

To assess anger management skills, youth were grouped into three categories – “low,” “moderate,” or “strong” – based on their responses to a set of questions about how they react to situations when they are angry. Based on their responses, about the same percentage of youth were in each category after program involvement as at time of program entry – although a slightly larger percentage of youth have strong skills after program involvement. When asked what skills they had gained in the program that helped them get along better with their friends and/or relatives, many youth commented on their new anger management skills. For example, one youth said, “now I walk away when mad” rather than getting in a fight. Another talked about how it affected him at home, saying that he/she stopped “taking too much anger [out] on my brother.”

**Exhibit 3-14**  
**Anger Management**  
**Across SFJPD/CPD Funded Programs That Participate in PrIDE**

	<b>At Time of Program Entry % of Respondents* (n=404)</b>	<b>After Program Involvement % of Respondents (n=172)</b>	<b>Finding</b>
Minimal anger management skills	11.4%	9.3%	+/- No clear pattern of change with regard to anger management skills was found
Moderate anger management skills	55.2%	55.2%	
Strong anger management skills	33.4%	35.5%	

Data Source: PrIDE

Beyond working on specific skills like anger management, most SFJPD/CPD-funded programs are also trying to promote resiliency and self-reliance among their participants. For example, youth reported on things like their knowledge of places where they could get help if they needed it and their pride in their cultural background. Based on this set of questions, they were grouped into three categories with regard to their self-care and social development skills: “minimal,” “moderate,” and “high.” About the same percentage of youth were in each category after program involvement as at program entry. This could be a reflection of the fact that most youth were in the “moderate” skills category at time of program entry so that there was less room for improvement, that the survey questions are not well-suited to measure the type of change that youth experience in this area, or that programs are not doing as much as they could to promote their participants' growth.

**Exhibit 3-15**  
**Self-Care and Social Development**  
**Across SFJPD/CPD Funded Programs That Participate in PrIDE**

	<b>At Time of Program Entry % of Respondents* (n=443)</b>	<b>After Program Involvement % of Respondents (n=192)</b>	<b>Finding</b>
Minimal self-care and social development skills	1.4%	<1.0%	+/- Youth have stronger self-care and social development skills after program involvement
Moderate self-care and social development skills	54.8%	58.2%	
Strong self-care and social development skills	43.8%	40.9%	

Data Source: PrIDE

### **Involvement with the Juvenile Justice System**

The Community Programs Division funds programs that intervene on behalf of youth who are at risk of involvement with the juvenile justice system or that prevent and reduce recidivism among youth with prior juvenile records. This evaluation drew upon data that is available through JJIS to assess an individual's change in their level of involvement with the juvenile justice system.

Despite our best efforts to collect the names, dates of birth, and program entry dates for all youth served by SFJPD/CPD-funded programs in this contract year, this proved quite difficult and in many cases the data that we received had spelling errors or partial names so that we were not able to find the number of matches in JJIS that we anticipated. For this reason, data on involvement with the juvenile justice system is for a sample of youth, rather than the whole population served by SFJPD/CPD-funded programs; as a result, these data may under-report the number of youth who have had contact with the juvenile justice system prior to and after program involvement.<sup>6</sup>

As shown in Exhibit 3-16, youth from our sample from SFJPD/CPD-funded programs had many fewer contacts with the juvenile justice system – fewer referrals, detentions, filed petitions, sustained petitions, and dispositions – after program entry than prior to program entry.

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<sup>6</sup> More detail on the potential benefits and challenges of linking participant data from SFJPD/CPD-funded programs and JJIS is provided in Appendix XX: Data Sources.



**Exhibit 3-16**  
**Contacts with the Juvenile Justice System**  
**Across SFJPD/CPD Funded Programs That Participate in PrIDE**  
(n=1,018)

	Prior to Program Entry	After Program Entry
Total # of Referrals	1,009	259
	↓	↓
Total # of Detentions	592	236
	↓	↓
Total # of Petitions Filed	523	112
	↓	↓
Total # of Sustained Petitions	391	58
	↓	↓
Total # of Dispositions	248	43

Data Source: JJIS

Considering sustained petitions – a clear indicator of the seriousness of youths’ contacts with the juvenile justice system – we find another promising pattern. Among youth who did have sustained petitions, fewer had felonies, the most serious types of offense.

**Exhibit 3-17**  
**Type of Petition Sustained**  
**Across SFJPD/CPD Funded Programs That Participate in PrIDE**

Type of Sustained Petition	At Time of Program Entry	After Program Involvement	Finding
	% of Youth With Sustained Petitions (n=118)	% of Youth With Sustained Petitions (n=33)	
Dependency	16.0%	0.0%	+
601/Status Offender	1.1%	0.0%	Not only do a smaller number of youth have sustained petitions but also a smaller percentage had felony petitions
Misdemeanor	31.9%	63.0%	
Felony	<b>51.1%</b>	<b>37.0%</b>	

Further, for about sixty percent of the youth who had sustained petitions after program entry, petitions were filed less than one month after program entry (57.1%, n=42). This suggests that more than half of the “post-program entry” petitions would be better considered “prior” petitions; some number of these sustained petitions likely resulted from referrals that reflected youths’ behavior prior to program involvement and ultimately led to their youths’ program enrollment.

A total of only 13 youth in our sample (6.5%, n=201) had their first sustained petition after entry, indicating that programs that aim to intervene for youth who are likely to have contact with the juvenile justice system are effective in doing so.

To truly compare sustained petitions prior to program involvement with those after program involvement, it is necessary to compare periods of the same length of time. Selecting youth who entered programs at least three months prior to our query of the JJIS system reduces our sample to 85 youth. In the three months prior to program entry, all of these youth had sustained petitions, more than two-thirds had felony charges and the rest were misdemeanors (69.4%, n=59). In the three months after program entry, most youth had no sustained petitions (84.7%, n=85). Considering the 13 youth who did have sustained petitions after entering the SFJPD/CPD-funded program, most had misdemeanor charges (84.6%, n=13). Not only do a smaller number of youth have contact with the juvenile justice system after program entry, those who do have less serious types of contacts.

## **Service Satisfaction**

### **Are youth getting the type of assistance they request?**

This question – “*Are youth getting the type of assistance they request?*” – is answered in two different ways by Exhibit 3-18. First, we present data for all youth who completed a survey after receiving services. As shown, the most common types of assistance provided correspond exactly with the three services that youth requested the most – “finding a job,” “homework/school/GED studies,” and “keeping a job.” This is a strong indication that programs funded by the Community Programs Division are providing the types of assistance that youth want. In some cases youth received services that they did not say they wanted at program entry, for example, a higher percentage of youth said that they received help in “managing anger” (22.6%, n=261) than said they wanted help in this area at program entry (17.8%, n=590).

Considering only those youth for whom both data collected at time of entry (baseline) and after program involvement (follow-up) are available, we can investigate further whether individual youth who requested a particular kind of help are receiving that help. This information is presented in the two right-most columns in Exhibit 3-18. As shown, a total of 130 youth requested help in “finding a job,” and about half of these youth received help in this area. In all cases, less than half of the youth who said they wanted help in each area are getting this type of help. Collecting this information at the time that youth enter programs offers staff the opportunity to review youths’ interests and needs and to provide them particular kinds of assistance or refer them to other programs that can do so. Based on these data, it does not appear that program staff are using the information in this way to the extent that they could.

**Exhibit 3-18  
Requested Help  
Across SFJPD/CPD Funded Programs That Participate in PrIDE**

Areas of Assistance	All Youth	Youth Who Requested Help	
	% of Respondents Who Received Help* (n=261)	Number Who Requested Help	% of Respondents Who Received Help*
Finding a job	37.9%	130	47.9%
Homework/school/GED studies	29.9%	71	43.3%
Keeping a job	20.7%	64	29.7%
Transportation	18.4%	38	26.3%
Managing anger	22.6%	33	39.4%
Emotional problems	16.9%	25	36.0%
Safer sex education	14.2%	22	50.0%
Health problems	12.6%	19	31.6%
Problems at home	17.2%	19	31.6%
Drug or Alcohol use	14.2%	15	46.7%
Getting away from gangs	10.7%	10	10.0%
Changing your living situation	14.2%	0	N/A

\*Percentages add to more than 100% because participants could provide more than one response.  
Data Source: PrIDE

**What new things did youth say they learn or do in SFJPD/CPD-funded programs?**

Because they were exposed to such a varied array of programs and services, it is no surprise that their responses were very diverse. The following are some examples of youths' responses to this question.

- *"Attending school on a regular basis."* - SF Boys and Girls Home participant
- *"Finding more resources to help find a job."* - Ida B. Wells, OTTP participant
- *"Computer, getting job, good communication, resume and being responsible and having trust in myself."* - YGCIC, Focus I participant
- *"Going to performances, [for example] African drummers, Taiwanese drummers."* – YWCA, Come Into The Sun participant
- *"I have [learned] to open up to say what and how I feel. I do not just sit there. I participate in the class discussion and activities."* – Samoan Community Development Center, Anger Management participant
- *"I learned in this program to stop...my behavior and make me think."* – CARECEN, Second Chance Tattoo Removal participant
- *"I learned how to deal with my anger before I get mad."* – Girls 2000, Family Services Project participant
- I learned about *"different cultures."* – Bernal Heights, OMCSN participant

- It was a “*reality education. [It] helped me see.*” – CYWD, Sister Circle participant

### How satisfied are youth with the services they received?

Participants’ overall levels of satisfaction with the programs they are in as well as their satisfaction with different aspects of the programs – from the types of services they offer to the respect shown for their ethnic and cultural background – are important indicators of program quality.

If youth are “satisfied” or “very satisfied” with programs, they are likely to want to continue to participate in them and they may choose to participate in program activities rather than do other less safe or productive things with their time. Therefore, it is a very positive finding that across all SFJPD/CPD funded programs more youth say they are “satisfied” or “very satisfied” with them than say they are “dissatisfied” or “very dissatisfied.” In fact, more than three-quarters of respondents indicated a high level of satisfaction with every program area. This is a particularly striking result given that, for many of the youth such as those in IHBS programs, participation is mandated.

**Exhibit 3-19  
Participant Satisfaction  
Across SFJPD/CPD Funded Programs That Participate in PrIDE**

Percent of participants who were...	Very Dissatisfied or Dissatisfied	Very Satisfied or Satisfied	No Opinion
Satisfied with the <i>types of services</i> (n=216)	7.8%	<b>78.2%</b>	13.9%
Satisfied with the <i>staff</i> (n=219)	7.8%	<b>83.1%</b>	9.1%
Satisfied with <i>respect shown for participant’s ethnic and cultural background</i> (n=219)	8.3%	<b>84.5%</b>	7.3%
Satisfied with the <i>program overall?</i> (n=221)	9.5%	<b>85.0%</b>	5.4%

Data Source: PrIDE

### To what extent did youth feel connected to the program, staff and other youth?

Community programs strive to foster a sense of safety, belonging, and connection among youth participants. The fact that nearly all respondents said that they “feel safe attending” the program in which they are enrolled is very positive. If community programs do nothing other than offering youth a place where they feel safe and comfortable, they can make a vital contribution to youths’ lives, particularly youth from neighborhoods where there is a lot of violence and gang activity. These programs are doing more than that by connecting youth with caring adults. Nearly two-thirds of the youth say that “if [they] were in trouble and needed to talk, [they] would talk to a staff member in the program.”

The fact that such high percentages of youth also say they “would recommend the program to [their] friends” and that they “want to stay in touch and help out with the program in the future” are also indicators that youth rate these programs highly and that they have a strong sense of belonging in the program.

A relatively small percentage of youth seem to be connected to other youth in their program. This may be a reflection of the fact that many programs are designed to foster one-on-one contact between youth and case managers and, therefore, that there is little time for youth to develop strong relationships with each other. Another possibility is that this percentage is artificially low because of the way that youth were

asked this question. Youth selected from a list of people who they would turn to for assistance – from staff members to another youth to no one in the program;” they may have chosen staff *rather* than other youth – even though they could have selected *both* responses. Regardless, particularly for the programs that are designed to introduce youth to positive peer groups, this may be an area for further attention in the future. It is possible that these programs could do more to help their youth participants to build friendships and find positive peer support.

**Exhibit 3-20**  
**Program Attachment**  
**Across SFJPD/CPD Funded Programs That Participate in PrIDE**

At time of follow-up survey, % of respondents who said “Yes” to:	% of Respondents
I feel safe attending this program (n=213)	93.9%
I would recommend this program to my friends (n=211)	83.9%
I am interested in staying in touch and helping out with the program (n=191)	74.9%
If I were in trouble and needed to talk, I would talk to a <b>staff</b> member at this program (n=261)	60.5%
If I were in trouble and needed to talk, I would talk to another <b>youth</b> at this program (n=261)	21.1%

Data Source: PrIDE

**How do YOUTH think THEY’VE changed as a result of participating in the program?**

It is important to listen to how youth think they have changed as a result of participating in these programs, although it is not the only way to assess whether programs are effective and, in some cases, it might not be the best way to measure how youth change. For example, a large percentage of youth say that the program has helped them “stay in school or get [their] GED” (73.5%, n=215). A more objective measure of this particular program benefit is actual percentage of youth who remain or return to school or a GED program.

Nevertheless, if we think about change as a multi-step process – from change in knowledge to change in behavior to change in action – we realize that some changes may not show up immediately in the actions that youth take. People in general, and adolescents in particular, may be inconsistent or irrational in their behavior, yet shifting their thinking or making them feel more comfortable with their skills, abilities, and selves is a first step toward long-term positive change. For example, about half of the youth say that the program “helped me find or keep a job;” we know that fewer youth experienced an immediate change in their employment situation. While they may not have found a new job within this short time frame, they seem to feel more prepared to get a job in the future. Recognizing that some program benefits may not show up immediately as changes in youths’ behavior – for example, some youth may continue to have contacts with the juvenile justice system – does not mean that the program has not helped them build skills or gain insights into themselves that will help them in the long run. Therefore, it is a very positive finding that most youth say the programs benefited them in multiple ways from helping them think more carefully about the consequences of their actions to teaching them new ways to deal with their anger.

The smallest percentage of youth says that the program helped them get involved in extracurricular activities. What is interesting about this is that by being involved in these programs, all youth were adding new extracurricular activities to their lives. One reason why the fewest youth may have perceived this as

a program benefit is that most youth were already engaged in extracurricular activities prior to entering this program. As a result, they may not have had much “room to grow” in this area.

**Exhibit 3-21**  
**Program Benefits**  
**Across SFJPD/CPD Funded Programs That Participate in PrIDE**

After program involvement, % of respondents who said “Coming to this program...”	% of Respondents
...helped me think ahead to the consequences of my actions * (n=229)	78.0%
...made me feel more comfortable about my abilities in school/GED program (n=205)	73.7%
...helped me stay in school or get my GED (n=215)	73.5%
...taught me new ways to deal with my anger * (n=225)	68.9%
...helped me get along better with my friends and/or relatives (n=188)	58.0%
...taught me or allowed me to do things I haven’t done anywhere else (n=186)	50.0%
...helped me find or keep a job (n=203)	47.3%
...helped me get involved in extra-curricular activities (n=196)	27.6%

\*% of respondents includes those who said they “strongly agree” and “agree” to this statement.  
 Data Source: PrIDE

**Are youth successfully completing these programs?**

The programs that are funded by the Community Programs Division began providing services prior to July 2003 and continued providing services after submitting data for this report. As a result, data on youths’ exit is a snapshot of one point in time.

As of the end of February 2004, about two-thirds of the youth served by these programs were still enrolled in the programs (65.5%, n=1,355). Some of these youth entered the program in February 2004 and had been in the programs less than one month; others have been in the program over five years. Participants who were still enrolled in the program as of the end of February 2004 have been in their program for an average of over six months (n=440).<sup>7</sup>

Among youth who participated in programs during this contract year, about one-third exited prior to February 2004 (34.5%, n=1,355). These youth exited between one day and nearly two years after program entry. Because of the diversity of the programs funded by SFJPD/CPD, including shelter services that provide short-term crisis intervention for youth, it makes sense that there is such an extreme range in the length of time that youth remain in the programs. On average, youth remained in these programs for about two months (n=268).

Among youth who have exited the program, the largest percentage have successfully completed the program; this accounts for more than one-third of the youth who have exited in this contract year (37.1%,

<sup>7</sup> Data were only available for about half of the youth who are continuing in the program; for the remaining youth, no entry date was provided.

n=313). Sizeable numbers of youth have exited prematurely, moved out of the area, or have exited the program for “other” (and therefore not easily classified) reasons. Only about one-fifth of the youth have exited due to negative reasons such as “failure to appear at the program” and “probation violation.”

**Exhibit 3-22**  
**Exit Reason**  
**Across SFJPD/CPD Funded Programs That Participate in PrIDE**

Reason for program exit (n=313)	% of Participants	Finding
Completed the program/returned home	37.1%	<b>Positive Outcome</b> 37.1%
Referred to other agencies	12.1%	<b>Neutral Outcome</b> 24.3%
Partial completion of program	7.7%	
Youth moved out of the area	4.5%	
Failure to appear at program/youth dropped out	8.6%	<b>Negative Outcome</b> 17.8%
Poor performance or behavior	3.2%	
New arrest/law violation	2.2%	
Committed to juvenile hall	2.2%	
Probation violation	1.6%	
Other	15.3%	<b>Unknown Outcome</b> 20.7%
Don't know	5.4%	

Data Source: ♦ = Participant tracking spreadsheets

### Summary

A large number of youth from a variety of different backgrounds and neighborhoods with different strengths and needs are being served by SFJPD/CPD-funded programs. Based on data aggregated across SFJPD/CPD-funded programs we know several key things about the youth who are being served, how they feel about the services and programs they have participated in, and how youth who were surveyed after program involvement compare to those surveyed at time of program entry. First, the programs are reaching youth who have a variety of risk factors, and therefore are clearly at risk of involvement or continued involvement with the juvenile justice system. Second, about three-quarters of youth are “very satisfied” or “satisfied” with all aspects of the programs they participate in from the staff to the services provided. Further, youth noted a number of ways that they felt they had changed or grown as a result of participating in the program. Finally, with regard to program outcomes – information about whether youth change as a result of program participation – in most areas we found programs help youth maintain or improve their situation in terms of education, work and job readiness, building positive relationships, and reducing risk factors.

