Evaluation of the OJJDP FY2010 Second Chance Act Juvenile Offender Reentry Demonstration Projects: Technical Report

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ABSTRACT

This report summarizes evaluation results for juvenile SCA sites funded by OJJDP in FY2010. A process evaluation was completed in four sites, and an impact evaluation was completed in two sites (Tidewater, VA and Tulsa, OK).

In Tidewater, VA, fewer than half of released youth were enrolled in the SCA program; these youth comprised the treatment group. Propensity score weighting (PSW) was used to control any sample differences between SCA youth to youth released to a comparison site in the Richmond area. Rearrest, reconviction, and reincarceration were examined at 6, 12, 18, and 24 months after release. Descriptively, SCA youth generally showed somewhat lower recidivism over time, although none were significant in logistic regression models. Time to these rearrest, reconviction, and reincarceration was then examined using survival models, and SCA youth showed longer time to rearrest and reconviction, which were marginally significant ($p < .10$).

In Oklahoma, data collected through the process evaluation and youth interviews indicated that similar reentry components were being implemented in the comparison site, albeit without federal funding. As a result, comparing outcomes between sites was not a good test of the effectiveness of the SCA model implemented in the treatment site. Therefore, a historical cohort design, using youth released in the three years prior to SCA funding was used. New convictions were examined at 6, 12, and 18 months after release. Although these PSW analyses did suggest substantive reductions in reconviction at 12 and 18 months after release, these results were not statistically significant. Parallel analyses at the comparison site found similar patterns in recidivism reduction over time.

In sum, we have some indication of program benefit in VA, where there was a reasonable contrast between the reentry program for SCA youth versus comparison youth, but the effect was not very robust. We note that the comparison groups (in both states) were also receiving validated risk and needs assessments and some pre-release planning, perhaps somewhat attenuating the comparison.

VA recidivism rates were distressingly high even with SCA youth. By 24 months after release, 80% had been rearrested and almost half had been reincarcerated (47%). The SCA model being implemented, whose central component was case management, may not have been intense enough for these youth, and was not the kind of comprehensive model described by the Intensive Aftercare Program model that served as the precursor to the juvenile SCA programs.

CONTENTS

INTRODUCTION

In response to growing concerns about recidivism and the welfare of youth who return to communities from incarceration, the federal government passed the Second Chance Act (SCA) in 2008 to authorize funding to support the development, implemjentation, and evaluation of juvenile reentry programs (H.R. 1593, 110th Cong. 2007). Since then, more than 100 juvenile SCA awards have been made to grantees across the U.S. to improve reentry programming and outcomes for youth returning home after placement in juvenile correctional institutions (State Government Justice Center, 2017).

The purpose of this evaluation was to evaluate five FY2010 juvenile SCA grantees who were funded to implement comprehensive reentry programs for high-risk youth, and to provide policymakers, practitioners, and funders with empirical evidence about the degree to which the SCA program effectively reduced recidivism and improved reintegration outcomes for youth offenders, and to inform future comprehensive juvenile reentry efforts. Specific goals of this study included: 1) identifying strong sites for an impact evaluation; 2) assessing the extent to which the sites successfully implemented a comprehensive and integrated model of juvenile reentry for a high-risk, high-needs population; 3) assessing program operations and adherence to reentry principles; 4) evaluating the impact of the SCA programs; 5) determining the cost effectiveness of the SCA programs, and their cost-benefit in terms of crime prevented; and 6) disseminating evaluation findings to practitioner and researcher audiences.

This report summarizes the methods and findings of this research study.

Prior Research

Federal support for juvenile reentry programs began in the 1980s during a time of increasing juvenile violent crime rates. Between 1986 and 1994, the number of homicides committed with guns by youth increased from approximately 950 to over 3,000 (Fox, 2003). Subsequently, between the years 1990 and 1997 the rate of incarceration for youth more than doubled, and by the end of the 1990s, the use of institutional confinement for even minor offenses was considered an acceptable response to juvenile crime (National Research Council, 2014)

At the same time as youth were being held to longer and more severe institutional responses, concerns grew about the gaps in support for youth who would return to the community after incarceration. In response, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) supported the first federally-funded, long-term, juvenile reentry effort, known as the Intensive Aftercare Program (IAP), to develop and to assess efforts to support the reentry of juveniles from correctional facilities to communities (Altschuler, Armstrong, and MacKenzie, 1999).

IAPs highlighted the need for aftercare programs to balance the requirements of the juvenile justice system with the developmental needs of youth offenders, and conceptualized reentry as a continuum of care that incorporates three overlapping phases: 1) a placement phase that begins at

the point of admission, 2) a transitional phase that begins towards the end of incarceration and incorporates institutional and community staff to support discharge planning and the initial period of reentry, and 3) a community-based phase that includes shorter- and longer-term reintegrative activities and supervision (Altschuler and Bilchik, 2014; Altschuler and Armstrong, 1994). To facilitate a continuum of care for youth through institutionalization to reentry, the IAP model highlighted the need to implement Overarching Case Management (OCM) practices to support youths' successful transitions between phases. Important components of OCM include the use of risk-need assessments to develop individualized case plans that are responsive to youth and their service and support needs and the need for collaboration between institutional and community-based support staff, as well as probation and parole agents, youth, and their family to building and implement individualized support plans.

OJJDP's initial support for IAP in 1988 led to a five-year national demonstration in three jurisdictions. When the demonstration ended in 2004, OJJDP's involvement in juvenile reentry largely came to halt; yet, the federal government continued to invest in adult reentry programs and research, including the BJA-led Serious and Violent Offender Reentry Initiative (SVORI) and the federally funded Reentry Policy Council, operated by the Council of State Government's (CSG) Justice Center (Lattimore and Visher, 2009).

With the passage of SCA in 2008, OJJDP began to actively collaborate with BJA on a reentry implementation strategy that included juvenile justice. In the FY 2010 Competitive Grant Program, OJJDP separately peer reviewed juvenile justice applications and made 14 awards to juvenile demonstration sites that placed reducing recidivism, protecting the public, and promoting sufficient transition services as their overall goals. Priority considerations were given to programs which targeted higher-risk youth—youth with emotional issues, dually-diagnosed youth, and youth with substance abuse issues, incorporated family support services, used case management practices to ensure comprehensive and continuous reentry services, and were highly collaborative. Since 2010, more than 100 juvenile SCA awards have been made to grantees across the U.S. to improve reentry programming and outcomes for youth returning home after placement in correctional institutions (see State Government Justice Center).

Studies on reentry efforts, including IAP, have provided mixed results on programs' impact on juvenile outcomes. For example, of the three sites included in the IAP evaluation, reentry/aftercare services were not significantly associated with the proportion of youth who were rearrested or reconvicted, compared to the control groups (Wiebush, Wagner, NcNulty, Wang, and Le, 2005). Nor were recidivism reductions found among the juvenile male participants in Serious Violent Offender Reentry Initiative (SVORI; Hawkins, Lattimore, Dawes and Visher, 2010). However, compared to controls, SVORI participants were more likely to be in school 3 months after release, and to be employed 15 months after releases.

However, several other studies have found supportive evidence for the use of intensive reentry approaches for juveniles. Fagan's (1990) experimental study of the Violent Juvenile Offender (VJO) Program found fewer and less serious rearrests for youth in the two (of four) sites where

VJO was well implemented. Goodstein and Sontheimer's (1997) study of a reintegration-supervision program in Philadelphia, PA found that youth who received the intervention had significantly fewer arrests than did the control group. A study of a reentry curriculum implemented in Cook County Juvenile Temporary Detention Center in Chicago, Project Build, found lower recidivism rates for youth who received reentry support, compared to control groups (Lurigio, et al, 2000), as did the Wayne County Second Chance Reentry Program, for youth returning from secure residential facilities (Calleja, Dadah, Fisher, & Fernandez, 2014). Bouffard & Bergseth (2008) examined the effectiveness of a reentry program in a rural Midwestern county that included offender assessment, prelease planning, overarching case-management by Transition Coordinators with caseloads of 10-12 youth who served also as informal mentors, and found that the program delayed recidivism within the first 6 months compared to youth on regular probation.

In addition, findings from the longitudinal *Pathways to Desistance* (PTD) study, which included over 1,300 youth who had been adjudicated of serious offenses in Philadelphia and Maricopa County, AZ, are relevant, although PTD was not an evaluation of a reentry or aftercare program (Mulvey, 2011; Mulvey et al, 2014). Receiving more community-based supervision was associated were lower reoffending (Loughran et al, 2009). For youth with substance abuse needs, substance abuse treatment longer than 90 days and with significant family involvement was associated with reduced reoffending over 6 months (Chassin et al, 2009).

Research Goals

This study examines the implementation and outcomes of five federally-funded juvenile SCA programs. Key research questions that guide this summary include[1]:

1. Was JSCA implemented with fidelity, and what are the challenges to implementing and sustaining JSCA programs?
2. What is the impact of JSCA on juvenile outcomes?

JSCA 2010 Sites

The *SCA Adult and Juvenile Offender Reentry Demonstration Projects FY 2010 Competitive Grant Announcement* offered funding for sites to support reentry initiatives for high risk populations. The funding announcement specified that:

> The target population for the initiative must be a specific subset of the population of individuals convicted as an adult or adjudicated as a juvenile, and imprisoned in a state, local, or tribal prison, jail, or a juvenile detention/correctional facility, a juvenile camp, a juvenile community-based program, or a juvenile residential treatment facility. (P. 2)

The funding announcement further specified that priority consideration would be given to applicants that targeted higher-risk offenders. Other priorities listed included: coordination with

[1] This report does not discuss cost effectiveness or benefit of the JSCA programs because findings from the impact evaluation indicated no significant effects of the reentry programs. Also, grant funding covered all program costs; no additional associated costs were reported.

families of offenders; and effective case assessment and management to provide a comprehensive and continuous reentry process, including the use "of an actuarial-based assessment instrument for reentry planning that targets the criminogenic needs of the offender that affect recidivism, and provide sustained case management and services during incarceration and for at least six months in the community," and pre-release planning and transition housing. Finally, the solicitation also prioritized sites that provide for a rigorous independent evaluation. A separate competitive solicitation funded an independent evaluator, for which the Urban Institute was selected.

For juvenile reentry, OJJDP funded five sites to implement a JSCA program for high risk youth.

Sacramento, California

Sacramento's Juvenile Reentry Program (JRP) was implemented by the Sacramento County Probation Department as a collaborative services provision strategy to serve moderate- and high-risk youth ages 16 and 17 returning from the local detention facility to their Sacramento County homes. By design, JRP involved coordinated pre- and post-release service components, including counseling and functional family therapy or multi-systemic therapy, and educational assistance and academic transitional support across the county. Community counseling agencies provided basic wraparound services and housing support if needed. JRP was developed to support youth being released on furlough from the Sacramento County Boys Ranch. Youth were assessed, using the Positive Achievement Change Tool (PACT), as eligible for the program on their arrival to the facility. Sacramento's JSCA program was originally intended for reentry for committed youth, but the commitment facilities were then closed and relevant youth were housed in a local detention facility, which was not designed for services and programming. The probation department's furlough policy (youth are eligible for release once they have served 50 percent of their sentence) meant that many youth were released shortly after being identified for the program.

Oakland, California

The SCA reentry program was developed as part of a larger strategic plan to improve juvenile reentry for Alameda County youth, and focused specifically on youth who were returning to Alameda Country from pre-adjudication detention. The Oakland program was a partnership with the Oakland Unified School District, and focused on ameliorating any disruption to education that results from detention, on the theory that successful high-school graduation is a major protective factor from criminal involvement. The selection of youth into the program occurred in collaboration with detention staff as a youth was leaving detention, and focused on the youth's history of school attendance, grades, discipline, and family interaction and support. Reentry services focused particular attention to ensuring that youth were reconnected to school following detention release. Wrap-around reentry support was provided by case managers from a network of funded community based organizations. Because risk assessments (using the Youth Level of Service/Case Management) were not generally completed prior to release from detention, youth referrals to the reentry program and the initial services received were not guided by a risk assessment. Compared to the other programs, the Oakland program likely involved more detained youth of considerably lower risk.

Tulsa, Oklahoma

The Youth Services of Tulsa (YST), a nonprofit community-based service provider in Tulsa, implemented a SCA program in partnership with the Oklahoma Office of Juvenile Affairs (OJA), the statewide juvenile justice agency. The YST program aimed to provide comprehensive services, including case management and intensive family services, to support youth transitioning home to Tulsa County from placement in correctional institutions or other residential placements, following adjudication on felony charges. YST casemanagers visited youth approximately once a month throughout placement, and approximately once a week following their release. Intensive family services (IFS) therapists conducted pre-release visits to youth 30 days before release and visited youth two or three times weekly following their release. All youth returning to Tulsa County participated in an eight-hour orientation program which facilitated conversations about conflict resolution, decisionmaking, anger management, sexual health, substance use relapse prevention, and employment and independent living skills. Case planning and service provision for youth was guided by the Youth Level of Service/Case Management Inventory (YLSI/CMI).

Houston, Texas

In cooperation with the Houston mayors Anti-Gang Office, the Texas Juvenile Justice Department (TJJD) implemented the Gang Intervention Treatment: Re-Entry Development for Youth Initiative (GitRedy) which focused on identifying and supporting gang-involved youth ages 13 to 19 who were returning to Harris County, TX, from correctional facilities. GitRedy was housed in the Houston District Parole Office and was developed to offer culturally competent, family-focused services to gang-involved youth and their families pre- and post-release, including comprehensive case management, aggression replacement therapy, functional family therapy, and mentoring, as well as gang-specific services, including gang prevention treatment and tattoo removal services. Once youth were identified as involved in a gang, they could be referred to GitRedy for services. Individualized case planning was guided by formal risk and needs assessments, using PACT.

Tidewater, Virginia

The Tidewater Youth Services Commission (TYSC) implemented the Tidewater Re-entry Initiative in partnership with the Virginia Department of Juvenile Justice (DJJ), the sole agency responsible for secure juvenile correctional facilities and parole services in Virginia. The reentry program aimed to provide comprehensive and coordinated services, including individualized case planning and therapeutic services for high to moderate risk youth transitioning home from secure placement to one of seven Court Service Units (CSUs) in the Tidewater Region (CSUs 1, 2, 3, 4, 5, 7, and 8, excluding CSUs 6 and 2a), including the cities of Chesapeake, Virginia Beach, Portsmouth, Norfolk, Newport News, Hampton, Franklin, and Suffolk, and the counties of Southampton and Isle of Wight. Services provided by TYSC included housing and shelter, pre-dispositional housing for youth awaiting adjudication, post-dispositional housing for youth adjudicated delinquent but not placed in a secure facility, intensive supervision for youth placed on electronic monitoring, diversion services, substance abuse programming, and in-home services such as family counseling. Pre-release services included one visit by a TYSC director to youth

who were referred to the program. Referrals to TYSC and post-release services were guided the Youth Assessment and Screening Instrument (YASI).

Feasibility Assessment and Site Selection

A feasibility assessment was initiated in the five SCA study sites to identify the most promising sites for an impact evaluation. Data collection activities for the feasibility assessment included site visits and conference calls to conduct interviews with service providers and system actors. Data collected through this assessment led to the selection of two treatment and comparison sites to support a comparison site design outcome evaluation.

Program Types

The five FY2010 JSCA sites comprised essentially three kinds of programs. First, two programs (VA, OK) were fairly general reentry program for committed youth, with fairly robust pre-release assessment, planning, and programming as well as in-reach efforts by community-based case managers (CMs) to engage youth and families before release. The primary program element was intensive case-management (ICM) provided by CMs from contracted community-based organizations, working in tandem with the community supervision officers. CMs carry small caseloads (less than 12), and interact with youth and their families in a supportive role. Second, the Texas program was similar in many respects but distinct in targeting gang-involved youth. Gang identification was a critical part of the program, and involved the work of gang specialists both in the institutions and the community. In addition to ICM and gang intervention work, the program also uses a state-of-the-art non-scarring tattoo removal machine as an important piece of the program to assist youth with gang exiting. Third, the programs in two California sites, were reentry programs from detention facilities, and neither had much of a prerelease component.

Geographic Comparison Group Design

In none of the sites does there seem to be a strong possibility of a local contemporaneous comparison group youth not served by the program. Notably, commitment rates have declined nationally, including the JSCA sites, along with corresponding reentry case flow. Most sites' programs seem to be serving most eligible youth, as was reported in TX and OK. (In Oakland, there were more reentry youth than are served by the program, but many of the non-served youth were likely may be low risk, although in the absence of a robust risk assessment, we do not know the distribution of risk among the released youth.) In VA, parole officers in different court service areas served by the JSCA program (discussed below) had different perceptions about the availability of program slots.

In VA, OK, and TX, the most promising comparison groups seem to be comparable youth returning to comparable jurisdictions not served by the program. In addition, we prioritized the one site, VA, with both a treatment and comparison group from multiple jurisdictions, which provides some additional protection against the risk that particularities of one comparison jurisdiction could produce spurious results. Both the VA and OK sites also seemed to have enough case flow to both treatment and comparison sites to support an impact evaluation. In TX, case flow was dropping at the time of the feasibility assessment, and was a possible concern.

In addition, VA, OK, and TX all used a common risk assessment across statewide (YASI in VA; YLSI in OK; and the PACT in TX), with data in a statewide data system.

Site Selection for Impact Evaluation

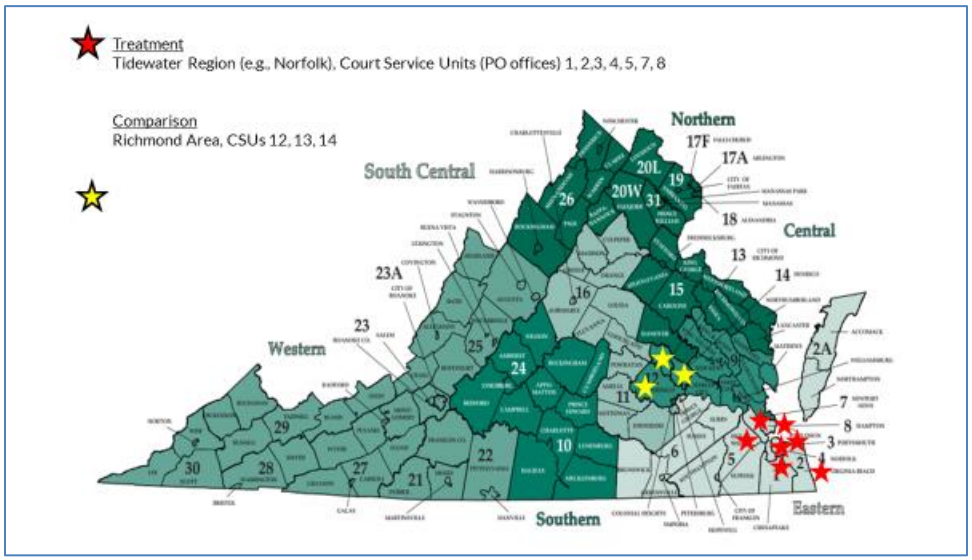
Considering all of the advantages and disadvantages of the sites, UI proposed an impact evaluation to be conducted in two sites, in VA and OK. The methodological advantages in VA include common data systems and both program and comparison areas that combine multiple jurisdictions. In addition, both the VA and OK sites uses that same basic JSCA model, so that had he possibility of being treated as variants of the same the basic SCA reentry model of prerelease in-reach and reentry planning followed by post-release ICM. Conceivably, the two sites could be combined for analyses (or via meta-analyses).

In both Virginia and Oklahoma we identified strong candidates for geographic comparison sites, to which youth were released from the same facilities as SCA youth.

In Virginia, the state uses a common risk assessment across all CSUs, the YASI, which is conducted by the CSU staff, and the state uses a common data system ("BADGE") to record offense information, assessment scores, service referrals, service participation pre- and post-release, etc. Finally, CSUs operate quite independently, so that it seemed advantageous to create each site from a combination of CSUs. The corresponding site included three court service units (a.k.a., probation offices) in and surrounding Richmond, VA (CSUs 12, 13, and 14), which in combination have a similar case flow to the SCA site.

The general philosophy of reentry was similar in treatment and comparison CSUs, based on the statewide DJJ approach to reentry, which was confirmed in interviews with juvenile probation officers (POs) and supervisors in the treatment and comparison Court Service Units (a.k.a., parole offices), that were conducted as part of our process evaluation. This included intake-based risk assessment, attempting to connect with families, and referring youth to services. Outside of SCA, services were often funded with statewide "measure 294" funding, and service referrals required DJJ approval. SCA funding for TYSC case managers, with low caseloads, as well as services described above, considerably enhanced the treatment CSUs' ability to implement this reentry approach.

Figure 1. VA treatment and comparison Site



In Oklahoma, the comparison site to Tulsa County was Oklahoma County, which includes Oklahoma City.

PROCESS EVALUATION

Methods

A process evaluation was conducted between the years of 2012 and 2016 in four sites.[2] These sites included Houston, TX, Sacramento, CA, Tidewater, VA, and Tulsa OK. Data collection activities included site visits and conference calls to conduct observations, focus groups with youth, focus groups with family members or guardians, and interviews with system actors. The process evaluation was also expanded to include the comparison sites in VA and OK—Oklahoma City, OK, and Richmond, VA.

The overarching goal of the process evaluation was to understand how reentry programs in each site were implemented, the fidelity of the reentry program to the SCA model, and program successes, challenges, and sustainability. Two prior short reports have been released concerning implementation and sustainability in the two sites not selected for the outcome evaluation, Sacramento and Houston (Altschuler et al, 2016) and the two sites that were selected (Hussemann et al, 2017).

[2] As a result of data collected through the feasibility assessment, one site—Oakland, CA—was removed from further evaluation activities because: criteria for selection into the program were not formalized; the center in which the SCA program was embedded works with all youth, and SCA and non-SCA youth may receive the same services; the YLSI was not generally completed before a youth's selection into the program, and more generally, was not available for all juvenile justice youth. In addition, unlike other sites, Oakland's SCA program was a detention-based reentry program.

Findings about SCA Implementation and Challenges

At inception, all sites attempted to implement key SCA elements, including pre-release service coordination and collaborative reentry planning; however, common challenges encountered during the grant period impeded their ability to implement SCA with fidelity. Three key challenges included: 1) local changes to the administration of juvenile justice; 2) coordination across institutional and community staff; and, 3) sustainability.

Local Changes to Juvenile Justice Administration

Significant changes to the administration of juvenile justice in California, Texas, and Virginia, affected the sites ability to implement the SCA program as intended. In *California*, the Sacramento County Probation Department experienced a budget reduction during FY 2009 and FY 2010 that resulted in a decrease in the number of staff positions and the closing of facilities, including the Sacramento County Boys Ranch, the focal facility for the SCA program. Once the grant was awarded, modifications were made to the target population, and JRP was redesigned to work with youth returning from the Sacramento County Youth Detention Facility. Yet, the change in focus from youth in a commitment facility to youth in detention created unique program operation challenges. Lengths of stay were generally shorter and, because of a local furlough policy, youth were eligible for release after serving 50 percent of their time. In turn, many youth returned to the community before extensive JRP pre-release programming or services could take place or, in many cases, before the youth was identified as eligible for JRP.

In *Texas*, Senate Bill 653 demolished the Texas Youth Commission (TYC) and the Texas Juvenile Probation Commission (TJPC) in December, 2011 due to a series of scandals. In addition to state-level personnel and management changes, policymakers passed legislative measures aimed at reforming the juvenile justice system in Texas, including lowering the maximum age of juvenile supervision from 21 to 19 years old and offering financial incentives to counties to decrease the rate at which youth were committed to secure facilities in favor of community-based alternatives. As a result, between 2007 to 2012, the state of Texas significantly reduced the average daily population of youth in state-run correctional facilities. Subsequently, the number of youth under community parole supervision declined leading to lay-offs of parole staff. In the Houston District Parole Office, staffing reductions resulted in officers covering larger geographic areas and spending more time meeting with supervised youth closer to their homes and in the community.

When reentry services began in 2011 in *Virginia*, some youth assessed as low risk were being placed in correctional facilities; however, state reforms over the next few years restricted placement in correctional facilities to only moderate- to high-risk youth. Over the grant period, and in an effort to reduce the number of youth placed at correctional facilities, the state consolidated to two secure correctional facilities: Beaumont and Bon Air. Also, youth with less than 120 days left in their commitment were frequently moved from a correctional facility to a local detention or community placement program to facilitate family reunification and involvement in the reentry transition. DJJ also began relying more heavily on local detention

centers as facilities where youth could be placed to serve the entirety of their sentence closer to home.

Coordination Across Institutional and Community Staff

All SCA grantees experienced challenges in their ability to coordinate reentry services with correctional institutions and staff. A lack of regular communication about youth's release dates affected pre-release and post release engagement. Reentry staff were often not informed of when a youth would be released, which hampered their ability to contact youth and their family to develop an individualized plan to guide the transition home. In many cases reentry planning was not able to occur until the youth had returned home.

Also, in Texas and Virginia, geography proved a physical barrier to pre-release planning because youth who were incarcerated were physically removed from their region by large distances, making it hard for case managers to visit youth. In *Virginia*, the high number of state correctional facilities (eight) made it difficult for TYSC staff to coordinate reentry services across all institutions and their staff. Even as the state began to consolidate the correctional facilities, coordination remained challenging because of the frequent movement of youth between placements and turnover among correctional staff. For these reasons, only one visit was made to each youth who was referred to the TYSC program to introduce the program and services provided. In *Texas*, significant downsizing of the Houston District Parole Office increased caseload responsibilities and in turn made it difficult for parole office staff to take the required time to travel to institutions to meet with youth.

Sustainability

Oklahoma and Texas, in particular, confronted challenges in their ability to secure funding to sustain SCA services past the grant period. When GitRedy began operating in 2010 in *Texas*, the program had the benefit of strong advocates in leadership roles in TJJD's central office in Austin; however, this type of support proved difficult to maintain through leadership changes. Over the years, knowledge of and advocacy for GitRedy diminished, and especially as program operations changed as a result of reduced enrollment and resources. As of September 2014, the SCA program has been formally terminated.

When the SCA grant ended in *California*, the Probation Department had retained a substantial part of JRP; however, program components that were largely underused during the time of the grant were discontinued. These components included wraparound and housing services provided through counseling agencies. Referrals to the family functioning therapy and multi-systemic therapy programs continue; however, changes in financial resources have reduced the number of slots available.

The OK grant was a three-year grant (2011-2013), extended for a fourth year (2014). Though much of the post-release component of the reentry program was sustained after the end of the grant funding in *Oklahoma*, the SCA program has struggled to continue to secure funding. State support of juvenile justice and community agencies has decreased across the state, with OJA experiencing significant budget cuts in the past decade. In response, YST reallocated funding from other

services to support reentry services, and receives funds from the local Tulsa community. At the grant's end, case managers continued to visit youth in and outside facilities, and IFS continues to provide post-release family services; however, the number of IFS workers has been reduced, and the eight-hour orientation program was discontinued. Thus, for purposes of the evaluation we consider 2015-16 a sustainability phase.

In *Virginia*, TYSC secured additional funding for the SCA program from DJJ, with the potential to renew this funding for an additional two years. Reentry continues to be a priority for DJJ, and funding for the program has continued uninterrupted.

YOUTH INTERVIEWS

Methods

Interviews were conducted with 127 youth in VA, and with 128 youth in OK. These included youth released to both the SCA sites and the geographical comparison sites. Within each state, interviews were conducted with youth in both the treatment and comparison sites. In VA, where not all youth released to the treatment site (Tidewater) were enrolled in the SCA program, only SCA-enrolled youth were interviewed.

The interviews were designed to inform both our understanding of SCA implementation and youth self-reported outcomes. Interviews were conducted in 2014 through 2016. In OK, where the process evaluation indicated that the SCA program was only partially sustained, it is important to note that most of the interviews were conducted during the sustainability phase.

Baseline interviews and 6-month follow up interviews were conducted with youth being released to either the SCA or comparison sites. To be eligible to participate in an interview a youth must have been incarcerated and returning home (or had already returned home) to either the SCA or the comparison site, and have a parent or guardian assent to their participation in the study. All youth were offered a $50 stipend for their participation in the study.

In Oklahoma, the baseline interview was conducted with youth approximately 30 days prior to release from a correctional facility; in VA, negotiation with the Department of Juvenile Justice led to baseline interviews being conducted shortly after a youth was released. Follow-up interviews were conducted between 5 and 8 months following release.

Baseline interviews concerned both the youth's pre-incarceration history as well as the incarceration experience. Follow-up interviews concerned the reentry experience as well as experiences and outcomes during the 6 months following release. Some eligible youth could not be interviewed during the baseline period, but were successfully recruited for the 6-month interview, and one longer comprehensive interview was completed at that time to cover the content of both interviews.

Interviews lasted between 30 minutes to 1.5 hours. Interviews were structured, and responses were recorded by hand in an interview booklet. Interview domains included: housing and neighborhood characteristics; history of social services; assessment, case management, and release planning;

attitudes toward case managers and parole officers; pre and post-release services received; correctional placement environment; educational history, attendance and behavior; contact with caring adults; family instrumental and emotional support; family criminal history; peer delinquency; drug and alcohol use; self-reported offending; exposure to violence and victimization; experiences in the first 24 hours post release; conditions of supervision; and, background information.

Implementation of Reentry Components

Interview data were used to create several quantitative measures from youths' reports on the extent of their participation in various reentry activities and services provided both during incarceration and after release. Four "fidelity" measures were constructed to reflect key reentry components in the treatment and comparison sites, with higher scores indicating *greater* exposure to the reentry component.

Reentry Components During Incarceration

- *Assessment* ranged from 0 to 5, with points assigned for the number of assessments reportedly conducted during the incarceration period; staff sharing the assessment results with the youth; staff making a service referral based on the assessment; and staff following up on referral.
- *Case management meetings* ranged from 0-5, and was based on the number of staff who met with the youth to discuss release planning; the frequency of these meetings; and the number of staff (case managers, parole officers, social workers) who came from outside the facility to meet with the youth about release planning. While in the treatment site, much of this was done by case managers, in the absence of case managers much of this would have been done by parole officers.
- *Reentry plan, activities, and preparedness* ranged 0 to 4, with points assigned for having a reentry plan in place; taking part in other activities to prepare for release; and youth reporting that they "felt prepared for release" prior to their departure from the incarceration facility
- *Service participation* ranged from 0-10, with points assigned for taking part in up to 12 services (e.g., anger management, substance abuse, mental health, mentoring); the frequency of participation; and the youth's stated need for the service (points were added for obtaining a service that was needed, and taken away if there was a need but no service receipt).

The four pre-release scale scores were summed to create an overall measure of JSCA program fidelity during the incarceration period, which could range from 0 to 24. In the event one of the component scale values was missing from an interviewee because the youth didn't know the answer or chose not to answer, the value was imputed from the mean scale score for that interviewee's location (Tidewater, Richmond, Tulsa, or Oklahoma City).

Reentry Components At and Following Release

Seven measures were constructed to capture program components occurring during the transition immediately after release and the first six-month period in the community following release. The first 3 of these had corresponding measures in the pre-release period.

- Post-release *assessment* ranged from 0 to 5, based on the number of assessments done during this period; whether staff shared results with the youth; made referrals based on the assessment; and followed up on the referral.
- Post-release *case management meetings* ranged from 0-5, and was based on the number of staff who met with the youth for case management during this period; the frequency of these meetings; and the number of staff meeting with the youth for case management who were available to youth "any time day or night if you need help."
- *Release packet, reentry, and preparedness* ranged from 0 to 5, based on whether the youth reported they were provided with a release packet upon release; whether the parole officer/case manager met with the youth within 24 hours of release; their preparation at the release point (were met by a family member or friend, had money, proper clothing, and a transportation voucher if needed); and the youth's sense of preparedness upon release.

Several measures were unique to the post-release period:

- *Perceived help from probation officer/case manager (PO/CM) in transition* ranged from 1-5, based on agreement with the statement "My PO/CM has helped me with my transition back to the community" using a 1 (strongly disagree) to 5 (strongly agree) scale.
- *Attitude toward PO/CM* ranged from 1 to 5, and is based on the average agreement to 8 statements about the PO/CM (e.g., My PO is trustworthy, My PO treats me with respect, My PO gives me correct information), with higher scores reflecting more positive views of the PO. Although not strictly speaking a measure of implementation, we expect this scale to reflect both staff engagement with the youth and the degree of help offered, and so we discuss it as an indirect measure of implementation.
- *Transition assistance ranged from 0 to 5,* and reflected receipt of services specific to reentry transition needs, including help with housing, obtaining identification documents and public benefits, medication, transportation, or legal assistance, and help enrolling in school or vocational programs. As with the service measures, additional points were given if the youth reported both needing and receiving the assistance, and subtracted if there was a need reported but not met.
- Post-release *service participation* ranged from 0 to 10, and was scored the same as the pre-release service scale.

An overall post-release fidelity score, which summed the preceding measures, could range as high as 40. As with the during incarceration score, missing values from any component scales were imputed from the group mean.

Virginia Youth Interviews: Implementation of Reentry Program Elements

In each state, some of the youth who participated in baseline interviews did not participate in follow-up interviews. As a result, in the results below, the results concerning pre-release elements have a larger sample that the results concerning post-release elements.

Analysis of youth interviews indicates youth experienced moderate levels of the prerelease components of SCA, including prerelease assessment, case management meetings, reentry planning, and service participation. Given that both SCA and comparison youth were held in the same facilities, it is not surprising that they do not differ much on the reentry components other than youth in the treatment site reporting significantly higher scores on Reentry Plan, Activities, and Preparedness (2.97 vs. 2.65, $p < .05$).

On the post-release reentry components, too, the overall scores were moderate. Surprisingly, youth in the treatment site reported significantly less post-release assessment. We speculate that this may compensate for lower reported *pre-release* Reentry Plan, Activities, and Preparedness. SCA youth do report significantly higher Perceived Help from the PO/CM in Transition (2.96 vs. 2.16, $p < .01$), as well as more positive attitudes toward the PO/CM (3.11 vs. 2.12, $p < .01$), than their counterparts in the control site.

Table 1. Youth Reports of Virginia Reentry Implementation During Incarceration

		Tidewater (n = 67)	**Richmond (n = 60)**
Reentry Component	**Scale Range**	**Mean (sd)**	**Mean (sd)**
Assessment	0-5	2.52 (1.79)	2.27 (1.86)
Case Management Meetings	0-5	2.80 (1.27)	2.76 (1.43)
Reentry Plan, Activities, and Preparedness*	0-4	2.97 (0.89)	2.65 (0.86)
Service Participation	0-10	4.43 (1.16)	4.39 (1.12)
TOTAL	**0-24**	**12.72 (3.31)**	**12.07 (3.46)**

*p<.05; **p<.01

Table 2. Youth Reports of Virginia Reentry Implementation Post-Release

		Tidewater (n = 56)	Richmond (n = 44)
Reentry Component	**Scale Range**	**Mean (sd)**	**Mean (sd)**
Assessment**	0-5	0.38 (0.98)	1.34 (1.84)
Case Management Meetings	0-5	2.55 (1.36)	2.13 (1.29)
Release Packet, Reentry, and Preparedness	0-5	3.92 (1.06)	4.00 (1.03)
Perceived Help from PO/CM in Transition**	1-5	2.96 (1.39)	2.16 (1.29)
Attitude toward PO/CM**[3]	1-5	3.11 (1.17)	2.12 (0.95)
Transition Assistance	0-5	1.96 (0.80)	1.80 (0.76)
Service Participation	0-10	5.31 (0.79)	5.44 (0.97)
TOTAL~	**2-40**	**20.22 (3.97)**	**19.01 (4.36)**

~ p < .10; *p<.05; **p<.01

Oklahoma Youth Interviews: Implementation of Reentry Program Elements

Most of the youth in OK were interviewed late in the program (2014) or in the sustainability phase (2015-16). Because post-release components are central to the program design, we examine youth's reports about the program elements, as in VA, while noting that this may understate program implementation in the OK treatment site (Tulsa) during the grant period.

Consistent with our findings from the process evaluation, it is unclear that the treatment site had a stronger reentry program than the comparison site. The prelease components were all somewhat higher in the comparison sites, although only the Reentry Plan, Activities, and Preparedness component was marginally significant.

For the post-release components, the between-site comparison findings went in both directions. Youth in the treatment site reported significantly more Perceived Help from PO/CM in Transition and a more favorable attitude toward the PO/CM, while youth in the comparison site reported more service participation. (We note, however, that the treatment youth also reported needing more services, although those analyses are not shown here.)

[3] In VA, because the baseline interviews were conducted following release, most questions concerning youth's retrospective assessment of their preparedness were asked about in both interviews. Responses from the 6-month follow up interview were prioritized, but for youth who did not complete a follow-up interview, responses from the baseline interview were used, so that the N was the same as for prerelease components.

Table 3. Youth Reports of Oklahoma Reentry Implementation During Incarceration

		Tulsa (n = 52)	Oklahoma City (n = 76)
Reentry Component	**Scale Range**	**Mean (sd)**	**Mean (sd)**
Assessment	0-5	1.68 (1.56)	1.89 (1.89)
Case Management Meetings	0-5	2.22 (1.45)	2.28 (1.42)
Reentry Plan, Activities, and Preparedness~	0-4	2.47 (1.11)	2.82 (0.96)
Service Participation	0-10	5.30 (1.03)	5.53 (1.29)
TOTAL	**0-24**	**11.67 (2.98)**	**12.51(3.62)**

Note: ~ $p < .10$

Table 4. Youth Reports of Oklahoma Reentry Implementation Post-Release

		Tulsa (n = 52)	Oklahoma City (n= 76)
Reentry Component	**Scale Range**	**Mean (sd)**	**Mean (sd)**
Assessment	0-5	1.06 (1.74)	1.46 (1.97)
Case Management Meetings	0-5	1.86 (1.54)	1.84 (1.49)
Release Packet, Reentry, and Preparedness	0-5	3.44 (1.23)	3.81 (1.13)
Perceived Help from PO/CM in Transition**	1-5	2.85 (1.27)	2.04 (1.22)
Attitude toward PO/CM*	1-5	2.78 (1.19)	2.38 (0.88)
Transition Assistance	0-5	2.11 (0.84)	2.17 (0.93)
Service Participation**	0-10	5.24 (1.18)	5.91 (1.34)
TOTAL	**2-40**	**19.34 (4.76)**	**19.61(4.84)**

$p<.05$; $**p<.01$

VIRGINIA IMPACT EVALUATION

Methods

Design

VA benefited from state funding that fully sustained the SCA program after federal funding ceased at the end of 2014. For this reason, our data collection and analysis continued after the formal end of federal grant funding, and we include youth released from 2011 through 2016 in the study.

The program was intended just for medium to high risk youth, who were incarcerated for at least 6 months.[4] We include only youth for whom there were data for risk and needs assessments at admission in our analyses. Between 2011 to 2016, 242 youth were enrolled in the SCA program after having been assessed as medium or high risk (YASI prescreen summary score); these constitute our treatment group. (Two additional youth had been assessed as low risk and were excluded from the analytic sample.) An additional 347 youth also returned to Tidewater after meeting these criteria, but were not enrolled in SCA. Youth returning to the Richmond area (N=309) were identified as a comparison group.

Administrative Data in Virginia

Case-level data for treatment and comparison youth were shared by the Virginia Department of Juvenile Justice for all youth returning home, in 2011 through 2016, after at least 6 months of institutional confinement, and for which an assessment was available for the time of admission to the juvenile correctional facility

Data included measures related to demographics, criminal history, recidivism, and assessments risks and needs. Demographic variables include sex, race, and age at commitment. Age at commitment ranged from 13.5 to 19.6 with a median of 16.8 years.

Current case variables include the number of conviction charges on the current case, the offense type of the most serious charge (person, property, drug, sex, or other), and the severity level of the top charge. The number of conviction charges ranged from 1 to 19, with a median value of 3. Because of the long tail, the natural log of this count was used in our propensity scores. Severity was an ordinal measure, coded so that more serious charges had higher scores, with a maximum of 10, as follows: person felony (10); weapons or drug felony (9), other felony (mostly property felonies; 8), person misdemeanor (7), other misdemeanor (6), and violation (5). Because this severity scale captures most of the information about top charge type, only the severity measure was included in the propensity score.

Risk and needs information was based on Youth Assessment and Screening Instrument (YASI) assessment information. VA had mandated that all POs conduct YASI assessments at intake and periodically, thereafter. We considered a YASI assessment valid at admission if it had been conducted within the year preceding admissions or through 7 days after admission. In the data on youth returning to either the Tidewater or Richmond areas, we saw fewer missing assessments over time, with considerable missing data in 2011, reduced to just a few missing assessments in 2013-2014, and no missing assessments in 2015-16.

The overall risk score is the prescreening summary score, leading to classification at four levels of risk: no, low, medium or high risk; our sample was either medium or high risk. From the full YASI at admissions, four additional ordinal risk and needs scores were examined in the propensity

[4] Release dates were largely but not completely predictable; 12 youth were in the SCA program with shorter stays; our analytic sample for both SCA and comparison youth are limited to those who were incarcerated for 6 months or longer.

models below: static risk, dynamic risk, static protective, and dynamic protective. Each of these, too, is classified into the categories of no, low, medium, and high risk.

Criminal history information included age at first intake, the number of prior intakes, the number of prior conviction charges, and the most severe prior conviction (on the same severity scale discussed above for the current case). Age at first intake ranged from 5.8 to 17.8, with a median age of 13.5 years. The number of prior intakes ranged from 1 to 35, with a median of 8; the number of prior conviction charges ranged from 0 to 23, with a median of 7. For analyses the natural logs of these counts were used.

VA recidivism measures included date of first rearrest, reconviction, and reincarceration, assembled through the end of 2017. The administrative recidivism data was assembled by DJJ, and included dates of first rearrest, first reconviction, and first reincarceration. These measures contained adult recidivism information that DJJ receives from the VA Criminal Sentencing Commission, the DOC and the State Compensation Board (which has jail data).

Samples

SCA Youth

Basic demographics, current case, criminal history, and risk/needs variables are shown in the first column of Table 5. Overall, most SCA youth were male (89%), African American (84%), and they averaged 16.58 years old at the current commitment. Most of the youth were assessed as high risk at admission (64%), were incarcerated following adjudication on serious felonies (8.9 on a 10-point severity scale), and served 17.72 months of incarceration. Their age at first intake was 13, they had numerous prior cases, and most had been previously adjudicated on felonies (9.21).

Youth not Enrolled in SCA in Tidewater

Less than half of the youth returning to the treatment site were enrolled in the SCA program. Findings from the process evaluation suggested that the primary driver of non-referrals to the SCA program were POs' understanding of program capacity. With multiple POs in multiple CSUs making referral decisions, the likelihood of systematic bias is somewhat reduced. Nonetheless, POs may intentionally refer some type of youth to the program, but not others. Moreover, during data collection for the process evaluation, TYSC staff reported that some youth were determined to be unsuitable and excluded from the SCA program following an initial interview with the youth while they were incarcerated. In combination, POs and TYSC might be selecting riskier youth who they believe warrant more attention and services for the program, or they could be triaging resources toward those likely to succeed.

To understand how youth may have been selected for the program, we compared youth enrolled in SCA to those who returned to the Tidewater area but were not referred to SCA (N = 347). Demographics, current case, criminal history, and risk/needs variables are shown in the first two columns of Table 5.

- SCA youth were significantly less likely to be white than the youth who were not referred to the SCA program (9% compared to 15%). On the current case, SCA youth were

convicted on somewhat more serious top charges, and were also *less* likely to have been detained pretrial.

- More SCA youth were assessed as *lower* risk (medium rather than high; 36% vs. 23%) (especially dynamic risk, 3.8 vs. 4.3 on an ordinal scale from 0 to 6, not shown).
- On their current incarceration, SCA youth had about 3 months longer lengths of stay, and they were more likely to have been released in 2015.
- SCA youth had also been previously convicted on a somewhat more serious charge.

In sum, while the groups differed somewhat, the direction of those differences do not paint a simple picture, with SCA enrolled youth having lower assessed risk, less pretrial detention, but somewhat more serious charges and criminal history.

Virginia Comparison Site Youth

The third column in Table 5 shows characteristics of the youth in the comparison site in the Richmond area. Similar to the Tidewater youth who were not referred to the SCA program, Richmond youth were also predominantly Black, were more likely to be assessed as high risk, and had shorter lengths of incarceration, compared to SCA youth.

Table 5. Virginia Youth Characteristics, by Sample

	Tidewater JSCA	**Tidewater Non-JSCA[5]**	**Richmond[6]**
	n = 242	*n* = 347	*n* = 309
Gender is Female	11%	9%	9%
Race			
Black	84%	82%	76% *
White	9%	15% *	21% ***
Other	7%	3% *	3% *
Age at commitment (13.2 – 19.9)	16.58 (.98)	16.44 (1.12)	16.62 (1.08)
Charge severity (5 – 10)	8.91 (1.28)	8.63 (1.39) **	8.59 (1.28) **
Number of conviction charges (1 – 19)	4.35 (3.29)	4.13 (2.98)	3.92 (2.79)
Committing charge			
Person	50%	44%	41%
Property	40%	47%	43%
Sex	7%	4%	7%
Drugs	1%	2%	4%
Other	2%	3%	5%
Detained pretrial	32%	39%	29%
Assessed Risk level at Admission			
High	64%	77%***	83%***
Medium	36%	23%***	17%***
Length of incarceration (months) (3.2 – 70.4)	17.72 (8.66)	14.88 (8.20) ***	15.75 (9.68) *
Correctional facility[7]			
Beaumont	43%	36%	39%
Bon Air	54%	55%	58%
Year of release			
2011	10%	11%	17% **
2012	17%	13%	15%
2013	22%	17%	15% *
2014	17%	20%	24%
2015	15%	22%*	14%
2016	19%	17%	15%
Criminal History			
Age at first intake (5.4 – 17.8)	13.38 (2.13)	13.17 (2.06)	13.28 (1.78)
Number of prior intake cases (1 – 41)	8.57 (5.86)	9.09 (5.37)	9.82 (5.33) **
Number of charges adjudicated guilty (0 – 27)	7.90 (4.69)	7.65 (4.39)	8.04 (4.49)
Charge severity (0 – 10; 10 is most severe)	9.21 (1.01)	8.96 (1.28) *	8.93 (1.18) **
Most serious charge			
Person	55%	49%	47%
Property	36%	44%	42%
Sex	7%	5%	7%
Drugs	1%	1%	3%
Other	1%	1%	1%

[5] Significance measured between Treatment JSCA and Tidewater Non-JSCA samples, *p<.05, **p<.01, ***p<.001
[6] Significance measured between Tidewater JSCA and Richmond samples, *p<.05, **p<.01, ***p<.001

Recidivism Analyses

Propensity Scores Weighting

We used propensity score weighting (PSW) to control for spurious differences between the treatment and comparison groups, using STATA 15. To construct a propensity score comparing the Tidewater SCA youth to the comparison site youth, a logistic regression was run with group membership as the outcome and using the characteristics displayed above as predictors, along with four additional risk/needs variables assessed at admissions: static risk level, dynamic risk level, static protective level, and dynamic protective level. The resulting equation assigns each individual a probability of being in the SCA treatment (rather than comparison) group, known as the propensity score (PS). By construction, on average the treatment sample has a higher "propensity" to be in the treatment group: PSs for comparison youths' ranged from .0167 to .8074, and for SCA youth from .1250 to .9467.

PSs were then used in two ways to render the samples more comparable for analysis. First, we restrict the samples to individuals with PSs in the range covered by members of *both* groups, known as being "on common support"), and excluding members of the treatment group with higher PSs than all comparison group members (25 youth), as well as members of the comparison group with lower PSs than all treatment group members (23 youth). Second, the comparison sample is weighted to approximate the treatment group sample, to estimate the average effect of the treatment on the treated (ATT). For the comparison group, ATT weights are calculated as the odds of being in the treatment group, PS/(1-P); treatment group members are weighted as 1 (Guo & Fraser, 2015).

Table 6 shows recidivism means, as binary recidivism measures calculated at 6, 12, 18, and 24 months. The top panel shows unweighted means for the entire samples; the bottom panel shows PS weighted (PSW) means for the subsamples of individuals on common support that are used in analyses. Samples get smaller over time, so that recidivism outcomes at 6-months post release are based on 309 comparison youth and 242 SCA youth (286 and 217 on common support), down to 240 comparison youth and 176 SCA youth (218 and 158 on common support) for 2-year post-release outcomes.

The patterns are quite similar in either set of means; we discuss just the weighted means here. Recidivism rates rise considerably over time, from 37% of comparison youth rearrested within 6 months to 84% within 2 years, while conviction rates rise from 31% to 76%, and reincarceration from 6% to 49%. In all cases, the SCA recidivism rates are slightly lower.

[7] Percentages do not equal 100% because not all youth were placed at the Beaumont and/or Bon Aire correctional facilities, and some youth were transferred between facilities.

Table 6. Percent Recidivating, Virginia SCA and Comparison Site

	6 Months		12 Months		18 Months		24 Months	
Site	**Non-SCA**	**SCA**	**Non-SCA**	**SCA**	**Non-SCA**	**SCA**	**Non-SCA**	**SCA**
N all	309	242	287	222	262	196	240	176
Unweighted means								
Rearrest	37%	32%	63%	55%	78%	72%	85%	80%
Reconviction	29%	24%	55%	46%	71%	61%	77%	71%
Reincarceration	7%	5%	23%	18%	38%	30%	49%	46%
N on common Support	286	217	264	197	240	174	218	158
Weighted Means								
Rearrest	37%	33%	65%	56%	76%	72%	84%	80%
Reconviction	31%	25%	55%	47%	69%	63%	76%	71%
Reincarceration	6%	6%	24%	19%	39%	31%	49%	47%

With the samples weighted by propensity scores, we estimated two kinds of models, for each of our recidivism outcomes. First, we conducted logistic regression on binary recidivism outcomes at 6, 12, 18 and 24 months. We then conducted Cox proportional hazard models to look at recidivism over time. These models treat survival time as a continuous variable (here measured in days). They estimate the proportionate reduction in recidivism, and are able to use each person's data for as long that person was observed, without the need to set a constant follow-up window for all individuals. The observation window lasted through June 30, 2017. For some youth, who were released at the end of 2016, the observation period was just 6 months, while for others who were released at the beginning of the study period in 2011, the observation period was as long as 6.5 years.

In the logistic regression models, none of these mean differences shown above prove to be statistically significant (see Table 7). All the coefficients are less than 1, so that the odds of rearrest for SCA participants are .69 to .86 the odds of rearrest for the comparison group; the odds of reconviction for SCA participants are .70 to .78 the odds of reconviction for the comparison group; and the odds of reincarceration are .71 to .97 those of the comparison group. But none of the z's rise to 1.65, which is the cutoff for marginal statistical significance with $p<.10$.

Table 7. Logistic Regression Models Comparing Virginia SCA and Comparison Site Youth

	6 Months		12 Months		18 Months		24 Months	
N	503		463		417		378	
	OR	**Z**	**OR**	**z**	**OR**	**z**	**OR**	**z**
Rearrest	0.86	-0.70	0.69	-1.64	0.85	-0.59	0.75	-0.92
Reconviction	0.76	-1.12	0.74	-1.37	0.70	-1.26	0.78	-0.70
Reincarceration	0.97	-0.08	0.75	-1.04	0.71	-1.32	0.93	-0.30

Note: Sample sizes decline with longer follow up, as more recent cohorts must be excluded.

However, in Cox proportional hazard models which combine all of the data, survival times were longer for SCA youth for both rearrest and reconviction, with hazard ratios 0.80 and 0.81 respectively. That is, the models estimate that at each point in time approximately 80-81 percent of SCA youth were rearrested or reincarcerated compared to comparison youth. These proportional hazards were marginally significant for both rearrest and reconviction, with *p*s < .10. In addition, the proportional hazard assumption failed to be rejected (*p*s < .13), so that the Cox models are appropriate.

Kaplan-Meier (K-M) curves are shown in Figures 2-4. They illustrate the pattern whereby fewer SCA youth "fail" – are rearrested or reconvicted -- at each point in time; while there is no consistent pattern for incarceration. (Note that the samples get quite small as the observation periods get longer. Stata 15 does not produce confidence intervals on K-M graphs when weighting is used.)

For reincarceration, the hazard ratio was 0.87, so that reincarceration was somewhat less likely for SCA youth. However, this was not at all significant, and the K-M curves do not show a consistent pattern over time.

Table 8. Cox Proportional Hazard Models Comparing Virginia SCA and Comparison Site Youth

	Test of Treatment Effect			Test of PH Assumption	
	Hazard Ratio	**Z**	**p**	**Chi-square**	**p**
Rearrest	0.80	-1.86	0.063	2.25	0.1336
Reconviction	0.81	-1.67	0.096	1.00	0.3879
Reincarceration	0.87	-0.92	0.358	0.04	0.9156

Note: These survival models are based on 504 observations, with 445 subjects after weighting, observed for up to 2,362 days.

Fig 2. Survival Curves for Rearrest, VA SCA vs. Comparison Site

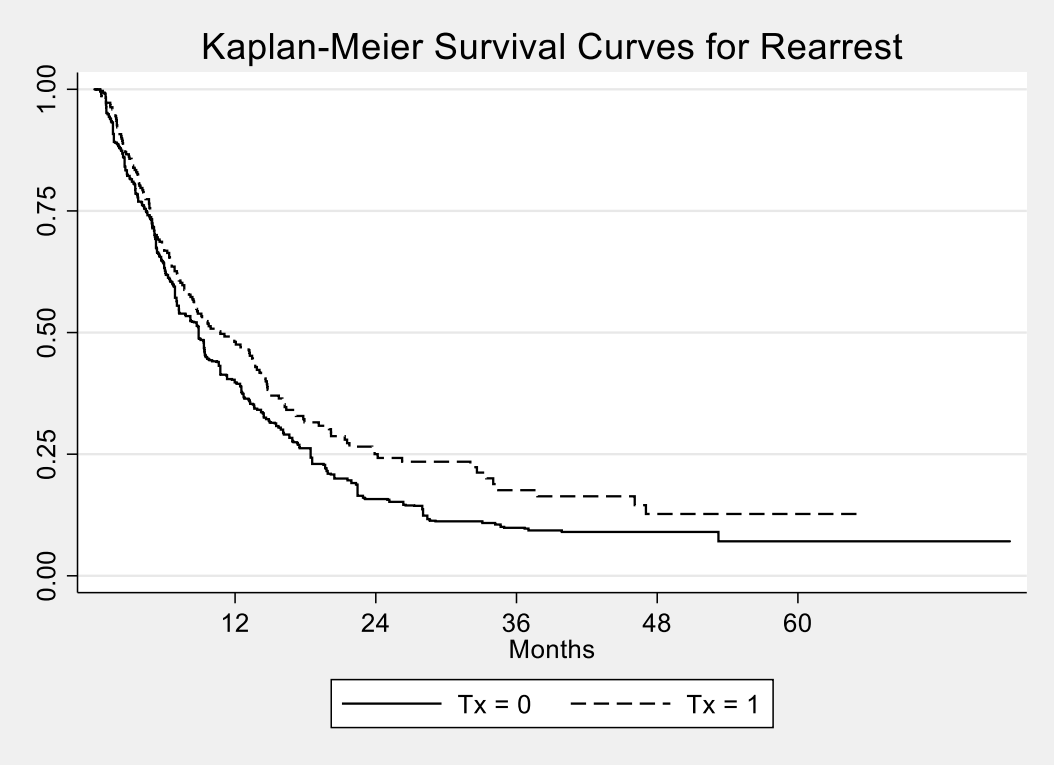


Fig 3. Survival Curves for Reconviction, VA SCA vs. Comparison Site

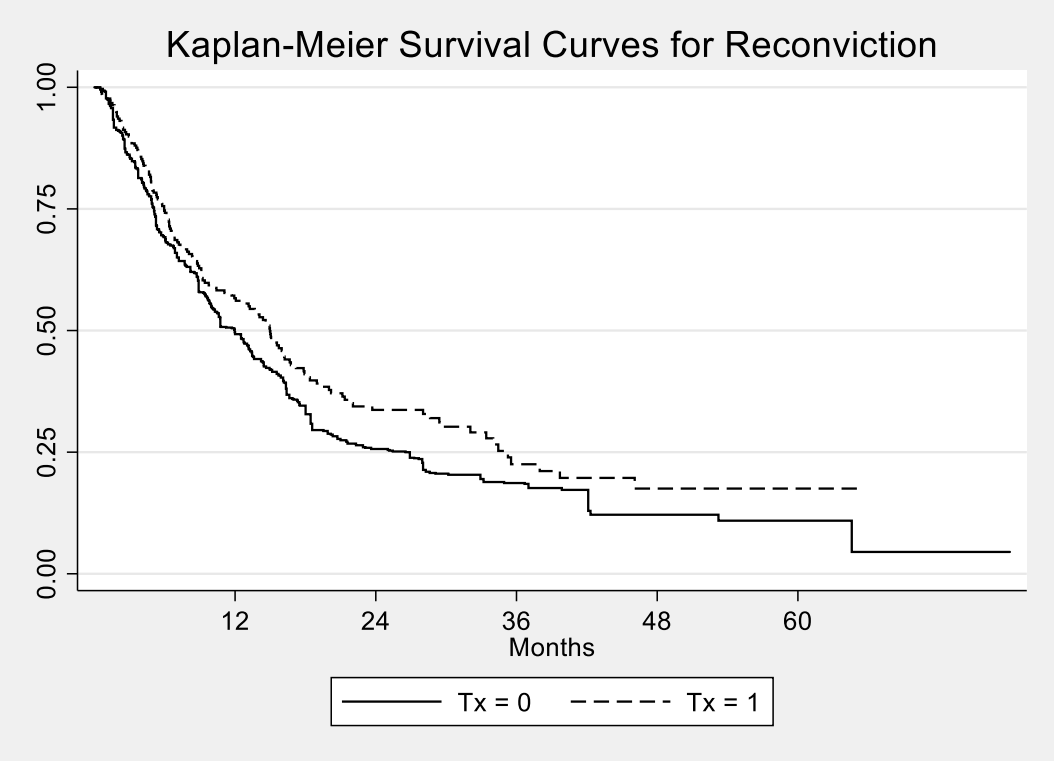
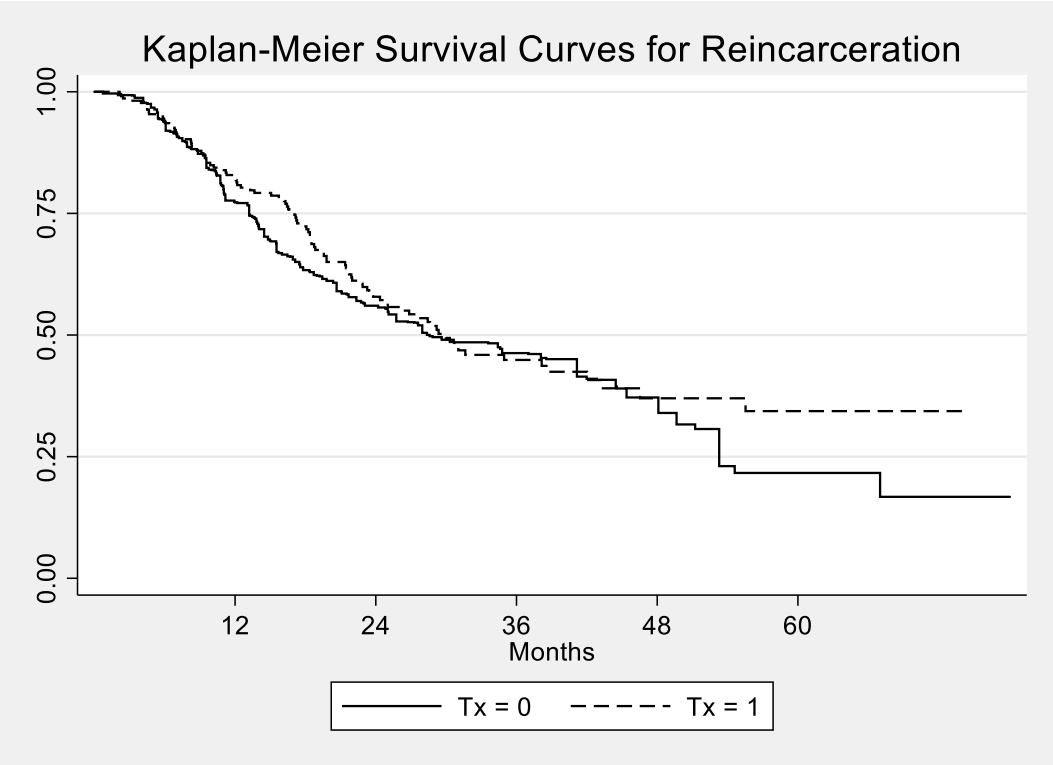


Fig 4. Survival Curves for Reincarceration, VA SCA vs. Comparison Site



OKLAHOMA IMPACT EVALUATION

The OK grant was a three-year grant (2011-2013), extended for a fourth year (2014). As discussed in the process evaluation findings, the SCA program in OK was partly sustained after the end of grant funding, with continuation of some post-release aspects of the program albeit with reduced staff. For purposes of the evaluation we consider 2015-16 a sustainability phase, and examine interviews that were conducted with youth released in this period. However, for our recidivism analyses we focus just on the period when the federal funding was supporting the program. To allow for six months of post-release programming, our recidivism sample is limited to youth who were released by July 1, 2014.

Methods

Administrative Data in Oklahoma

Administrative data were collected in OK to support an impact assessment. Case-level data for treatment and comparison youth were shared by the Oklahoma Office of Juvenile Affairs (OJA) and Oklahoma Department of Corrections (DOC).

Data included measures related to demographics, criminal history, recidivism, and assessments of risks and needs. OK risk and needs assessment information was based on Youth Level of Service Inventory (YLSI) assessment information.

Sample

The OK sample consisted of for all youth returning home after at least 6 months of institutional confinement and for which a 6-month post-release assessment was available, both during the implementation of the SCA project (2011 through June 2014), as well as for the three years prior to the implementation of the project (2008 through 2010).

For the OK site, the sample consists of 722 youth transitioning home in either Tulsa County (the treatment site) or Oklahoma City (the comparison site).

Historical Cohort Comparison Design

Youth transitioning home to Tulsa County from placement in correctional facilities were the official recipients of YST program services: all youth with six months of consecutive institutional placements during the SCA period received some degree of YST program services (N=81). The original research design intended for a cross-site analytical design using youths transitioning home to Oklahoma City during the same period (N=131) as a control site to assess the effects of YST reentry services in Tulsa County (treatment site). However, while youths released to Oklahoma City did not receive official YST program services, process evaluation and youth interviews indicated that Oklahoma reentry services offered many of the same services provided by YST for Tulsa youth. Therefore, Oklahoma City was an inappropriate comparison for a cross-site design, as the degree of intervention in Oklahoma City was impossible to gauge as a control for the intervention in Tulsa County.

Consequently, results for the Oklahoma site instead rely on a historical cohort comparison, comparing post-release results from juveniles released following implementation of the SCA

demonstration project (January 1, 2011 to June 30, 2014)[8] and the treatment group, to those released in the three years prior to implementation (January 1, 2008- December 31, 2010) as the comparison group. Parallel analyses were conducted using the youth returning to the Oklahoma City comparison site to check on common history effects and are presented here separately.

Propensity Scores

In our propensity score analyses of Tulsa County, 4 youth in the pre-implementation period (comparison period) and 2 youth in the post-implementation period (treatment period) were identified as non-comparable to the other group (off common support) and were excluded from analyses. In Oklahoma City, 1 youth in the treatment period and 6 in the comparison period were identified as off common support and excluded.

Recidivism Measures

Key outcomes of interest were differences in recidivism between treatment and comparison sites. Oklahoma recidivism measures consisted of reconviction at 6, 12, and 18 months' post-release.[9]

[8] Reentry services for YST continued for 6 months post-release. SCA funding ended at the end of 2014; to assess the full impact of services within the funding period, only juveniles with a release prior to June 30th, 2014 (i.e., six months prior to the end of the funding period) were included in the treatment group. However, process evaluation and interviews did suggest that much of the reentry program was sustained beyond SCA funding. Additional analysis (not reported here) included all juveniles released prior to the end of data collection (September 2016) in the treatment group. This additional analysis did not produce substantively different findings than that presented in this report.

[9] OJA data included information on new instances of referrals (citations issued to youth to appear before a probation officer or office to complete an intake/screening to determine whether a criminal case should proceed), petitions (the charging document filed in juvenile court by the state which formally initiates a juvenile proceeding alleging that a juvenile is delinquent) and dispositions (the final decision as to how a juvenile's case should be handled after the court finds the juvenile to be delinquent). However, DOC data was limited solely to convictions. Therefore, the primary analysis presented here is limited to incidence of new convictions/dispositions at 6, 12, and 18 months post release. Secondary analysis (not presented in this report) on the OJA recidivism measures at 6/12/18 months after release was restricted solely to juveniles 17.5/17/16.5 years of age (respectively) or younger at time of release (such that outcomes would still fall within the purview of juvenile data collection). Results from that secondary analysis were not substantively different from the results presented for the combined OJA/DOC measures: while most measures showed lower likelihoods of recidivism during the treatment period than in the comparison period none of these results were statistically significant with α at the 0.1 level.

Table 9. Oklahoma Youth Characteristics, by Sample

	Treatment Sample		***Comparison Samples***	
	Tulsa Before SCA (2008-2010)	**Tulsa SCA[10] (2011-2014)**	**Oklahoma Before SCA (2008-2010)**	**Oklahoma SCA[11] (2011-2014)**
	n= 210	*n* = 155	*n* = 112	*n* = 258
Gender				
Female	9%	5%	8%	10%
Male	91%	95%	92%	90%
Race				
Black	61%	59%	67%	60%
White	24%	17%	16%	15%
Hispanic	9%	14%	14%	22%
Other	6%	10%	3%	3%
Age at commitment (12.0-19.1)	16.64(1.16)**	16.28 (1.10)**	16.35 (1.06)	16.38(.96)
Length of sentence (days) (181-1,506)	364(223)	341 (209)	410(259)*	347(213)*
Severity level of committing charge (1-9)	7.16(1.80)	7.06 (1.87)	7.31(1.77)	7.28(1.77)
Assessment risk level				
Low	4%	5%	8%	9%
Moderate	49%	48%	63%	61%
High	45%	46%	29%	29%
Very High	1%	0%	1%	0%
Facility Type				
Institution	42%	37%	48%	44%
Level E	58%	63%	52%	56%
Year of release				
2008	35%	0%	9%	0%
2009	32%	0%	13%	0%
2010	33%	0%	78%	0%
2011	0%	25%	0%	33%
2012	0%	20%	0%	28%
2013	0%	28%	0%	23%
2014	0%	26%	0%	16%
Criminal History				
Age at first referral (6.2-17.6)	13.20(2.17)	13.23(2.01)	13.94(1.97)	13.87(1.86)
Age at first disposition (8.8-18.4)	14.96(1.75)*	14.61(1.40)*	14.81(1.58)	14.70(1.64)
Number of referrals				
Felony	3.43(2.16)	3.72(2.43)	3.75(2.55)	3.37(2.20)
Misdemeanor	2.74(2.23)	2.39(1.97)	1.83(2.05)	1.62(1.87)
Status Violation	0.68(1.10)	0.48(.84)	0.26(.65)	0.21(.61)
Judicial Citation	0.26(.57)	0.31(.61)	0.00(.00)	0.00(0)
Other	0.94(1.32)	0.79(1.10)	0.26(.65)	0.21(.61)
Number of dispositions				
Felony	2.25(1.38)	2.55(1.62)	2.73(1.83)	2.53(1.84)

[10] Significance measured between Tulsa County Before SCA Period (Comparison) and SCA Period (Treatment) samples, *p<.05, **p<.01, ***p<.001

[11] Significance measured between Oklahoma County Before SCA Period and SCA Period samples, *p<.05, **p<.01, ***p<.001

Misdemeanor	1.84(1.71)	2.07(1.88)	1.93(2.00)	1.65(1.81)
Status Violation	0.05(.33)	0.03(.16)	0.05(.23)	0.04(.19)
Judicial Citation	0.03(.19)	0.03(.21)	0.02(.13)	0.01(.09)
Other	0.08(.38)	0.06(.26)	0.07(.26)	0.05(.23)
Highest severity referral (4-9)	8.20(.89)	8.28(.73)	8.16(.94)	8.20(.82)
Highest severity disposition (3-9)	7.96(1.03)	8.01(.92)	8.03(.95)	8.09(.93)
Prior Felony for				
Personal	60%	56%	53%	52%
Sex	8%	7%	9%	11%
Property	63%	71%	71%	62%
Drugs	16%	17%	11%	13%

Tulsa Cohort Comparison Results for Recidivism

Recidivism measures were analyzed using logistic regression on the propensity-score-weighted samples, using treatment group as the sole independent variable.

Comparison of weighted recidivism measures showed that Tulsa County juveniles in the post implementation period generally recidivated at a slightly lower rate than juveniles in the pre-implementation period at 12 and 18 months, but at the same rate at 6 months (Table 10).

Table 10. PSW Percent Recidivating, Tulsa County

	6 Months		12 Months		18 Months	
Period	**Before SCA**	**SCA**	**Before SCA**	**SCA**	**Before SCA**	**SCA**
N	206	153	206	153	206	153
Reconviction	13%	13%	35%	29%	45%	36%

Logistic regression testing on recidivism outcomes for Tulsa County revealed no statistically significant differences between the pre- and post-implementation periods in reconviction at the 6, 12, or 18-month levels (Table 11).

Table 11. Recidivism Models, Tulsa County

	6 Months		12 Months		18 Months	
N	359		359		359	
	OR	**z**	**OR**	**z**	**OR**	**z**
Reconviction	1.05	0.11	0.79	-0.87	0.70	-1.44

*P<.1; **P<.05; *** p<.01

Comparison Site (Oklahoma City) Recidivism

In Oklahoma City data showed that the incidence of reconviction was lower at all levels, including the 6, 12, and 18-month levels. However, no results were statistically significant.

Table 12. PSW Percent Recidivating, Oklahoma City

	6 Months		12 Months		18 Months	
Period	**Before SCA**	**SCA**	**Before SCA**	**SCA**	**Before SCA**	**SCA**
N	111	252	111	252	111	252
Reconviction	18%	14%	28%	23%	36%	30%

Table 13. Recidivism Models, Oklahoma City

	6 Months		12 Months		18 Months	
N	363		363		363	
	OR	**z**	**OR**	**z**	**OR**	**z**
Reconviction	0.75	-0.86	0.77	-0.91	0.76	-1.04

*P<.1; **P<.05; *** p<.01

In comparison to Tulsa County, recidivism rates in Oklahoma City showed a slightly higher likelihood of reconviction within 6 months during pre- and post-implementation periods, and a slightly lower likelihood at 12 and 18 months during both periods.

DISSEMINATION ACTIVITIES

Interim findings of this research were presented at the Annual Meeting of the American Society of Criminology on 2015, 2016, 2017, and to OJJDP on January 2, 2018. Two briefs on findings from the process evaluation have been published on the Urban Institute website (Altschuler et al 2016; Hussemann et al 2017). Deidentified data are being archived the National Archive of Criminal Justice Data, in accordance with NIJ requirements. Additionally, the project team will submit at least one peer reviewed journal article for publication.

SUMMARY AND CONCLUSION

The goals of this research were to assess the extent to which FY2010 juvenile SCA grantees implemented comprehensive reentry programs for high-risk youth, and the outcomes associated with juvenile SCA programs. To address these goals, a process evaluation was conducted with four SCA sites, and an impact evaluation was conducted with two SCA sites. Initial findings show that while all grantees intended to implement SCA with fidelity to the model, challenges associated with local changes to the administration of juvenile justice, collaboration with correctional institutions, and sustainability affected reentry programs implementation, operations, and success (see Altschuler et al 2016; Hussemann et al 2017).

The impact evaluation included two sites, Tidewater, VA and Tulsa, OK, that were implementing similar general SCA programs to high risk youth, that were using statewide risk and needs assessments, that had good data systems, and for which we identified appropriate geographic comparison sites to which youth were released from the same facilities.

In Virginia, both our process evaluation and youth interviews indicated that the post-release components of juvenile reentry were reasonably implemented in the SCA site in Tidewater, although the pre-release components were relatively weak. We also found that the SCA funding in Tidewater supported more reentry programming and that the comparison site did not have a comparable reentry program. These findings provided the basis for an impact study of the effects of the SCA program for high risk youth, comparing SCA-enrolled youth at the treatment site to youth released to the comparison site.

We found that fewer than half of eligible youth released to the treatment site were enrolled in the SCA program. Our process evaluation suggested that this was largely due to perceived program capacity by the POs who referred youth to the program. Comparing those enrolled versus not enrolled, we found several differences but they did not point in a consistent direction. For example, youth enrolled in SCA had been convicted on somewhat *more* serious top charges, were *less* likely to have been detained pretrial, and had been assessed as *lower* risk.

On rearrest, reconviction, and reincarceration outcomes, descriptively SCA youth generally showed somewhat rates of recidivism. Propensity score weighting was used to control for any differences between the SCA youth and the comparison site youth. Logistic regression results did not find these differences to be significant at 6, 12, 18, or 24 months. Time to these recidivism outcomes was then examined using survival models, and SCA youth showed longer time to rearrest and reconviction, which were marginally signification ($p < .10$).

In OK, both the process evaluation and youth interviews indicated that the post-release components of juvenile reentry were reasonably implemented, but the pre-release components were weak. However, similar reentry components were being implemented in the comparison site, albeit without federal funding, as revealed in both our process evaluation and the youth interviews. As a result, comparing outcomes between sites was not a good test of the effectiveness of the SCA model.

Instead, to assess program impact, in OK we turned to a historical cohort design. Reconviction was examined at 6, 12, and 18 months after release, again using PSW to control for differences between the treatment and comparison sample. Despite showing generally lower recidivism during the treatment period, these differences in recidivism were not statistically significant. Similar nonsignificant declines in recidivism were also found in parallel analyses at the comparison site.

In sum, we have some indication of program benefit in VA, where there was a reasonable contrast between the reentry program for SCA youth versus comparison youth, but the effect was not very robust. We note that the comparison groups included in this study, in both states, were receiving validated risk and needs assessments and some pre-release planning, somewhat attenuating the comparison between SCA and comparison youth.

We also note that VA recidivism rates were distressingly high even with SCA youth. By 12 months post-release, the majority had been rearrested (55%); by 24 months, 80% had been rearrested, 71% reconvicted, and 47% reincarcerated. This suggests that the model, whose central component was

case management, may not have been intense enough for these medium and high-risk youth, most of whom had been adjudicated delinquent on felony charges and with prior criminal histories. The process evaluation also indicated that the SCA programs did not implement the kind of comprehensive model described by the Intensive Aftercare Program model that served as the precursor to the juvenile SCA programs.

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