

STATEWIDE EVALUATION OF JUVENILE DIVERSION PROGRAMMING

QUALITATIVE ANALYSES OF INTERVIEWS, SITE VISITS AND GRANTEE DOCUMENTS



Submitted to the Colorado Division of Criminal Justice
January 2011

For further information, please contact:
Jean Denious, Ph.D.
303-839-9422, Ext. 121
jdentious@omni.org

This project was supported by **2009-JF-FX-0009** awarded by the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs through the Division of Criminal Justice, Colorado Department of Public Safety.

The opinions, findings, and conclusions or recommendations expressed in this report are those of the author(s) and do not necessarily reflect the views of the U.S. Department of Justice nor the Division of Criminal Justice, Colorado Department of Public Safety.

Qualitative Analyses of State Juvenile Diversion Grant Program

Table of Contents

BACKGROUND	1
<i>Purpose</i>	<i>1</i>
<i>Major Research Questions.....</i>	<i>1</i>
<i>Summary of Participating Programs</i>	<i>3</i>
METHODOLOGY	4
DATA COLLECTION	4
<i>Phone Interviews.....</i>	<i>4</i>
<i>Site Visits: Rationale and Process.....</i>	<i>4</i>
ANALYSIS.....	6
<i>Document Review</i>	<i>6</i>
RESULTS	6
PROGRAM DESCRIPTIONS	6
<i>Program Processes.....</i>	<i>6</i>
<i>Program Components.....</i>	<i>12</i>
<i>Program Philosophies.....</i>	<i>28</i>
<i>Program Structure.....</i>	<i>32</i>
<i>Program Context.....</i>	<i>33</i>
<i>Juvenile Diversion Program Partnerships</i>	<i>42</i>
SCREENING, ASSESSMENT AND EVALUATION	45
<i>Screening and Assessment Processes.....</i>	<i>45</i>
<i>Current Intake/Exit Form Processes.....</i>	<i>47</i>
<i>Current Evaluation Practices</i>	<i>49</i>
FUTURE CONSIDERATIONS.....	52
<i>Program-level Areas for Growth.....</i>	<i>52</i>
<i>Evaluation Readiness</i>	<i>54</i>

<i>Statewide Evaluation</i>	55
DISCUSSION	59
SUMMARY.....	59
KEY FINDINGS AND RECOMMENDATIONS	59
CONCLUSION.....	63
APPENDIX A: DCJ GRANTEEES TARGETED FOR DATA COLLECTION	64
APPENDIX B: INTERVIEW GUIDE	66
INTRODUCTION	66
PROGRAM COMPONENTS	66
EVALUATION	69
APPENDIX C: DIVERSION GRANT APPLICATION DOCUMENT REVIEW DETAILS	70

Background

The Colorado Division of Criminal Justice (DCJ) contracted with OMNI Institute to develop, implement, and provide technical assistance for an evaluation of Juvenile Diversion programs funded across the state. This report details an analysis of qualitative information collected from interviews with, and reviews of grant documents from, DCJ-grant funded Juvenile Diversion programs statewide. While the overarching goal of this project is to gain information that will drive improvements to diversion programs at the state and at the grantee level, the primary goal of the interviews and site visits detailed here was to gain a better understanding of how diversion programs operate, what evaluation activities are in place, and what program administrators hope to see as a result of a statewide evaluation.

Purpose

In the first quarter of 2010, OMNI Institute began work on the development of a statewide evaluation of the juvenile diversion grant programs. The overarching aim of the statewide evaluation is to allow providers, state agencies, and other stakeholders to make more informed decisions and improve the provision of services. The evaluation activities proposed are intended to yield meaningful improvements in: assessment and referral of youth to needed services; evaluation capacity of grantees; and amount and utility of data and findings available to assess program quality, program outcomes, and statewide impact on juvenile crime and recidivism.

One goal of this project is to create an evaluation plan that will inform and facilitate improvements in program effectiveness and reduced recidivism for the state and grantees. However, prior to the development of a statewide evaluation plan, there is a need to develop a comprehensive overview of diversion programs funded by the Colorado Division of Criminal Justice.

To achieve this goal, OMNI conducted key informant interviews and site visits with juvenile diversion program administrators throughout the state. Interviews were conducted over the phone and in person in 20 of the 21 funded programs to gain a nuanced understanding of program content, delivery, and goals. Gaining a detailed understanding of the content and implementation of currently funded programs will allow for the development of a cross-site evaluation plan that is comprehensive, yet feasible and sustainable at the state and grantee level.

Major Research Questions

To inform the interview process, OMNI identified three areas of inquiry to organize the major questions addressed by the analysis of key informant interviews and site visits. The areas of inquiry are organized into the following categories: program characteristics; strengths and needs of state-

funded diversion programs; and current evaluation activities. The following list details these areas of inquiry.

- Program characteristics
 - Program outcomes, outputs, and modes of delivery
 - Program eligibility criteria
 - Key program components available onsite or through referral
- Strengths and needs of state-funded diversion programs
 - Possible differences in programs administered directly by District Attorneys' offices versus community-based programs, including a review of the utilization of sanctions
 - The relationships and processes involved among DAs' offices, community-based programs, and schools
 - Barriers that programs, particularly those in rural areas, may face in accessing needed services for its youth
- Current evaluation activities
 - Processes for collecting intake/exit information
 - Evaluation capacity and data management burden

The areas of inquiry identified by OMNI provide an overarching framework that also addresses the key research questions posed by DCJ. The following DCJ questions were addressed by this analysis:

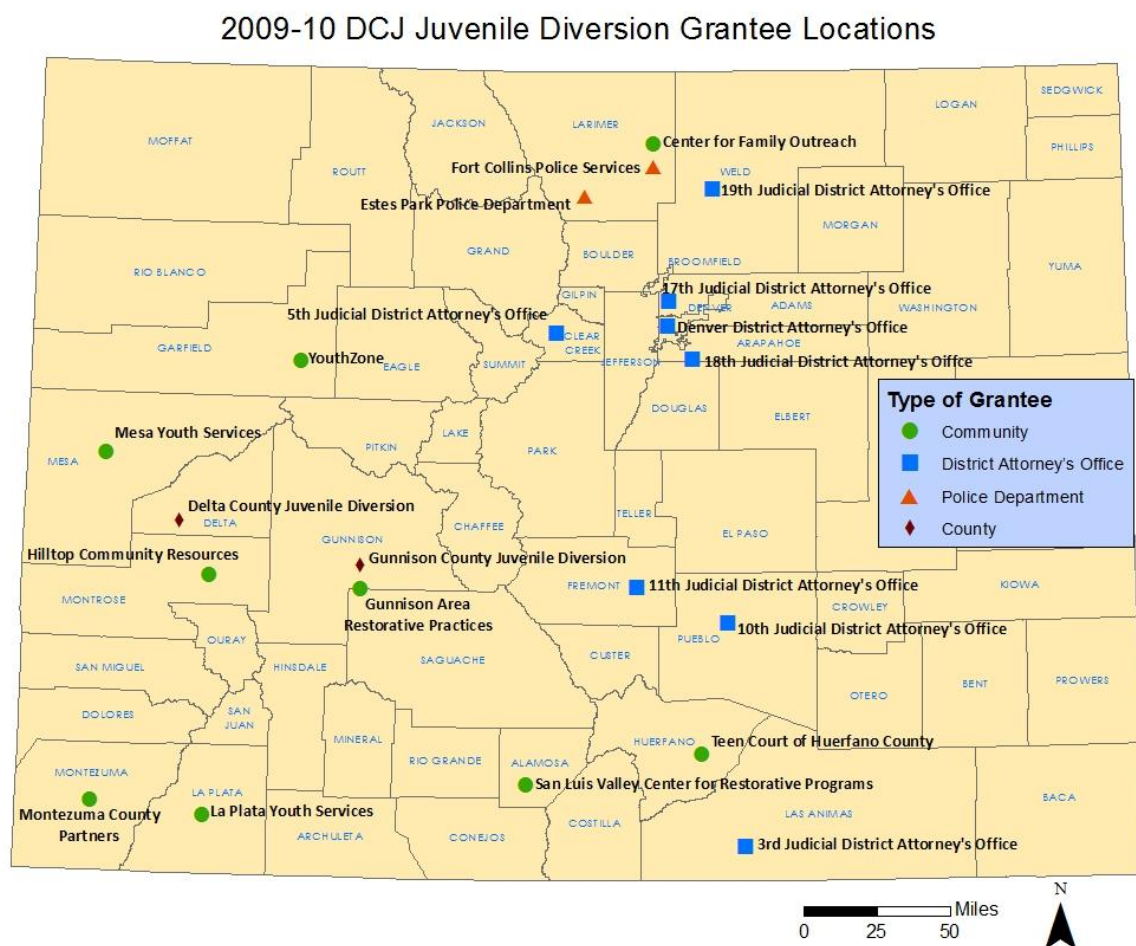
- What is the capacity of the state funded diversion programs, particularly in terms of their capacity to serve youth with substance abuse and mental health issues?
- What do the state funded diversion programs look like?
 - Are there common components?
 - How do they utilize graduated sanctions?
 - Is there a difference between the programs at District Attorney's Offices versus those that are community-based?
 - Were sanctions imposed quicker or more often in the programs at District Attorney's Offices?
 - In community-based programs how does the relationship with the District Attorney's Office affect program outcomes?
 - What does their relationship with schools look like?
 - What were the reasons youth were deemed unsuccessful?

Summary of Participating Programs

A total of 21 grantees were targeted for key informant interviews, with data successfully collected from 20 of the programs. There were six grantees who participated in site visits conducted by OMNI; the remaining grantees participated in key informant interviews over the phone. For a list of the 20 grantees, please see Appendix A.

The twenty grantees who participated in key informant interviews and site visits cover diverse regions in Colorado, representing urban, rural, and frontier communities. There were a total of nine community-based programs, seven DA's Office-based programs, two police department-based programs, and two county-based programs.

Figure 1: Map of Diversion Grantees



Methodology

The following section details the qualitative data collection and analysis process for the key informant interviews and site visits conducted.

Data Collection

Key informant interviews and site visits were conducted during the months of April, May, and June 2010. OMNI staff conducted fourteen key informant interviews with juvenile diversion program administrators by phone and six site visits with diversion staff members. Site visits involved participation from program administrators, case managers, and administrative staff from each site. During interviews and site visits, key informants responded to questions from an interview guide developed by OMNI staff based on the areas of inquiry detailed above (see Appendix B).

Phone Interviews

To identify key informants for Colorado's juvenile diversion programs, OMNI obtained contact information of all program administrators from DCJ. Key informants were considered to be diversion program staff from each of the programs funded by DCJ that would have an intimate understanding of program processes, evaluation activities, and challenges and opportunities in regards to both program and evaluation activities. For most of these programs, staff members who fit this description were at the program manager or executive director level.

Potential key informants were invited by OMNI staff through email to participate in a 60 to 90 minute interview. OMNI staff followed up with phone calls to schedule an interview with a member of the evaluation team. At the appointed time, OMNI staff called the key informants, explained the purpose of the interview, provided preliminary information about the plans to develop a statewide evaluation, and then recorded the proceedings with the permission of the key informants. The recordings were later transcribed and saved as electronic documents.

Site Visits: Rationale and Process

In order to conserve state resources needed for other activities, most interviews were conducted by phone. However, recognizing the importance of initiating connections with grantees and developing ground-level understanding of programs' unique operations and settings, OMNI conducted site visits with six representative programs in person to acquire additional knowledge and context. Site visits were also conducted with the consideration that connections forged during the visits would establish lines of communication that would remain helpful throughout the rest of the project.

These programs were selected in collaboration with DCJ and included at least one each of the following: a program located in a rural area, a DA-run program, a community-based program, a police-department based program, and a well-established program with experienced staff. These criteria enabled OMNI to gather context across a diversity of programs and to capitalize on local staff expertise to obtain a deeper historical understanding of diversion programming in Colorado. The programs that were selected for site visits were the Center for Community Justice Partnerships, Fort Collins Police Services, the Denver District Attorney's Office, YouthZone, Mesa County Partners, and the 18th Judicial District Attorney's Office.

OMNI staff sent email invitations to administrators from the selected programs and coordinated with them to schedule the site visits. The numbers and roles of program staff who participated in the site visits varied across the six agencies, but at minimum, there were staff who were able to present an overall understanding of program and evaluation processes, philosophies, and areas of growth; anticipated benefits and challenges related to a statewide evaluation; and experiences with collecting, managing, and entering the intake and exit data required of all diversion programs funded by DCJ.

Site visits included:

- A discussion about plans for the statewide evaluation and how the site visit would contribute to its development
- Key informant interviews conducted in a group setting
- Follow up questions posed to individual staff to supplement the key informant interview discussion
- A tour of the program facilities
- An observation of a diversion program service component

Observations of the diversion program service components were intended to yield a more meaningful understanding of service components, how services are delivered, and how services are received by program participants. The services observed included a drug and alcohol education group session, an intake meeting, a Moral Reconation Therapy session, two restorative justice circles, and a work crew outing.

The site visit proceedings other than service observations were audio recorded with each grantee's permission.

Analysis

OMNI staff utilized a content analysis approach to categorize and summarize the data collected through key informant interviews and site visits. Categories were generated based on themes that emerged from the interviews as well as the areas of inquiry. The codes served as a comprehensive categorization system for all of the interview responses, which were further refined as needed throughout the analysis process. OMNI staff then coded and organized each interview response by category, allowing for a full understanding of the similarities, differences, and common insights in the information that each of the grantees shared.

Document Review

A review of grantee documents included obtaining and examining in detail every grantee's official DCJ grant application for the 2009-2010 fiscal year. Information relevant to one of the major research questions was extracted from the documents and analyzed in terms of commonalities between grantees and unique aspects of grantees. The information discussed in the grant documents was also compared to the insights gained from the site visits and key informant interviews.

Results

Program Descriptions

Key informant interviews yielded much information about how juvenile diversion programs operate and the context in which youth are served. While there were many similarities among grantees in terms of program processes, philosophies, context, and structure, the extent to which grantees differ is a significant finding of this analysis.

Program Processes

All grantees have established methods for program processes. While there are differences among grantees in how processes are carried out, all have intake, service delivery, retention, and program completion processes in place.

Referral Sources

Juvenile diversion programs across the state receive juvenile offenders into diversion programs from several sources. Across programs, participants identified each of the following as potential referral sources: the District Attorney's offices; sheriff's departments; police departments; schools (both school resource officers and school administrators); judicial entities (including district, county and municipal courts); and families requesting services as a means of intervention with their youth. As one participant stated, "The only other source is, once in a while - probably maybe once or twice a

year - I'll get... parents [who] walk in and just want to know what the services are or have heard of my program from another kid or parent or the school. And [they] just kind of ask me for some support. So I call those my non-system referrals.”

One organization indicated in their grant application that they serve post-file juvenile offenders. During interviews, eleven participants reported that their organization currently receives post-file youth into their program. Across these eleven organizations, eight receive post-file juvenile offenders from district court; four organizations receive pre-adjudicated youth from municipal courts; and, three organizations receive post-adjudicated youth. All of those organizations that receive post-adjudicated youth into their diversion program receive youth from the Probation Department. Similarly, only one organization indicated that they receive youth as an adjunct to probation.

Referral Source by Funding Stream

All participants who indicated that their programs receive youth from sources other than the District Attorney also indicated that they support organizational programming through multiple funding streams. However, it is unclear whether non-traditional referrals (youth received from sources other than the District Attorney's office) undergo a similar screening and assessment process as DCJ youth.

Intake Process

All of the juvenile diversion programs reported a similar intake process. Designated staff conduct intakes with the youth (in smaller organizations, intake staff are often the same as those who oversee programming). All interview participants identified the parent or guardian as an integral part of the intake process. Program intake staff members generally meet with youth and parents separately to gather background information regarding home and family life; school experiences; social service needs; and/or mental health needs. Across programs, the intake appointment generally lasts 1 to 1.5 hours. Depending on the program, additional background information collected may include medical needs; marital status of parents; parental work history; and/or youth work history.

The primary conditions for determining the appropriateness of diversion for juvenile offenders are the level of the juvenile's current offense, and whether the youth has any previous offenses on record. Across juvenile diversion programs, the District Attorney's office often acts as a preliminary checkpoint in the process of verifying youth records, and appropriately diverting youth based on previous records. Organizations with access to youth records, either through the District Attorney's office or the courts, often implement an additional internal process for reviewing this information. Notably, two juvenile diversion programs utilize a review board, or panel, to determine the youth's diversion eligibility.

Repeat Offenses

Although repeat offense is considered a critical determinant for diversion services, looking across organizations, there is some leeway applied in the process of determining whether a repeat offender will be accepted into a Juvenile Diversion program. For instance, some organizations require that, if prior involvement exists, it must be a non-adjudicated offense. One organization has limited the acceptable amount of time to at least twelve months since prior adjudication. It is important to note that there are several limitations for juvenile diversion program staff and their ability to track prior involvement. Several participants identified this as a problem, and this was particularly common among those who work in Community-based Organizations. Staff members often have limited access to district court records and may not have access to county or municipal-level reports or police reports regarding prior offenses. As one participant stated, “We’ll get a referral for diversion and look, oh criminy, we’ve got that kid in 5 cases in municipal court or whatever. So district court doesn’t know about that. Those police don’t know about that.” This may lead programs that have less access to information about prior offenses to unknowingly accept youth who are at higher risk for recidivism.

Offense Type

Across all organizations, programs commonly accept youth with previous offenses on a case-by-case basis, applying a similar amount of leeway regarding the number and type of previous offenses. While programs often stipulate a specific range of offenses that will, or will not, be considered for juvenile diversion, they are often willing to make exceptions. Three of twenty-one interview participants expressed a willingness to accept sexual offenders into juvenile diversion; generally, all other programs were averse to accepting juveniles with sexual offenses. Juvenile diversion programs often do not have the capacity to provide offense-specific services for youth; as one participant stated, “We feel like we just don’t have the criteria, the staff, the knowledge base; so sex offenders don’t come here.” Those programs that choose to accept sexual offenders generally maintain specific qualifying criteria for allowance within this sub-population, “We take offense-specific kids so we do get incest, and sexting is now kind of one that we’re seeing a whole lot more of. We get pornography. We get a pretty wide range of offense specific,” and, as another participant stated, “[W]e have sex offenders. We just have to manage them differently than we manage other kids, so we don’t have sex offenders [interacting] with potential victims and younger kids and work crews.”

Violent crimes are often screened out of juvenile diversion programs as well. Across participants, there is a clear need for program staff to have discretion regarding those youth who enter diversion. Participants often expressed a need for flexibility regarding who will be admitted into their program, especially with youth populations. As one participant stated, “Often, at face value, [offenses] sound really serious and then you get the particulars about it and it ends up being, for lack of a better way

of saying it, something kind of stupid that kids do.” Another participant outlined a previous case that wouldn’t normally be considered for juvenile diversion but was accepted, stating, “We [took that case] because of the circumstances...because it was inter-familial and we really felt that this truly was a heat of the moment accident that took place; we didn’t want to put [the family] through the regular system.”

Other Exclusion Criteria

Across programs, some notable organizationally-defined determinants that preclude youth from participating in juvenile diversion include gang affiliation, serious mental health needs, or minor in possession (MIP) charges. Intake criteria are often determined by the program policy and the level of services immediately available for youth.

Several participants discussed district-level policies for directing juvenile cases, and the type of influence that these policies have on the population targeted by juvenile diversion programs. MIP charges are limited to the municipal and/or county-level courts in some cases, and as one participant described, “At this point, we are not comfortable taking any substance-related crimes into diversion. So, any minor in possession, or drug paraphernalia, or anything like that. Possession of marijuana. We are currently not accepting those into the Diversion Program.” In regards to whether municipal or county court cases would be appropriate referral sources for diversion cases, one participant stated that it would be helpful to have a clear definition of the level of offenses that would be acceptable across diversion programs.

Comparison with Document Review

A review of grantee documents reveals that grantees’ applications for funding generally echoed their accounts of how intake criteria are determined across programs. Multiple grantees, as they did during key informant interviews, detailed that criteria for admission or exclusion from diversion programs included consideration of repeat offenses and offense type. Of the 21 programs whose applications were included in the review, only 9 mentioned in their applications that youth had to be first time offenders to be accepted for diversion programming. Only 6 grantees barred sexual offenses and 5 barred violent crimes, meaning that the remaining would at least grant some leeway to youth who fell into those categories.

However, in contrast with the data gleaned from key informant interviews detailed above, an analysis of grantee documents reveals that the category that was mentioned most often in the grantee documents as criteria for program intake was the youth's age. As can be seen in Table 1, a total of 17 grantees indicated that youth must fall within a certain age range to be accepted into the program. This category was not mentioned as often by grantees during key informant interviews.

Table 1: Program Eligibility Criteria Mentioned by Grantees in their Grant Applications

Eligibility Criteria	Total Agencies
Age	17
Admit Guilt	12
First time offender	9
Voluntary participation	5
Misdemeanors or low level felonies	10
No charges for violent crimes	5
No sexual offenses	6
Other criteria	4
Total	68

When examined more closely, programs' age criteria documented on their grant applications were mostly consistent with one another (see Table 2). The vast majority (13 out of 17) of grantees that stated an age criterion set it from ages 10 to 17. Only four grantees had other criteria, mostly related to excluding younger juveniles from their program.

Table 2: Age Eligibility Criteria Mentioned by Grantees in their Grant Applications

Age Eligibility Criteria	Total
10-17	13
12-17	1
14-17	1
18-20	1
Below 18 or still attending school	1
Total	17

Target Population

Youth placed in diversion programs across the state often have very similar backgrounds and current behaviors. Urban and rural communities both perceived that youth from single parent homes were more likely to be a part of their target population. The importance of the home setting was often referenced by participants during interviews, and the complexities associated with a single parent household were discussed by one participant: “You’ve got some single moms in here, for example, they’ve got three or four children, they’re working 3 or 4 jobs, there’s no supervision at home.” Across regions, many participants identified an increase in the number of indigent or homeless youth as well as impoverished families and youth. In both urban and rural settings, a few participants identified higher levels of drug and alcohol use as a common issue for youth in their district. Interviewees who offered more detailed descriptions about drug and alcohol use perceived pockets of increased drug use among juveniles in specific counties within their district. Every participant from an urban area identified gang activity as a problem. Gang activity was often described as a regular occurrence among youth.

Additionally, female populations are increasingly common in juvenile diversion programs and several programs are in the process of developing and implementing programs to address the needs of female juvenile offenders. Participants identified different offense patterns among females, “there are more girls in our shoplifting program than boys. I’d say it’s something like 55% to 60% girls.” Participants identified the issues that juvenile females face as different as well. “I’ve had more 13 and 15 year-olds in the last two years than I’ve had 16 and 18 [year-olds]. Most of them are for bullying, gossip, drama, fighting, and divorce. Sixteen and eighteen year-olds are mostly healthy relationships, making good decisions, recognizing those internal feelings; really being who you are.”

Program Components

Juvenile diversion grantees varied greatly in the types of services offered, the extent to which services were utilized, and the reasons for having services available or not available. However, all grantees engaged in efforts to tailor programming according to the needs of program participants as identified through assessment or otherwise.

Key Program Components

The program components described below are some of the more common services that are integrated into diversion contracts developed for program participants. For most programs, diversion contracts are developed in collaboration with youth to define the stipulations of their participation in the program. Generally, upon completion of the program components outlined in diversion contracts, program staff will consider the youths' participation in diversion programs to be successful.

A review of grantee documents reveals that, with a few exceptions, key informant interviews confirmed what grantees have already proposed in their applications for funding. Similar to what was found in the key informant interview analysis, community service, restitution, and case management were among the services most often mentioned across grantees in their applications, while others were less utilized. For more details on the services offered by grantees as described in the document review, please see Appendix C.

Case Management

Case management can be broadly understood to include coordinating, securing, advocating, and monitoring interventions and services for diversion youth. Interviews with juvenile diversion grantees detailed more specific duties that diversion staff are responsible for, including conducting intake interviews and assessments; keeping track of diversion youth responsibilities; meeting with youth and their families to discuss their progress with their diversion contracts; facilitating opportunities for youth to address their diversion contract items; connecting diversion youth with services, internal or external, as needed; and serving as a liaison to other juvenile justice or community resources for youth. Whether or not grantees actually defined these activities as “case management” or not in their agency settingsⁱ, all grantees engage in these activities in an attempt to provide individualized care for diversion youth.

ⁱ One grantee had “Diversion Officers” who provided case management services, while another used the term “Offender Advocate” for those that provided case management services.

While there was large variation among the grantees in the extent that agency staff engaged in these activities, all reported that to some degree staff members were responsible for monitoring youth compliance with their juvenile diversion contracts. Diversion staff members were often responsible for determining whether youth would be recommended for completion or termination from diversion programs based on their progress.

Grantees also varied in how they described how case management duties (whether or not they were recognized specifically as case management duties) were allocated among diversion staff. For programs that only have one or two staff members available, managing youth cases often falls to these staff members in addition to other program responsibilities. Other programs with more staff available often reported having specific staff members designated to maintain caseloads and manage youth cases. For a few of the grantees who maintain different funding streams or house programming other than diversion, case management involves determining program assignments for youth.

Only a couple of grantees shared that case management and tracking involves conducting home visits. For both of these grantees, this is done mostly as a last resort for youth who have no transportation or otherwise could not attend meetings located at the home agency. For youth who are otherwise able to attend meetings with their case manager onsite, these meetings take place about once every one or two weeks across grantees, though this varies depending on the needs of each individual youth.

A couple of agencies that specialized in a certain approach to diversion reported that case management was only their responsibility for a limited amount of time. After, for example, a Teen Court session or a restorative justice conference, these agencies turn case management responsibilities over to the referring DA's office.

Since a large component of case management in the diversion setting involves tracking youth progress on contract completion, grantees create partnerships with other agencies or institutions to get information about youth progress on goals outlined in their diversion contracts. Creating these partnerships allows for diversion staff to not only track youth, but also to coordinate services and request follow-up as necessary. Organizations that were commonly mentioned as partners for case management follow-up included:

- Schools - Among the grantees interviewed, schools were the most commonly mentioned partner for case management and tracking. Most grantees mentioned having school attendance or achievement milestones included in diversion contracts. Thus, diversion staff members work with school personnel to keep apprised on

youth progress. Some grantees also utilize these partnerships to coordinate tutoring or other academic services for youth.

- Drug & Alcohol services – Some grantees noted that drug and alcohol education, testing, education, counseling and treatment services are sometimes included as goals to be completed as part of diversion contracts. This often involves communicating with outside agencies to keep track of whether youth completed education or counseling. Grantees that utilize drug and alcohol testing reported that program completion often depends on a series of consecutive clean UA/BA results.
- Mental Health services – Grantees that refer youth outside their agencies for mental health assessment, counseling, or treatment are in regular contact with therapists or mental health facilities. Not only is this done to ensure youth are attending, but attendance is also tracked in order to coordinate needs that can be addressed by grantees and to avoid duplication of services.
- Other services – Grantees who refer any type of services included in the diversion contract keep in contact with the other service providers, sometimes collecting completion certificates to be kept in diversion youths' files.

A couple of grantees reported that their tracking efforts are supported by service contracts, though these are used differently between agencies. In one case, the grantee reported establishing service contracts with partnering agencies in order to facilitate their monitoring activities. Another agency reported using information sharing agreements, where the parents of diversion youth give their approval for care to be coordinated across agencies.

Grantees in communities where social services are geographically centralized indicated that tracking and monitoring responsibilities are easy to complete, given that their offices are often housed in locations that are near agencies that receive referred youth. In a couple of cases, partnering agencies were housed in the same building. The close proximity facilitates information exchange and coordination among the agencies involved (for more information on partnerships, please see “Juvenile Diversion Program Partnerships” on p.42).

A review of grantee documents shows that 14 grantees indicated that case management is offered as a part of their diversion programming. This echoes the results of the key informant interview analyses; while all grantees coordinate and track the completion of diversion contract obligations, not all define their tasks explicitly as “case management” even when these tracking and coordinating tasks look similar across sites.

Community Service

All of the grantees interviewed mentioned that community service is offered as a component of their program. The actual duties that diversion youth perform as community service can vary widely among grantees. Some of these duties include collecting trash on public land, removing graffiti, assisting with activities in senior rest homes, collecting used clothing and canned food for other agency programs, babysitting, and cleaning up riverbeds. In all cases where community service is included in diversion contracts, the number of hours that are spent doing community service are tracked. Once youth complete the number of hours designated in their diversion contract, they have completed their obligation of community service.

The terminology used for community service varies among programs, and usually the label given to community service is reflective of the program's overall approach to youth in diversion. Most agencies simply call it "community service." A couple of other agencies call community service "useful public service," while one other agency reported it as "service learning." Two other agencies that adhere to a restorative justice approach defined community service hours as "restorative hours."

Three of the grantees reported that their role was to facilitate the completion of community service as ordered by the referring courts. These grantees had little say in whether the number of hours to be completed by the youth should be increased or decreased. The rest of the grantees shared that they were able to determine, independent of the courts, whether community service would be included in diversion contracts. Of these grantees, those who were identified as taking a restorative justice approach framed community service hours as an action that needed to be taken to restore the harm done by the crime. In these cases, community service duties are often related to the crime or victim. One example given by a grantee was of a youth who was caught doing graffiti in a public area; the youth was then assigned to do graffiti cleanup.

For the grantees that reported being able to decide whether community service would be a part of diversion contracts, about seven mandate all youth who participate in the program complete community service. These grantees ask program participants to complete anywhere from 20 to 30 hours. A few of these grantees also reported that they mandate additional community service hours on top of what is minimally required, based on the severity of the charge at intake or any noncompliance issues that occur during the program. This is in contrast to the remaining grantees who only assign community service to youth when they deem it appropriate.

Most of the grantees reported that they were responsible for monitoring community service obligations outlined in diversion contracts; only two of the grantees reported that they defer to the referring courts to monitor community service requirements. Aside from these two grantees, all interviewees shared that their staff works with youth to track the number of hours of community

service that have been completed. When youth fall behind schedule for completing community service hours, diversion staff will remind them of their obligations and identify and address barriers to completing community service.

Once community service is identified as a diversion contract item, diversion program staff work with youth to determine where community service should take place. Program staff members often investigate and then coordinate community service opportunities with local agencies, businesses, or organizations. A couple of grantees are able to offer diversion youth the option to perform community service to benefit the agency's other programs. These duties can involve distributing clothing to homeless youth, collecting items for food drives, or participating in restorative justice circles as community representatives.

A few grantees have partnerships with local agencies and businesses to create community service opportunities for youth. In these settings, the process to place youth in community service positions is streamlined, and diversion staff members are better able to track the number of community service hours completed. Such partnerships can be helpful for grantees, especially those who struggle to place youth who are considered too young for work.

The review of grantee documents confirms what is offered through key informant interviews. A total of 19 grantees mentioned in their applications for funding that they offer community service, a number that roughly corresponds with the 20 grantees interviewed who mentioned that they either offer community service opportunities or refer to other agencies that do so.

Restitution

A total of 12 grantees mentioned that they offer restitution services as a part of their juvenile diversion programs. For some grantees, staff members are responsible for offering, administering, and collecting restitution from program participants. Other grantees serve as trackers or enforcers of restitution ordered through the courts.

In the former case, grantees contact victims directly to determine restitution amounts and obtain a victim impact statement. They then include this information in the youth's diversion contract. The contract includes a timeline for completing payment of restitution, though in many cases this part of the contract is amendable. Programs that provide restorative justice conferencing as part of their services sometimes allow restitution to be an option for diversion contract items. The terms of restitution are then a topic for discussion during the conference.

Four grantees offer restitution-work programs, where youth can perform community service and work to complete their restitution. This type of programming is especially favorable for youth who have no other means of obtaining income. In most cases, the victims are paid directly by the grantee

or the sponsoring worksite. One grantee in particular described a unique program where diversion youth participate in art classes taught by local artists, create a piece of artwork, sell the piece, and then apply the proceeds from the sale towards their restitution.

One grantee noted that one benefit of restitution, where youth make payments directly to victims, is that it allows youth to engage in face-to-face interaction with their victims. This often allows for an apology to take place. However, some programs observed that high amounts of restitution ordered by the court play a part in some youth being noncompliant with their contracts. For youth who have difficulty obtaining income, high restitution amounts can be particularly difficult. Diversion staff members often take note of this and provide support around obtaining income or allow for adjustments to the contract where possible.

A total of 14 grantees mentioned restitution being a part of diversion programming in their grant applications, compared with the 12 who did so in the interviews. However, the accounts diverge in terms of restitution-work programs. Only one grantee mentioned offering restitution-work options in their application, while a total of four grantees reported offering this option through key informant interviews.

Counseling

Among grantees offering counseling services there are various programs for youth ranging from individual coaching to mental health interventions, and from individualized clinical treatment to skill building sessions in a group setting. Though the type and level of services vary from site to site, overall, diversion youth benefit from numerous options, provided in-house or through external referrals.

Mental Health Services

Across grantees, mental health services reported included specialized mental health assessments; external referrals to mental health services; and individual, family, and group counseling sessions. The need for mental health services is often determined at intake through an interview or assessment process. Only a few programs have mental health personnel conduct specialized mental health assessments. While most programs that conduct mental health assessments only call clinicians when youth present a need, a couple of other programs conduct mental health assessments for all youth who come into the program.

Only four programs have licensed clinical personnel available to see youth individually or with their families. These clinicians are housed on site for individual and family counseling. In contrast, some programs have a designated mental health clinician available off-site or have partnerships in place with mental health facilities. Having specialized mental health partners outside diversion programs

is helpful for meeting the needs of youth who present mental health needs beyond the program staff's capacity.

Four other programs do not have mental health or counseling staff available for appointments on site and instead refer out to various therapists or agencies in their communities as needed. One program offers more extensive therapeutic methods to diversion youth relative to other programs; these methods include Eye Movement Desensitization Reprocessing (EMDR), art therapy, animal therapy, and equine-assisted therapy.

Other grantees voiced that they do have youth with high mental health needs who participate in their program, but that there are no mental health services available in their communities to meet the levels of need that exist. Overall, grantees noted that community resources to address mental health have been reduced in recent years as a result of lack of funding.

Cognitive-behavioral Group Interventions

More than half of the grantees interviewed offer cognitive-behavioral group sessions to youth. Topics covered across sites include anger management; impact of crime on victims, offenders, and community; and conflict resolution. The length of the interventions also vary, ranging from six to twelve weeks long. About half of the grantees that offer cognitive-behavioral sessions have this service available on site; the rest refer youth to outside resources for sessions. Several grantees reported that they make concerted efforts to ensure that cognitive-behavioral groups are appropriate for diversion participants' ages, and some have created groups especially tailored for younger (under 14) participants. However, a review of grantee documents reveals that only seven grantees mention offering cognitive-behavioral classes, which is somewhat less than the number of grantees who mentioned offering these classes in key informant interviews.

Three agencies began or have started looking into offering gender-specific services to youth through the establishment of girls' circles and boys' councils within their programs. Both are cognitive-behavioral groups that are led by a trained facilitator, and both are characterized by a focus on gender-specific issues for youth. One grantee shared that the need for these groups became apparent as the number of female program participants rose, saying, "It's basically filling a need...what we've noticed [is] our female participants have increased by over 50%."

One example of an evidence-based cognitive-behavioral intervention is Moral Reconnection Therapy (MRT), which is offered by three grantees. This 12-week curriculum-based intervention is facilitated by program staff and includes homework and group sessions for participants.

Drug and Alcohol Services

Grantees across sites offer substance abuse assessment, testing, referral, education, and treatment. Programs determine the need for drug or alcohol services either through court order, during an intake or assessment, when drug and alcohol tests are repeatedly positive, or if the youth reveals that there is a problem once rapport is established. As with cognitive-behavioral groups, several agencies ensure that sessions and session cohorts are age-appropriate for the material being presented.

A total of 11 grantees mentioned that they provide drug and alcohol testing as a part of their diversion programming. Only a few of the grantees offer drug and alcohol testing on site; of those that do, urine or breath tests are done as part of each youth's intake and assessment process. Grantees that are not able to test for drugs and alcohol on site refer youth to outside agencies as necessary. Because most grantees require a designated time frame of clean drug or alcohol tests before program discharge, substance use can impact a youth's compliance status with the program.

Seven grantees offer a low-level substance abuse education group for youth who present a need for drug or alcohol services or enter the program because of drug-related offenses. Most of the grantees that offer this service are able to do so on site; however, other grantees do refer youth out to substance abuse education if it is available in their communities.

The majority (all but three) of grantees are not able to offer substance abuse treatment on site; eleven grantees usually refer youth to other agencies if the need arises. Grantees vary in their ability to find substance use treatment and resources in their community that are affordable. One grantee allows youth to offset the costs of drug testing by contributing two hours of community service. Two programs have a partnership with a local resource to provide services free of charge, while another program provides lists of assessment centers or treatment providers that accept various insurance options. A couple of programs have the ability to refer youth to the House Bill 1451 or Senate Bill 94 services available in their communities.

The document review and the key informant interview data have some interesting points of divergence in regards to drug and alcohol services. The key informant interviews confirm what is detailed in grantee applications around drug and alcohol testing, with both sources indicating that 11 grantees offer this service. However, while seven grantees mentioned offering drug and alcohol education in their interviews, only three grantees mentioned doing so in their applications. The documents also indicate that nine grantees are able to offer drug and alcohol treatment whereas in the interviews three mentioned onsite treatment and eleven mentioned offsite treatment. Grantees seem to underreport their substance abuse testing and services in their grant documents, perhaps indicating that diversion youth have access to services that may not be funded using DCJ funds.

Restorative Justice

Grantees that have chosen to use a restorative justice approach vary in the degree to which it encompasses all of their programming. Some have adopted restorative justice as an overall program philosophy, while others only utilize it as one program component. A few grantees do not have restorative justice services available within their diversion programming and will refer youth to these services outside the agency if they find that it may be appropriate. Other grantees have restorative justice services available on site but may utilize other streams of funding. Still others do not offer restorative justice approaches at all.

There are many services grantees offer that can be categorized under the restorative justice umbrella. The most commonly mentioned restorative justice services offered are restorative justice circles, conferences, or mediation sessions, with eleven grantees reporting that these activities are a part of their diversion programming. Offenders, their parents, victims, and other community representatives participate in a facilitated discussion about the crime; the harm done to the victim, the community, and the offender; and the ways that the harm can be repaired. Ground rules set at the beginning of the conference emphasize that this approach is not meant to be punitive, but rather, is focused on restoring harm for everyone involved. The group then comes to a consensus on what the diversion contract for the youth should contain. Much planning and preparation is devoted before the conference takes place, and follow up sessions with victims, offenders, offenders' families, and community representatives are conducted if necessary.

Some programs also offer family mediation services to bring youth and parent(s) together to discuss conflict and communication issues. Other restorative justice offerings include victim-impact panels, letters of apology to victims, and other mediation services. One grantee reported that they are in the midst of efforts to reframe thinking around community service and instead offer it as a restorative service-learning opportunity.

A couple of other grantees also have programs with offense-specific restorative justice services, such as conferences aimed at youth with shoplifting charges.

The document review confirms what grantees mentioned in their key informant interviews; a total of nine mentioned in their applications that they offer restorative justice conferencing or circles while two mentioned providing other restorative justice services. This roughly matches with the eleven grantees who mentioned that they offer restorative justice circles, conferencing, or mediation sessions.

Education and Employment Services

Many grantees have recognized the need for school- and employment-specific services to be offered as a part of their programs. Goals related to both school and employment are tied to youth well-being, and better performances in these areas are outcomes targeted by most programs and outlined in many diversion contracts. A few agencies develop relationships with area schools in order to facilitate information exchange and allow for better tracking of diversion contractual obligations. The information shared between schools and diversion programs is typically in regards to grades or tardiness.

Some grantees have been able to leverage these relationships to offer tutoring or other educational services to diversion youth. This has been helpful, as only three grantees have been able to offer tutoring and two grantees have been able to offer education counseling to diversion youth on site. Education counseling involves providing advocacy around getting youth back into school or in a GED program, as well as working with teachers (for youth who remain in school). The accounts provided in the key informant interviews echo what emerged from the document review, where two grantees mentioned that they offer education services and three grantees mentioned offering employment services.

Similarly, only a few grantees offer services on site that are related to obtaining employment. The services vary; one agency creates partnerships with corporations to have youth work and develop job training skills, while two other agencies offer career classes to educate youth on job preparedness, financial management, and job application strategies.

Grantees have also been able to refer to outside agencies to provide employment training. One grantee partnered with an outside consultant to provide job training classes for diversion youth. A couple of other grantees have been able to utilize workforce centers in their community.

Parenting Programs

Grantees recognized that for some youth, issues can be addressed by targeting their parents to participate in interventions themselves. Parents, one agency reported, can benefit from education around setting consistent structures and boundaries in the home. Many program components, such as restorative justice conferencing or family therapy, mandate family involvement. Some grantees feel that parents could benefit from parental skill-building apart from and beyond their youth's diversion programming, where their youth's entry into diversion is an opportunity to reach parents who are in need of these services.

Only a couple of grantees are able to offer parenting interventions on site; other programs refer parents to outside community resources instead. This is slightly different from what was found in a

review of grantee documents. A total of four grantees mentioned in the document review that parenting classes were offered as a part of diversion programming, double the number indicated in key informant interviews.

Parent-focused services are administered either in a group setting in Family Dynamics or Parent Project classes or through one-on-one coaching. Some grantees offer mediation services focused specifically on parent-youth relationships.

Several grantees reported that there was a need to have parent groups or other parent interventions, but decided not to do so because the lack of court mandates presented problems with recruiting and retaining parents of diversion youth. Additionally, one agency recognized that some of the youth going through the diversion program were already parents themselves. These youth were referred to outside agencies for parenting classes.

Mentoring

Mentoring services can involve working one-on-one with diversion youth and addressing their needs as they arise. Some of the duties involved with mentoring may include tutoring, meeting with teachers, advocating for services for the youth, and facilitating the youth's completion of probation or diversion requirements. Mentoring also includes providing information, advice, support, and encouragement to youth.

A few grantees reported that mentoring is a part of the case management services that are offered to youth. However, a total of nine grantees also have access to a mentoring program, either on site for internal referrals or through another program outside the organization. Connections to these programs are utilized to supplement the services already being provided as part of the diversion program. One grantee shared an example of mentoring available through external referral, where local college students serve as mentors for youth. Diversion youth are paired with undergraduate students who then provide academic support, family-style meals, and group activities. This service is available free of charge.

The document review provides an underestimation of the mentoring services being offered by grantees. While a total of nine grantees mentioned in interviews that mentoring was provided as part of their diversion program, only four mentioned doing so in their applications for funding.

Some grantees noted that mentoring services were available at some point in the past, but availability has been reduced as a result of funding cuts (for further discussion on emerging needs among diversion participants, please see "Individual Needs" on p.41).

Other Services and Program Components

Grantees offer a variety of other services and program components as appropriate to their population.

Prevention-based Group Sessions

Grantees reported that they have included some prevention-based curricula as part of their diversion programs. While some groups offered by grantees are evidenced-based programs, such as Reconnecting Youth or LifeSkills, many are also groups that have been developed or adapted for the target population. Some of the interventions named were Alive at 25, Young at Heart, and Skills for Success.

Some grantees also offer education group sessions that are loosely termed “life skills” groups, although these are distinct from the evidence-based LifeSkills Training listed on SAMHSA’s National Registry for Evidence-Based Programs and Practices database. Grantees observed that diversion youth could benefit from information that will aid them with making sound decisions and reducing conflict. Topics typically include understanding relationships, and building decision-making skills and self-esteem. “It just kind of helps the kids to get a grasp of many different life skills and how to handle tough situations and make good decisions,” one grantee shared. However, not all groups are as structured—other grantees offer prevention-based education information in less formalized settings.

Prosocial Activities

Several grantees also provide youth with opportunities to participate in prosocial activities, with the idea that increased participation in these activities creates a positive environment for youth and acts as a protective factor for youth who are at risk for substance abuse or delinquent behavior.

A few grantees reported that they refer or encourage diversion youth participants to join sports teams, Boys & Girls clubs, or tutoring if they discover that a youth has a proclivity for these activities. Other grantees provide youth with opportunities to participate in cultural events or recreational activities such as skiing or outdoor activities. A few grantees with the capacity to do so offer art classes or art programs onsite.

Teen Courts

Two grantees reported offering youth the opportunity to participate in Teen Courts, where youth undergo a trial with an adult judge, youth juries, and youth lawyers. Teen Court sessions include real witnesses, subpoenas, lawyers, presentation of evidence, and all of the procedures involved in

regular court cases. The adult judges approve the verdicts established by the juries, and judgment in the Teen Court cases becomes part of the youth's diversion contract.

Both grantees who reported offering this program component expressed that Teen Court provides a powerful learning experience not just for the youth offender but also for the youth volunteers who play various roles in the process.

Offense-specific Interventions

Several grantees offer educational groups or interventions aimed at youth who have incurred shoplifting, petty theft, or sexual offense charges. Two other grantees also noted that they refer youth to gang prevention services as appropriate. Offense-specific interventions are introduced or developed at each grantee's discretion in response to the needs that arise. However, it is unclear if offense-specific services are included because of disproportionately high instances of certain offense types.

Basic Needs

A couple of grantees are able to offer youth internal referrals to programs dealing with basic needs. These programs include homelessness assistance, clothing closets, and food pantries. Another program noted that they have referred youth to health services outside the agency, including sexually transmitted infection education and prevention, primary care, and health screenings.

Special Projects

Some grantees have taken a different approach to diversion programming by adding components that allow youth to participate in special projects as a part of their contract. Several grantees opt to have youth research a topic pertinent to their offense and then write an essay. Other grantees allow youth to write a personal essay about their experiences. Another grantee has youth complete workbooks designed to build skills on a number of topics including communication and conflict resolution. One grantee described an opportunity for youth to participate in a teen media project. In this project, youth created media messages to be distributed to the community through video clips shared on the internet.

Service Utilization

The level of programming, amount of community service, and number of case management contacts are almost always tailored to each youth based on need. Most youth begin diversion programs with a higher frequency of contact with program staff. Grantees that implement graduated sanctions will further increase the number of contacts with youth depending on the sanctions imposed.

As cases stabilize, the frequency of case management can decrease over time, though attendance to scheduled groups remains constant. Particularly if youth participate in group sessions, they will meet with diversion staff weekly or bi-weekly. Other one-time program components, such as Teen Courts or restorative justice conferences, are scheduled as needed and are more sporadic.

Appropriateness of Program Components

All grantees provided comments that indicate they make a concerted effort to ensure that diversion program components are tailored to the needs of each individual. Program tailoring is dependent on a number of factors, however, including youth needs, program components available as part of the diversion program, program components available through referral, and youth interests. Program component appropriateness may also vary based on other factors, including whether components are age-, gender-, and language-appropriate for youth. As one grantee indicated, “When each contract is established...it’s definitely personalized for each individual. We don’t just do a standard one for everybody...we try and look at what’s most beneficial for that individual.”

Most grantees utilize a screening or assessment process to determine which program components would be most appropriate for youth. During the assessment process, which generally occurs during intake, program staff is able to identify youth needs and interests. Staff then determines which components will be utilized based on this information (for a more in-depth discussion on screening and assessment processes and tools, please see “Screening, Assessment, and Evaluation” on p. 45).

Program Components and Frequency of Utilization

Across all organizations the program component that was reported to have the greatest utilization was community service, followed by restitution. This was largely because some grantees will assign community service to all youth who enter their program. However, even for the programs that do not, both community service and restitution are sometimes assigned by courts or DA’s offices before youth are referred to grantees.

Other program components that were mentioned as being most commonly utilized included prosocial activities and counseling. Grantees indicated that prosocial activities and counseling are more highly utilized because youth in their programs exhibit a greater need for those services.

A total of three grantees indicated that restorative justice components were the most highly utilized components of their program. Grantees who reported that restorative justice is highly utilized had all previously noted that diversion programming was guided by an overarching philosophy based on restorative justice approaches.

The component that was mentioned by grantees most often as being less utilized than others was parent-focused interventions. Three grantees mentioned that they were less able to provide interventions directed at parents because they did not have the support from courts to have these programs in place. Parents were less likely to commit to these interventions without court enforcement.

About six grantees noted that drug and alcohol education and counseling were more commonly utilized components of their program, while four grantees noted that they were the least utilized components of their programming. This, however, may be a function of the level of need for drug and alcohol services across communities. Three grantees noted that drug- and alcohol-related services were less utilized because youth often present levels of need that cannot be met by programs on site, requiring outside referral. Grantees that are able to offer drug and alcohol services on site were more likely to comment that these were the more highly utilized services, while those who need to refer to outside resources for drug and alcohol services reported that they were less utilized.

Program Retention

Once youth are accepted into juvenile diversion programs, program staff members exhibit notable dedication to ensuring positive youth outcomes. Interview participants often noted that it is very rare for youth to be referred back to the DA for filing. Juvenile offenders are commonly allowed to return to programming following an offense or a violation of program policies. As one participant stated, “they hit a bump, they did that, let’s try to work with them; because the main objective is to try to divert them from the Juvenile Justice System.” This was a common sentiment, as another participant stated, “If they’re in the program and they commit a second offense, as long as it’s not severe, they can possibly stay in the program.”

Sanctions

Juvenile diversion programs may implement sanctions in response to technical violations or re-offense by youth while they are involved in programming. Eight juvenile diversion programs currently implement graduated sanctions. One program reported using incentives in conjunction with sanctions. Across organizations, the primary sanction used is additional community service hours. Other sanctions include: increasing curfew hours; requiring the juvenile to write an essay; and requiring the youth to write a research paper. Notably, restorative justice programs are much less likely to apply sanctions to youth. One participant indicated that the punitive effect of sanctions was

“If they’re acting out or not compliant, we really try to assess what’s going on; what can we put in place to help them be successful?”

replaced by a sense of accountability to others in the community, stating, “[Sanctions] don’t follow with the restorative justice concept. It doesn’t match what we do. So the graduated sanctions are actually built into the system around us.”

DA’s Office-based programs and community-based programs are quite similar in their policies around sanctions. Both generally allow program participants who have reoffended to remain or return to their programs multiple times, indicating that diversion programs across the state are relatively willing to allow youth many chances to succeed in their program. DA’s Office-based programs, however, are more likely to have formal policies in place regarding sanctions while community-based programs will take a more informal approach to sanctions and evaluate participants on a case-by-case basis.

A look at grantee documents, however, contrasts with the accounts provided by grantees during key informant interviews. In application documents, grantees across sites (regardless of program type) offered structured explanations of program policies around whether graduated sanctions are offered and the terms under which graduated sanctions would be offered. This is a departure from what was revealed in key informant interviews, where youth appear to be given multiple chances to remain in or return to diversion programs.

Program Completion or Termination

Across all organizations, youth generally complete programming in a 3 to 6 month period. The timeline for completion is often influenced by other factors leading to high levels of variability when comparing programs across the state. Timelines can range from 60 days to 2 years. Factors that influence program lengths include the level of mental health and/or substance use treatment youth need, and the amount of restitution payments. Restitution was commonly identified as a contingent factor that impacts the length of time a youth will be in

programming. As one participant stated, “We have some [juveniles] that have been in the program for two years; and they’ve completed everything else, they just have to finish the restitution.”

“If [restitution is] a really high amount, we aren’t going to collect that for years. So basically we have an agreement that if it’s between \$100 and \$500 we can do that...we aren’t going to stay on the case for 20 years to be able to collect \$20,000.”

Each organization maintains its own standard for successful completion. Across all organizations, the most central determinant for successful completion of programming is the juvenile offender’s completion of the juvenile diversion contract. Generally, contractual obligations for successful completion include community service, no additional offenses during the juvenile’s time in the program, and program compliance. Across programs, other measures for determining success

include: completion of mental health, or drug and alcohol treatment, or counseling (6 agencies); completion of assigned programming (3 agencies); maintenance of acceptable grades (8 agencies); provision of clean UAs (4 agencies). Two organizations require that youth are compliant with parents, in order to be considered successful. One organization requires that juvenile offenders have no further charges for a year following programming in order to be considered successful. Across all programs, any re-offense that leads to a juvenile's case being referred back to the DA's office is grounds for unsuccessful termination, and excessive violations of program policies are also considered grounds for terminating youth unsuccessfully.

Program Philosophies

While interview questions did not touch directly on grantees' philosophical approaches to juvenile diversion, some key themes about overall program orientation emerged from the interviews. These comments served to provide greater context about how grantees direct their efforts, prioritize approaches, and work towards outcomes.

This was also the case for the review of grantee documents. While there were no direct inquiries about program philosophy, a total of fourteen programs were able to articulate overarching ideas about their program approach. This indicates that even without prompting from funders, grantees are invested in various philosophies or visions.

Attitudes Toward Youth

Comments provided by all grantees indicate that diversion program staff members share a deep level of commitment to youth and a desire to see program participants, as well as the community at large, thrive and succeed. This is evidenced by grantee language—many grantees affectionately called program participants “kids” or “our kids.”

Building rapport with youth is a priority among diversion staff. One grantee mentioned that caseloads are purposely kept low among diversion staff in order for them to have the time to connect with youth on a meaningful level. Many grantees also consider the whole family as a target for their efforts, recognizing that parents have the potential to influence youth ability to make positive changes. These grantees involve parents in the intake process and will target parents for services if they are able to.

“I want to spend time with them and get to know them the best that I can and say, ‘So what needs to happen here so that you can be a productive member of society?’”

Among many grantees interviewed, there is an understanding that the offenses committed by youth are often embedded in larger issues that youth may be facing, many of which require a holistic approach to address. As a result, many programs offer a wide range of internal and external referrals to services that increase stability and build life skills. Some grantees will make a concerted effort to

consider the youth's interests as a guide to the program components that they will participate in. For example, youth who show a propensity for art may participate in art classes if they are offered as a part of the program.

Across the state, grantees prefer to take less punitive approaches and instead work closely with youth to instill positive new behaviors, establish new goals, and identify new strategies for success. This is particularly true for at-risk youth, where there is a greater possibility for youth to have had negative interactions with the juvenile justice system or lack of positive support among their existing social networks. There is a concerted effort to ensure youth understand that diversion staff will support their well-being despite the mistakes they have made in the past and an understanding that the youth in their programs simply made bad choices that led them down their current path.

However, all grantees consider awareness of culpability to be an important part of the diversion program process. In most programs, youth are expected to admit to their crime and must accept responsibility for it before beginning the program.

Desired Outcomes

All grantees cited their main goal as making sure that youth who enter their program will not have any further involvement with the juvenile justice system. This was similar to what was found in the document review, where a total of thirteen grantees specifically articulated the reduction of recidivism as one of the goals of their programs. However, several grantees also cited more proximal, short-term goals as a means to reducing recidivism.

A total of 11 grantees provided comments indicating that their main goal was to instill a positive view of the future among youth. These programs concentrate on teaching youth decision-making strategies to avoid situations that will get them into further trouble. Time spent in the program is viewed as an opportunity to learn from past mistakes and instead invest in a more positive vision of the future. For these grantees, it is important that youth think differently about their environment in order to enact the changes needed within themselves. Grantees aim to change behavior and attitudes among youth with the belief that this will lead them to avoid involvement with the criminal justice system in the future.

"I think our goal is to help them utilize the tools they already have and to access them...what we want them to do is understand that they, no matter what the situation is, that they have options."

Three other grantees reported that their main goal was to identify youth needs and connect them with the appropriate community resources to meet their needs. Program participants' entry into diversion programming, in these grantees' view, was an opportunity to engage youth and instill a

sense of accountability and responsibility to the community and themselves. One agency voiced that youth would be better able to advocate for themselves and continue to seek resources to meet their needs as a result of their diversion program experience.

Grantees had more concrete descriptions of their program outcomes in their applications for funding. Some of the items grantees identified as the goals of their diversion programs were:

- Successful completion of the program (4 grantees)
- Reduction of the school dropout rate (3 grantees)
- Restoration of harm done to victims, offenders, and communities (3 grantees)
- Identification of youth needs and connection to resources to address these needs (2 grantees)
- Increased sense of accountability among youth (2 grantees)

Though grantees chose different ways to articulate their program goals, both the key informant interviews and grantee documents provide some indication of diversion program priorities common across sites.

Restorative Justice Approaches

Across the interviews and the document review, there was some evidence that a common understanding of what constitutes a “restorative” approach may not be shared across all grantees. Nonetheless, most grantees expressed recognition of restorative justice’s main tenet, which is to facilitate a sense of accountability on the youth’s part to restore the harm done for the victim, the offender, and the community at large. All grantees to varying degrees see that their program’s aim is not to take a punitive approach but rather to be creatively thinking of ways to move youth in a more positive direction while still maintaining accountability for their actions. The program components

“[Restorative justice] is not meant to get you to admit guilt. The purpose of this is to talk about what happened and talk about who was harmed and why this harm occurred.”

most often mentioned by grantees as being “restorative” included victim-offender mediation, restorative justice conferencing, letters of apology, repairing harm through restitution, and community service.

While interviewees mostly count youth as the main target of this initiative, a couple of other grantees reported that an important goal of their program was also to make sure that the victims of the crime are “made whole” by restoring the harm done to them. The items developed and carried out in youth diversion contracts are a means to this end.

There was, however, variation in the way grantees described restorative justice. Some grantees look to restorative justice as an overarching philosophy to guide all aspects of their diversion program. Another larger proportion of grantees espouse a restorative justice approach in a few select program components. A few others described how one or some of their program components were designed to “repair harm,” but stopped short of calling this approach restorative justice. The few remaining programs explicitly reported that they do not use a restorative justice approach.

There were a total of five grantees who expressed that restorative justice was an overarching philosophy that guides the workings of their program. The interviewees representing these grantees reported specifically that they are a restorative justice program and that they strive to adhere to this approach as closely as possible. Within this context, program components are extensions of the philosophy, and all staff are trained to approach diversion youth through this lens.

Nine grantees use a restorative justice approach only as a part of one or some of their program components. Some interviewees in this category reported that only one staff member is charged specifically with coordinating restorative justice components. This person is responsible for tracking youth who participate in the given program component, facilitating mediations or conferences, and ensuring follow-up with victims, offenders, and community members.

The remaining five grantees each reported specifically that none of their program components espouse a restorative justice approach. At least two of these grantees instead reported that if there is a need for restorative justice services, they refer diversion program participants to other resources in the community.

A couple of grantees familiar with the restorative justice approach expressed their concerns about being able to accurately capture the success of their program within the context of a cross-site evaluation. Pointing to the diversity of grantees that are funded by DCJ, one interviewee noted the complexities of measuring restorative justice components as part of an evaluation. For example, there are subtle differences between court-ordered community service and community service as determined through a restorative justice contract—the interviewee suggested that the basis for dosage and type of community service assignment is more subjective in the latter case and could present difficulties in measurement at a cross-site level. Another interviewee pointed out the possibility that a youth can fail to participate in a restorative justice component through no fault of their own, as community members or victims may refuse to participate, a scenario that could be interpreted as an unsuccessful program outcome in a standard evaluation. As one participant stated, “Restorative justice uses a whole different language. And so what it feels like as a practitioner is we have to try and make restorative justice practice fit into a systems based language. And the two just don’t really match.”

Even though many grantees are familiar with restorative justice approaches, many want to learn more about enhancing restorative justice components within their programming. Interviewees felt they could benefit from more cross-grantee communication about this topic. A few grantees also mentioned being active participants in the Colorado Coalition of Restorative Justice Directors group to maintain connections with other restorative justice administrators and gain knowledge about restorative justice strategies.

Program Structure

One of the areas where juvenile diversion programs exhibit high levels of diversity is in how their programs are structured. Over time, community considerations, staff capacity, and funding streams can influence how diversion programs are administered.

Integrating Diversion Programming into Other Agency Operations

Nearly half of the grantees interviewed reported that they had other program offerings in addition to diversion. This has implications for the way diversion programs operate, what resources are available to program participants, and how staff ensures various funding streams and programs are integrated.

While staff members at the Executive Director or Program Manager level are aware of eligibility criteria for the various programs being offered, program participants and support staff are often unaware of how services and participants are allocated among various funding streams. For example, youth may enter the program as a referral from the local DA's office, but then may be offered internal referrals to other components not directly funded by DCJ. Internal referrals appear to be completed through an informal process, lacking the paperwork and follow-up necessary for referrals made to resources outside the organization. These types of arrangements allow for grantees to expand eligibility criteria and target wider populations.

Grantees that house other programming within their organizations also vary widely in their offerings. More than half of the grantees reported that they work closely with the Senate Bill 94 program in their community, and a lesser number reported working with the House Bill 1451 Interagency Oversight Groups (IOGs) in their communities (for a complete discussion on services available to youth, please see "Program Components" on p.12).

Grantees also reported that additional funding can mean that much effort is spent on reporting to different funders and navigating the numerous considerations present when submitting reports to multiple funders. Reporting requirements for funders vary across organizations—some grantees may have little to no requirements from some funders, while others are required to maintain detailed program evaluation data for continued funding.

Program Context

In describing their juvenile diversion programs, grantees provided rich details about the context in which their agencies operate. Many of the factors described below have varying effects on how program components are conceptualized, adapted, and delivered to diversion program participants.

Regional and Historical Context

The diversity across the state in how diversion programs were created and are implemented across the state is a reflection of the historical and regional influences that continue to shape how programs approach youth in their communities.

Cross-site Observations

Across four sites, diversion program staff described benefitting from having leaders within their agencies who have long histories of knowledge and experience in their communities. In some cases, program directors and key personnel have been with the organization for over ten years. This longevity and stability has afforded diversion programs more credibility in their communities, along with the opportunity to establish strong volunteer bases that have proven vital for some programs' operations.

The wealth of experience for these grantees has been helpful for facilitating the evolution and adaptation of the programs, especially in regards to changing demographics and increasing diversity among youth populations across the state. Grantees are finding that they are able to better adapt their program to meet the needs of changing communities, particularly in terms of linguistic needs, emerging subpopulations, and growing numbers.

Along with growing communities comes the need to address challenges presented by lack of transportation. In both urban and in rural communities, a common barrier preventing youth from fully participating in diversion programming was the lack of available transportation or the distance between their homes and diversion offices. This seemed most apparent for grantees whose offices are located in more populated urban areas but still serve youth who live in more outlying areas of a large judicial district.

Recent Trends

Grantees revealed some recognizable trends in their communities that have only in recent years exerted an impact on the youth and families that participate in their diversion programs.

Economic hardship has increased among youth and families, resulting in various consequences in the community. Grantees perceive an increased number of diversion program participants whose

parents must work several jobs to make ends meet, and whose family homes are at risk of loss or foreclosure. As one participant stated, “A lot of what was middle class families are now...making ends meet, jumping from home to home. It’s a lot more than I’ve ever seen in the past.” One grantee perceived that an increase in theft offenses reflected community-wide financial instability. Two grantees shared that there have not been as many employment opportunities for youth, leaving them with fewer productive ways to spend their time. Grantees who reported seeing these changes have adapted program protocols to meet the needs of families by conducting home visits when families have no means of transportation, finding other ways to communicate when phones are not available, and scheduling meetings around busy work hours.

Several grantees also mentioned the impact of increased presence of medical marijuana establishments in their communities. These grantees have observed more instances of marijuana use among youth, partly through increased access from other community members who have medical marijuana cards. One program observed an increase in parents of program participants who were using marijuana, which conflicted with the messages youth were receiving as a part of their diversion programming.

Urban Communities

Grantees serving urban areas are more likely to serve youth from a variety of court systems—while DCJ funding streams only allow for district-level cases, other funding streams allow programs to serve youth referred by municipal and county courts as well. Because of the various court systems involved, diversion staff from urban areas noted a higher degree of variation in regards to client characteristics and offenses. This presents diversion programs in urban areas with a greater need to tailor services to fit the needs of youth in their communities.

Another issue unique to urban areas is the presence of gang activity. Grantees who reported serving youth whose offenses occurred in a gang context were usually housed in city centers. However, grantees noted that while gangs were a presence in their communities, they were not organized to the extent that they were in large metropolitan areas outside of Colorado.

There were unique considerations that arose among grantees who have programs based in urban settings but still covered large areas in their county or district that are not considered urban. For example, some programs are housed in an urban area that happens to be a county seat, but the county is comprised of an area largely outside the county seat that could be considered rural. One grantee addressed this issue by opening satellite offices in areas more accessible to youth who lived farther away.

Rural Communities

Interviewees reported special considerations in rural communities that were not shared by their urban community counterparts. In all cases, rural communities were smaller communities, and this had a number of effects on community youth and diversion programming.

Grantees in rural areas reported that there are more gaps in services and fewer resources available for diversion program participants. This impacts the types of services that are available in each community. Some examples of the services that were reported as not being available in these areas include mental health treatment, substance abuse treatment, and mentoring. Additionally, rural settings present fewer opportunities to complete community service hours, as there are fewer establishments available to offer volunteer work and provide oversight for youth.

In rural areas, there are more structural challenges related to building positive youth social networks. There are fewer opportunities for youth to engage in prosocial activities. One grantee noted that there is a lack of public spaces, such as malls and movie theaters, where youth can spend their time. Another grantee noted that the town common spaces are built to promote tourism rather than youth activity. Grantees found that these factors put youth at greater risk for offense or recidivism. Additionally, extended support networks of family and friends are sometimes located far from each other in rural communities, placing youth farther away from contact that would reinforce positive behaviors. One grantee shared, “We’re a rural area so we do have families that live quite a distance from here, and I know that twenty to thirty five miles is not that different...if you’re in Denver...but here it’s 10 miles on a paved road and 15 miles on a dirt road.”

“You don’t really have any opportunities for community service when you live in a small farming community.”

Despite the challenges faced by diversion programs located in rural communities, rural grantees also believe that there is a stronger level of connectedness and support than in communities found in urban settings. Two grantees shared that youth in their communities were more likely to participate in pro-social activities outdoors, if available. More grantees from rural communities reported the benefits of knowing more community members more intimately, saying that youth were more likely to feel accountable for their behaviors if they were connected with their community. Diversion programs also benefited from having community partners and resources located close to their offices, as partnerships and referrals could be established with more ease.

There was some discrepancy among rural communities in whether they observed that the types of offenses in their communities differed from those in urban areas. Several grantees reported that the level and types of offenses in their community were very similar to what was seen in urban

communities. Others, however, perceived that the level and types of offenses that occurred in rural areas were less serious than those that occurred in urban areas.

Comparing Program Types

One noticeable pattern arose when grantees shared their ideas about the unique considerations of their program types: both community- and government-based (e.g., District Attorney's office, Police Department, or County office) programs each perceived that the characteristics unique to their program type put them at an advantage over the other type of program. A summary of comments about the differences (whether real or perceived) between program types is shared below.

Operational Considerations

Some of the perceptions maintained by grantees about program types—their own and others'—were in regards to the logistics of how programs operate within juvenile justice systems.

Both government-based and community-based grantees reported that government-based programs benefited from greater proximity to court systems, DA's offices, and police departments. This allows for a smoother and more efficient transfer of information, particularly in regards to youth offenses and re-offenses. Government-based grantees enjoy access to judicial district and police department databases that community-based grantees typically do not have. Three community-based grantees specifically mentioned that the lack of access to databases sometimes prevents them from knowing whether youth in their diversion programs have re-offended or not.

Interviewees from both types of programs indicated that community-based grantees, on the other hand, had more flexibility in determining target populations, program components, and program timelines. One community-based grantee noted, "We can move faster. We can change curriculums faster. We don't have to go through 18,000 meetings to get an answer to something." Similarly, other community-based grantees shared that they feel they have less bureaucracy to encounter when dealing with everyday program decisions. Conversely, some government-based grantees reported that they are restricted by county lines and jurisdictions in what youth they are able to serve.

Community-based grantees noted that, in comparison to government-based grantees, they have a more difficult time funding their diversion programming. Government-based grantees echoed this, saying that they benefited from drawing their program funding from the taxpayer base and not having to rely on fundraising and development activities. One government-based program administrator shared that the stable source of funding for their programs allowed for continuity of programming efforts.

Community Perceptions of Diversion Programs

Both community-based and government-based grantees discussed how community perceptions affect the degree to which they are able to create partnerships, build rapport with youth and families served, and achieve community buy-in for their programming.

Some community-based grantees shared that, in their communities, those representing law enforcement and government interests are sometimes not trusted by the community at large. One community-based grantee remarked, “‘The authorities’ in quotes are sometimes not always trusted or appreciated for what they do. So a DA or a police/sheriff operation may not get the cooperation that a volunteer or non-profit might get.” In this context, these grantees felt they benefited from their status as community-based organizations. This status helped them to attract more volunteers, to elicit and act upon input given by community members, attract more in-kind donations, and establish partnerships with other community-based organizations.

“It was on the table to put us under the DA’s office, and our volunteer population said they would not volunteer if we were in a state office.”

Community-based grantees also reported that they perceived government-based grantees to be more likely to espouse a philosophy held by parent agencies that is more punitive and less conducive to working with youth and families. However, comments given by government-based grantees indicate that they are able to define their approach to diversion programming without outside influences. For example, one grantee remarked, “I think that we’re unique in that we’re under law enforcement but we have a real community feel to our program.” Additionally, some community-based grantees felt that youth would be more likely to develop lasting relationships with their programs than with those from government-based agencies. These grantees felt that their staff would have an easier time building rapport with their target population and thus experience greater program success rates. In contrast, a couple of government-based grantees reported that they benefited from their status by commanding more respect and accountability from the youth they serve. One grantee noted, “When those kids have a police officer showing up as well on Saturday on their own time, that’s impressive.”

A common perception found among community-based organizations was that government-based organizations are less likely to collaborate with other community partners. This was in contrast to comments from government-based interviewees who recounted their ties to the communities they serve and the number of community-based resources available to their program participants. Government-based grantees also surmised that they have an advantage over community-based programs because they have better relationships with law enforcement or District Attorney’s offices; however, with the exception of one, community-based grantees commented that they maintained good relationships with these agencies and that there were no problems to report.

Two grantees described unique situations in which their program enjoyed the benefits afforded to both community-based and government-based programs. One grantee holds a 501(c)3 status while the Executive Director of the program is on loan from the local police department; another grantee is housed under a law enforcement agency but has had the freedom to create and develop a diversion program with a community feel. Both of these grantees described their situations as being “the best of both worlds.”

Community Resources

Diversion program grantees benefit from many community resources to supplement their diversion programming. Some of the community resources noted by interviewees include employment and life skills training; tutoring and other education services; mental health assessment and treatment; substance abuse assessment and treatment; community pro-social activities such as outdoor excursions, recreation centers, and art classes; gang prevention services; victim-offender mediation or impact panels; parent services; transportation; mentoring; Senate Bill 94 programs; and House Bill 1451 groups (for further discussion on program components available to grantees through external referral, please see “Program Components” on p.12).

The type and number of community resources available to diversion programs can vary across regions. For example, the rural grantees have observed that they often have fewer community resources available for external referrals. Other regional factors can determine what resources are available. Grantees in towns where colleges or universities are located indicated that this local resource has expanded program offerings and provided a stable source of volunteers and interns.

“I think a lot of resources have gone away. There’s just not as much as there used to be.”

Some communities reported that there were House Bill 1451 Interagency Oversight Groups (IOGs) present in their community. IOGs, which often feature coordinated assessment teams and expedited referrals, are particularly helpful in identifying and connecting youth and families to available community resources.

However, multiple grantees identified mental health services as being an unmet need among participants. In many communities, particularly rural ones, mental health treatment is limited in availability. Local mental health facilities often have long waiting lists, and treatment options are often not available at the levels of intensity that participants require. One grantee from a rural area noted, “We don’t do...intensive family therapies here. Nor are they really quite available here right now. No, they’re expensive and not in this area.” Another grantee shared, “When you talk about...family functional therapy and multi-systemic therapy, we used to have like 15 slots [at our

local mental health center]. I think we're down to 4 and intensive therapy in the home, that kind of went away.”

Funding Strategies, Successes and Challenges

With all grantees reporting that they rely on other funding sources in addition to DCJ funds, many engage in various strategies to maintain funding for their diversion programs. These efforts provide important context, as the amount and sources of funding can directly shape program components and program operations. Of the grantees interviewed, only one program indicated that funding levels were not a major concern at the time.

Impact of Having Multiple Funding Sources

Common funding sources mentioned by grantees included other DCJ funds, Senate Bill 94 (SB 94), Tony Grampas Youth Services (TGYS), county and city governments, and local foundations. None of the grantees are funded solely through one stream of funding. In terms of local funding sources, only a couple of grantees are funded by local foundations, and only about five grantees reported that they received funding through city or county funds. Most grantees, rather, reported that their main sources of funding came from large, statewide programs such as DCJ, TGYS, or SB 94.

Supplementing DCJ funding with other funding streams has had various impacts on diversion programs. Additional funds have allowed for more staff to be hired as part of diversion programming and have increased grantee capacity to offer services. Grantees also use additional funding to contract with other community resources in order to make other services available to diversion youth and to supplement in-house program components. The different funding streams have allowed grantees to target different kinds of youth than would be targeted otherwise, and this also allows grantees to accept youth from a wider variety of referral sources. However, this is slightly complicated by the eligibility requirements set forth by other funding streams—as a result, diversion youth are sometimes unable to access services that are reserved for other youth. Grantees also reported that additional funding can mean much time spent on reporting to different funders and navigating multiple data systems to be compliant with reporting requirements.

Strategies to Address Funding Gaps

Most interviewees noted that there were gaps in funding for their diversion programs, and that particular program components have suffered as a result. A few of the components mentioned by grantees that have been cut or scaled back include offense-specific assessment and treatment, prosocial activities, education services, family counseling, restorative justice services, substance abuse assessment and treatment, program incentives, and transportation. However, the three components

that were mentioned most often by grantees as missing due to funding gaps were mentoring, mental health assessment and treatment, and program evaluation.

Grantees employ various ways of dealing with these budget shortfalls. Some reported that there was a need for more staff, as they experienced increased workloads. Three grantees revealed that they charge a fee for at least one component of their program. The grantees that have this in place have also instituted a sliding scale option for program participants who are unable to pay the full cost for the program components.

Grantees discussed ways that they would utilize increased funds. One grantee shared their ideas about creating a second tier of programming for diversion youth who are assessed to be at higher risk and in need of more intensive services. Two other grantees noted that they would expand services to other youth by targeting a larger range of age groups or geographic locations.

Community Needs

Many of the community-level needs identified by grantees were described as a function of the regional, historical, and funding contexts in which diversion programs operate. One of the most common issues that arose across all communities was lack of transportation. Lack of transportation is a barrier to obtaining services, particularly for grantees that cover large areas. This is especially true for grantees in rural communities, where the transportation options are more limited. Grantees based in rural communities also reported lacking quality services, opportunities for prosocial interaction, and youth-appropriate spaces.

In contrast, grantees in urban communities noted that their youth were at higher risk for gang involvement, and that their diversion programs could benefit from more resources to address this issue.

Previous sections have discussed ways that the recent economic downturn has taken a toll on communities statewide (please see “Recent Trends” on p. 34). In addition to the lack of employment opportunities for youth in diversion programs, a few grantees have noticed a rise of homelessness in their communities, an increase in medical problems among youth as a result of families losing health insurance, and a decrease in youths’ abilities to obtain funds for restitution. This further compounds the issue of diversion participants having limited opportunities to perform community service, particularly those youth who are under 16 or who have been charged with theft offenses.

Grantees also reported community-wide needs that arose from the socioeconomic context in which the programs operated. Some grantees commented on the need for more culturally competent approaches towards youth and families. In areas with growing Latino populations, there is a need for more Spanish interpreters for monolingual program participants. Other grantees noted the need for assessments and interventions to be adapted according to participants' racial and ethnic backgrounds in order for them to be effective. Three other grantees, noting the need for support around poverty, violence, and nutrition in their communities, felt that there needed to be more prevention programs available.

Individual Needs

The needs of diversion program participants emerge through the intake process, through assessment results, or over the course of the program though rapport built with staff.

Grantee comments indicate that patterns of need have emerged across the state. About half of grantees agreed that the common issues in their communities were related to unmet mental health, drug and alcohol, parental, and education-related needs.

"It's challenging at times to make sure we do have within our staff and our volunteer core people who culturally and linguistically are able to connect with families and draw them into the process in a positive way, an appropriate way."

Though a couple of grantees stated that there were rarely any youth in diversion programs with high mental health needs, others felt that program participants could still benefit from individual, group or family therapy that was currently not available. Specifically, one grantee reported that depression was prevalent among their program participants, while another grantee noted that trauma was an emerging issue. Funding cuts in recent years have reduced the number of mental health services in communities; one agency noted that a local mental health center had a long waiting list, but without this center many program participants would not be able to afford mental health services.

Grantees reported that youth in their diversion programs exhibit needs related to drug and alcohol education, counseling, and treatment. Grantees differed among each other in regards to what they felt was the most abused substance—one agency reported that marijuana was the largest issue while another noted that prescription drug use was on the rise in their community. A couple of agencies have noticed that more intensive drug and alcohol treatment has been needed in recent years. Another agency reported that other family members of diversion program participants, including parents, are engaged in drug and alcohol abuse as well.

Parental guidance and support is also lacking among diversion program participants. One agency observed that youth are often dealing with divorce in the family and would benefit from guidance around coping with these changes. A few agencies felt their communities would benefit from parent

education and skills building classes or family mediation. Some grantees have found that youth will often gain a valuable set of skills from the diversion program but will then return to a home environment that will not support continued skills-building. One of these agencies noted that some parents of diversion youth lacked the ability to establish appropriate parenting structures and consequences for youth.

Diversion program participants could benefit from additional support around education and school-related issues. Tutoring services were a need in some communities; other agencies observed that alternative education opportunities and special education needs would be helpful but were missing among community resources available. Additionally, one grantee reported that there has been a rise in bullying-related issues among diversion youth and felt that interventions to address this in their community were needed.

A few grantees also reported that there was a lack of mentoring programs in their communities that were accessible to diversion program participants. Some agencies had Senate Bill 94 services available in their communities but have found that, because of the target populations defined by the Senate Bill legislation, diversion program participants are not eligible to receive mentoring services. Other agencies have found that mentoring services in their community have long waiting lists, a shortage of mentors available, or are no longer being funded.

Other needs observed by grantees include job training and career development, offense-specific treatment, restorative justice programming, life skills training, teen pregnancy interventions, parenting classes for youth, and interventions to address domestic violence in families. These needs become especially apparent for youth who turn 18 and begin to exhibit increasing unmet needs as fewer resources become available for them.

Juvenile Diversion Program Partnerships

Partnerships with Other Diversion Programs

Across all organizations, levels of communication with other juvenile diversion programs differ markedly. For instance, some communications between diversion programs are sporadic, and primarily focused on supervising juveniles from another district. Other relationships are much more intensive, creating an opportunity for conversing around programmatic challenges and successes. A few participants provided insight regarding communications with other juvenile diversion programs, with one stating, “they’ve always been really supportive whether it be our forms and the nuts and bolts of our program to hey do you guys take repeat offenders? How do you do this? How do you interpret this DCJ requirement or whatever it may be...so I think we facilitate it through phone calls, emails, meetings, just whenever something comes up.” Another participant agreed saying, “we’ll try to do something more formal once a year together, get together and talk about what we’re

doing in our programs. But occasionally somebody may just call and want to know about something that we're doing and may just ask a question.”

Beyond program-specific criteria, existing relationships with other juvenile diversion programs tend to develop based on geographic proximity. A large majority of those participants who reported communications and/or collaboration with other juvenile diversion programs identified relationships with other diversion programs either in the same district, or a neighboring district.

Notably, restorative justice programs represented a majority of those organizations that reported high levels of communication with other juvenile diversion programs in Colorado. Restorative justice programs in the State of Colorado meet on a regular basis. These conferences take place at the state level, and include: conferences held by the Colorado Coalition of Restorative Justice Directors (CCJRD); an Alternative Dispute Resolution Conference; and conferences held by the Colorado Association of Mediators. Conferencing also takes place at the local level, with organizations like the Larimer County Restorative Justice Alliance promoting communication among programs in the state.

A large majority of participants reported some level of recent communication or collaboration with other juvenile diversion programs in Colorado. Although there is only a slight difference between urban and rural communities, urban-based juvenile diversion programs were more likely to report collaborating or communicating with other juvenile diversion programs than rural programs. A majority of programs based in a District Attorney's office-based programs reported existing relationships with other juvenile diversion programs, and are much more likely to have existing collaboration, and/or communication with other juvenile diversion programs when compared to community based organizations, and police department based organizations.

Referrals to Services Outside Agency

Collaborating with community-based referral agencies plays an important role in providing services for juvenile offenders in all juvenile diversion programs, facilitating the process of program staff to connect youth to resources, control costs, and supplement the resources that are readily available within each organization. A large majority of participants who reported partnerships with referral agencies identified an existing relationship with a mental health service agency, or a drug and alcohol counseling service agency in order to treat youth with counseling needs. As one participant described, “If we identify in our pre-conference meetings that there's substance abuse issues or perhaps there's family issues or education issues, then it's our responsibility to ... help solve those underlying problems by creating a network of services for them.”

External agencies have played an important role in the process of providing organizational programming as well; several participants reported that they outsource programming in order to

provide comprehensive services for juvenile offenders. Across organizations, agencies utilize local partnerships to refer youth to services, which include family counseling groups; nutrition classes; Reconnecting Youth programming; and Arts programming. Notably, restorative justice programs were much more likely to refer youth for services.

As mentioned previously (see “Case Management” on p.12), many grantees also maintained partnerships with schools for the purposes of tracking participant attendance and grades. A common stipulation in diversion contracts was a reduction of truancy—because diversion programs could not be completed with outstanding contract requirements, grantees had to maintain close connections with local schools.

A few organizations reported collaborative partnerships deriving from HB 1451, including other public or non-profit agencies. HB 1451 partnerships are often perceived as an opportunity to coordinate collaboration between community-based organizations, while expanding on the level of service delivery available to meet the needs of youth in juvenile diversion programs. As one participant detailed, “we have department of human services obviously involved. We have NYC involved. We’re involved. Our local advocate safe house domestic violence program is involved, our local mental health [center] is involved. And the school districts and probation.”

Communication with Other Justice System Components

Many of the interview participants highlighted the importance of their agency’s relationship with other justice system components. Existing relationships include standing communications with local courts; probation offices; pre-trial services; and local school districts (a relationship that interviewees often referenced as particularly important around juvenile justice). One participant provided detailed insight into the level of communication necessary for coordinating services, “we have a weekly meeting with the juvenile diversion director and the DA’s office is right across the hall. And we have weekly juvenile court meetings that we participate in with the district judge, the DA, probation, health and human services, juvenile diversion, the drug screening program and some social workers.” A majority of participants identified existing relationships with the schools, ranging from relationships with School Resource Officers (SROs), to standing relationships with Principals, Vice Principals and School Board members. The level of partnership, and/or collaboration that juvenile diversion programs have with local schools varies across agencies.

The role of the DA varies across programs. DA-based programs are more likely to have direct access to police reports, DA databases, court databases, and/or regularly recurring meetings with the DA. Community-based organizations often utilize a more diverse array of justice system components, including probation, municipal and county courts, and local schools to inform their work with diversion clients.

Screening, Assessment and Evaluation

Screening and Assessment Processes

Comments from grantees indicated that for most, determining how their programs' screening or assessment processes would look was a deliberate process. In some cases, grantees were free to choose their own tools and methods while others were driven to use what was recommended by other programming within their agencies. The comments given about how screening or assessment processes were chosen and what elements were ultimately included were a reflection of each program's focus and overall philosophy.

Current Screening and Assessment Practices

Most grantees shared that the intake and assessment process, at minimum, involves a meeting with youth for an interview. Only three grantees shared that they do not go through this process—these grantees either refer the youth to another agency if an assessment is necessary or depend on the referring agency to perform an assessment prior to program intake. Topics typically covered under assessment include home, school, family, friends, mental health, substance use, developmental history, trauma history, and an inventory of services already received. Some agencies also conduct an interview with parents. One agency reported that they conduct interviews with parents and youth first together and then separately in order to get a full picture of the situation.

Some grantees also include the administration of a screening or assessment tool as part of the intake process. Most instruments are established screening or assessment tools commonly used in the field while others have been developed by the grantee for their own purposes. Three agencies reported that they have youth complete the assessment tool using a computer program that allows reports to be generated upon completion.

"It was my hope that...the MAYSI-2 would help to identify if there were drug and alcohol issues when we get them initially."

Some grantees reported that they administer their screening or assessment tool to all of the youth who enter their program. However, a few others determine whether deeper assessment is needed based on issues that are revealed during the intake interview or as a result of rapport-

building that occurs over time in the program. There is also occasionally a need to conduct specialized assessments that can focus on a particular issue, such as mental health or substance abuse. In this case, grantees refer youth to another agency if it is discovered that he or she would benefit from a specialized assessment.

Screening and Needs Assessment Tools

Grantees make independent decisions about which screening or needs assessment tools are most appropriate for their purposes. Some grantees find that the topics covered by certain tools are a better match for their program focus. Others reported that using a tool required by the funders of another one of their programs streamlines their intake process. The following table details the screening or assessment tools shared by the grantees through interviews (which matched very closely to the screening and assessment tools detailed in the grantee document review).

Table 3: Screening and Needs Assessment Tools Used by Grantees

Assessment Tool	# of Agencies Utilizing Tool	Notes
Massachusetts Youth Screening Instrument, 2 nd Version (MAYSI-2)	9	Normed for 12-17 year olds; can be administered using a computer; covers mental health, substance abuse, family & education
Substance Use Survey (SUS-1a)	4	Substance use inventory
Colorado Juvenile Risk Assessment (CJRA)	3	Identifies risk and protective factors related to re-offending; comprised of a motivational clinical interview and review of available collateral data
Colorado Young Offenders List of Service Inventory (CYO-LSI)	2	Results provide an overall risk score that is predictive of recidivism, supervision failure and institutional misconduct; scores over 40 will result in referral to another assessment team
Y-OQSR (Youth OQ Self Report)	1	Youth self report outcome and tracking measure designed to be repeatedly administered to adolescents to assess their ongoing progress in mental health treatment
Agency-specific Screening/Assessment Tool	5	Grantees may utilize a screening/assessment tool that they created on their own

Use of Screening and Assessment Data

The most cited reason for conducting screenings or assessments is for grantees to determine areas of need for youth. Some areas cited by grantees included mental health, substance use, anger management, criminal history, and suicide risk. Screening or assessment data can serve to confirm what staff may already suspect, and can also inform the treatment plan or diversion contract that will be put into place. The program can then be tailored to the youth's needs as necessary through internal or external referrals, as many grantees recognize that youth have needs to address beyond

the offense that brought them to the diversion program. The use of assessments in the diversion intake process is evidence of the grantees' understanding that diversion programs are often an opportunity to address these needs.

Grantees also utilize screening or assessment data to indicate whether youth are at a higher risk level than can be addressed given the program's capacity. If this is the case, programs can provide external referrals to other programs that would be more appropriate for the youth's level of need.

A couple of grantees that developed their own assessment tool reported that they also use these tools as a pre- and post-test for program evaluation. Assessments are repeated to identify areas of growth for both the individual program participant and for the program as a whole.

"Sometimes it feels like a lot of time and a lot of work goes into not only completing those forms but then entering them into the system. And then the report that we get quarterly is how many males, how many females we've served, and that's kind of it. So we feel like that would be very simple for us to track that ourselves. Sometimes it's a little confusing, why we put all this information in and don't get a lot out."

Experiences with Intake/Exit Form Data

For the last three funding years, DCJ has contracted with OMNI to collect and manage individual-level data from grantees. Using a one-page form developed by DCJ, grantees were charged with collecting descriptive data about diversion program participants when they entered and exited the programs. Grantees were also responsible for entering the data collected into Colorado KIT, a web-based data management system. Data collected on the intake/exit form included participant demographics, referral information, history of involvement with the juvenile justice system, intake and referral outcome, program participation benchmarks, and program outcome.

Current Intake/Exit Form Processes

Across all agencies, participants generally reported negative experiences using the data entry system. Most commonly, participants described the process of entering data into the system as problematic; either because the on-line data entry system was sometimes unavailable or because the data entry system's structural design was challenging to use. Participants often addressed the design of the data entry portal as well. Adding information to each client case was difficult because there was no discernable order to participant lists.

Limited access to data that they had previously entered was generally perceived as a challenge. Further, the challenges participants have experienced entering data suggest threats to the quality of data that agencies submit. Challenges experienced with the previous data entry system include

missing intake data when participants returned to the data entry system to enter exit data; limited available features for defining and/or reviewing cohorts (in order to ensure data entry accuracy); and a cumbersome interface that was difficult to use. Although trainings on how to use the data entry system were provided for agencies, participants in distant rural and frontier areas were less likely to attend, and this compounded their challenges using the system.

Perceptions regarding the utility of data collected in the diversion intake/exit form differed across organizations. In most cases, agencies commonly reported that the information reported to DCJ in the form is general and does not require information that is difficult to obtain or extraneous. In some cases, agencies have designed tracking, reporting, or evaluation systems closely aligned with the intake/exit form in order to maintain their own records. Notably, those agencies with existing systems perceive any potential changes to intake/exit forms as a potential burden to their current process of data collection and data entry. A large majority of agencies have been able to streamline their process around entering the data, and many reported that they've designed "cheat sheets" and/or "highlighted fields" to map their information sources onto the data forms for data entry.

Specific Challenges with Data Fields

Although participants often agree that the forms generally encompass easily accessible data, participants cited individual items within the form that have presented challenges particular to their own organization. For instance, some programs feel that some categories do not apply to their organization (e.g., school as a categorical response for referral source, because juvenile offenders are received from district court). Some issues regarding specific fields included: separate fields for intake and referral date when these do not differ within the organization and services that are either omitted, or not clearly defined. Commonly, issues associated with these and other fields are particular to programming or processes implemented by each organization. Intake and referral dates may be the same for some organizations, which causes confusion on how the data should be entered on the form. Community service is often a difficult field for agencies to capture accurately. In some cases this is because community service is entered on a quarterly basis, and youth may not complete their community service hours by the end of the quarter. Other participants perceive it as problematic because they do not require community service of every participant. This is common among restorative justice organizations, as one participant stated, "Our process is very organic, so it depends on if the victim and the community want financial restitution or not. So it's very difficult for us to respond to that question sometimes, because we do what they [the victims] want, not what we want. And so nothing's ordered per se." Parenting classes and gender-specific classes are among several programs that agencies currently provide but are not included in the intake/exit form. Further, 'Juvenile Justice Status at Referral' and 'Status of Termination/Exit' responses do not encompass all of the possible avenues for youth to enter or leave the program, making it difficult for participants to respond appropriately in some cases. As one participant stated, "I can't remember if

we ended up resolving it...but girls circles and boys councils don't really fit into any of those categories either. And we may have ended up deciding to put it into, oh shoot I can't remember the name of the category. But we may have decided to put into a certain category, I just can't remember."

Comments about Intake/Exit Process

The responsibility for collecting intake data before entering the data into CO KIT differs across organizations. Most participants report that a designated staff member both completes and enters the data into CO KIT. In some cases a case manager completes the intake form with juvenile offenders and transfers the document to a second staff member, who enters the data. In one case, trained volunteers collect the data and a staff case manager is responsible for entering it into CO KIT. Internal processes differ between organizations as well. A majority of organizations collect intake and exit data when participants enter the program, then return to the form in order to complete the rest of the form at exit. Agencies commonly collect data over multiple weeks or months before entering it into CO KIT, rather than entering the information after each participant's form is complete. In some cases agencies have developed distinctive processes that require staff to collect all of the data in an internal database before entering the data for submission to DCJ. Variations on this process include an agency that has integrated DCJ data into a comprehensive tool and extracts the appropriate items for DCJ data submissions and an organization that presents the Intake/Exit form as part of intake paperwork given to youth when they enter the program.

Current Evaluation Practices

All grantees agree that program-level evaluation is a useful and important component of diversion programming. However, actual evaluation activities and understanding of evaluation concepts varied among grantees. Comments from grantees indicate that evaluation practices in place appear to be directly related to agency capacity—as more staff and resources were available, more evaluation activities were likely to be in place.

Tools and Methods

Grantees had varying reasons for investing in evaluation practices for their diversion programs. A few agencies shared that they regularly examine their evaluation data to identify programmatic issues and use data to determine what changes they can make to enhance programming. Evaluation data was also useful for a few grantees who wanted to have reports available to stakeholders or other funders, as many recognized that having program-level data would be helpful for program sustainability.

Current Evaluation Strategies

Across sites, grantees have had some success with collecting process data. All grantees reported that at minimum, they track youth compliance with their diversion contracts or treatment plans. Doing so allows staff to make decisions about follow up, referral, and if necessary, case filing. In addition to program compliance, six of the grantees interviewed also reported that they specifically track which program components each youth utilizes to get a better understanding of trends in youth need. Other process measures mentioned by agencies include the number of external referrals provided to youth, referral success rates, the number of hours spent with a case manager, and the number of incentives received through program compliance.

Most grantees shared that they were interested in program outcomes, though they all have had varying degrees of success with developing and implementing outcome evaluation strategies. At minimum, all grantees have been able to determine how program participants were able to complete the program successfully. They have also been able to track youth who did not complete the program successfully and have examined the reasons why, identified barriers to completion, and then refined their programs to address these barriers.

“How do you measure if a kid’s attitude [has] improved?”

More than half of the grantees reported tracking recidivism rates for all program participants. However, grantees also reported challenges with accessing re-offense data at the municipal, county, and district level, depending on which databases they had access to. The definition of recidivism also varies across sites, limiting any cross-site comparisons.

Some grantees had surveys in place to evaluate specific program components, such as Life Skills classes, group sessions, restorative justice conferences, and mentoring programs. The surveys are typically administered to participants at the beginning and end of the program component to measure changes in knowledge and attitudes. Grantees that have program component-specific surveys in place reported that they were generally one portion of a program-wide evaluation strategy.

A few of the grantees administer pre- and post-test surveys to measure changes that came as a result of participants’ overall experiences in the diversion programs. The common areas of measurement as reported by grantees were changes in knowledge, behavior, and attitudes. Four grantees mentioned that they specifically track school-related outcomes, such as whether grades and attendance have improved; another grantee evaluates program participants on whether there have been changes in attitudes towards the criminal justice system.

Other indicators mentioned by grantees include changes in self-esteem levels, social connectedness, and substance use behavior. Two agencies also reported that they administer surveys to parents to

determine whether they perceive positive changes in their child. Six other agencies reported that they administer satisfaction surveys to their program participants at the end of the program.

About half of the grantees mentioned that their evaluation instruments were created internally or in consultation with an evaluator from outside the agency. Three of the other agencies reported that they use their assessment tool as a pre- and post-test evaluation tool to measure changes in youth as they participate in the program.

A couple of grantees also mentioned that they collect qualitative information from program participants. One grantee collected information on quality of family life and school life through interviews with program participants, while another grantee performed voluntary exit interviews with both youth and parents to learn about how to improve diversion programming.

"I do three or four different kind of data entry systems, so I have the same challenge with all of them. It's just remembering, because they're all so different, how to find what I need, and if you don't hit exactly the right thing you don't make any progress."

Making Evaluation Work

Not all grantees have been able to conduct all the evaluation activities that they feel would be useful. For example, one grantee whose program staff consists of only one person is limited to collecting and tracking demographic data and program compliance. A few agencies have shared that the staff does not have the time to follow up with each program participant and obtain more information than is already being collected.

"I do these discharge interviews with parents and kids and make them, not make them but ask them to do these evaluations. And I score these evaluations and I tweak the programming, so it's always being tweaked, and it's always being changed. It's never static."

Grantees are in varying stages of determining how to store and manage evaluation information, a reflection of various levels of capacity across sites. A few grantees have discussed the need to restructure existing databases or develop new ones to track youth progress, while another grantee described being in the process of developing a new database to house information about program participants where there previously was none. Other grantees report having a database in place, but that they are growing unwieldy, or that they do not collect all of the information that they want to collect. Three grantees have shared that they are interested in program outcomes but have trouble determining how to move forward.

Data entry duties, according to grantees, have largely shifted to program staff. This has been an added burden on staff, especially when duties include determining the appropriate strategy unique to each funding stream, organizing the data, and then entering data into the appropriate database.

About six grantees reported that they must manage multiple data entry and reporting systems, and this is further complicated when youth utilize services from multiple funding streams. Most grantees reported that the staff that does data entry must complete these tasks in addition to providing services.

A few grantees have found solutions that have allowed evaluation activities to be more manageable. One agency has attempted to create evaluation tools that are applicable to multiple funding streams in order to streamline processes. Three agencies reported that they are using online survey data collection methods as a part of their evaluation. Another agency reported having an Efforts to Outcomes (ETO) contract to store and evaluate data, where they benefit from instant reporting on program participants.

Some grantees have been able to leverage local resources to supplement their efforts to evaluate their programs. About a third of grantees mentioned working with an outside research consultant to develop evaluation protocols and obtain technical assistance. Three of these grantees have worked with OMNI to develop an evaluation database or an evaluation tool, while another grantee worked with a local university. Another grantee has a research consultant perform some analyses to determine which program components have the most impact and has since been able to identify trends and adjust programs according to results.

Future Considerations

Program-level Areas for Growth

Looking to the future of diversion programming in Colorado, grantees articulated the ways that they envisioned diversion programming at the local level could be supplemented or expanded. While most felt that they were limited by availability of funds, grantees were still able to identify potential directions for improving diversion programming.

Areas for Expansion

All grantees, with the exception of one who felt that their program already had all the components and qualities it needed, were able to identify a variety of areas where their diversion programs could grow and improve. Opinions were diverse, and there were few areas or components that appeared to be common across sites.

The most commonly reported area of focus was violence and substance use prevention, which was identified by five agencies as a priority area of need. A common sentiment among grantees was that addressing youth need through prevention was the best way to get to the root of issues they were seeing among youth, especially in terms of interpersonal conflict and substance abuse.

Enhancement of evaluation activities was the focus of two other grantees who were concerned about their diversion program's chances for survival in a precarious funding environment. One grantee wanted to make improvements to programming that would result in higher success rates among program participants.

Areas of growth included program structure, with two agencies reporting that they could benefit from having more staff on board and with one agency having a desire to expand to another location in their service area. Grantees were also interested in expanding partnerships in their community, with the most commonly mentioned area being schools. A few mentioned partnership with schools in conjunction with the focus on prevention, sharing that this was an opportunity to shift their focus and try to reach youth before offenses are committed.

However, the majority of comments regarding areas of growth were mostly in terms of expanding or adding program components. Some of the components mentioned by grantees include the following:

"We feel like we're on an island...we don't know if what we're doing is really making a difference because we don't know when the next trend's coming."

- Tutoring, college readiness, and job readiness (4 grantees)
- Mentoring (3 grantees)
- Prosocial activities (2 grantees)
- Restorative justice components (5 grantees)
- Teen Courts (2 grantees)
- Substance abuse treatment (3 grantees)
- Mental health services (1 grantee)

"I would love to see the grant providers or DCJ expand the opportunities to work with the lower-level offenders that might be acting up in school or the community that don't rise to the level of crime, get them early before they start criminal conduct."

Desired Communication with Other Programs and Resources

All grantees expressed a desire for more communication and collaboration with other juvenile diversion programs across the state. Participants often cited wanting to learn more about the types of programming other juvenile diversion agencies have found to be effective, and perceived a greater level of communication among juvenile diversion programs as an opportunity to begin looking at trends that programs are seeing and new ideas for approaching similar issues. Specifically, a common theme was the desire to learn more about how each district has utilized specific

programming to reach different populations. As one participant said, “Just getting some different ideas sometimes...it happens to all of us, we only see what’s right in front of us; and, you just get that little tunnel vision going, instead of maybe saying, ‘okay, let’s stop and let’s look at this from a different point of view,’ where another program might give you that perspective.” Participants across programs also expressed a desire to learn more about what other programs are offering and to obtain opportunities for training and professional development.

Evaluation Readiness

Most grantees stated that evaluating outcomes and performance is an important part of programming in order to identify areas where programs can improve, anticipate emerging trends in target populations, and enhance strategies that are successful. A common theme among grantees was the recognition that evaluation data reflecting program or statewide success would be helpful for sustainability of efforts.

“What’s hard is we know we have a lot of data...it’d be so nice to push a button and put that in the grant somewhere.”

Some grantees expressed qualms about being able to participate in a statewide effort in addition to their current program administration responsibilities. Despite these qualms, most grantees felt overall that the funding climate, with the scarcity of funds available, called for a statewide evaluation to be implemented. Many recognized that evaluation data would be one step towards preserving funding for juvenile diversion efforts on the state level.

Capacity for Evaluation

Based on grantee comments, evaluation capacity varies widely across diversion programs. This largely has to do with the number of staff available and the amount of resources grantees have at their disposal. While a few grantees have established evaluation protocols and comprehensive databases a couple other grantees are limited to the bare minimum of data collection and data entry that is required by funders.

Grantees with a higher capacity for evaluation activities were more likely to have a larger staff, multiple funding sources, and more resources at their disposal. These high capacity grantees often had logic models in place, evaluation plans, established staff roles and responsibilities, and clear articulations of the program outcomes that were being measured. A few of these grantees have had experience with creating reports summarizing the data activities from the last few years. About five of the grantees interviewed fell into this category.

Some grantees exhibited moderate capacity for evaluation, with their activities being limited to administering program component-specific measurement tools, collecting participant satisfaction

data, conducting informal exit interviews, and/or maintaining simple databases. Grantees at this level of capacity typically reported collecting data primarily for the purpose of using participant feedback to refine program approaches. Some of these grantees were less able to articulate program outcomes, while others have defined outcomes and are curious about measuring them, but have trouble determining how to go about doing so.

The two remaining grantees are programs with a lower capacity for evaluation. Activities are limited to collecting data for the intake/exit Form and entering the data into CO KIT. Both of these agencies have only one person tasked with administering all aspects of their diversion programs. Between these grantees, there is an understanding of how evaluation can be valuable, but some difficulty with finding time and resources to dedicate to evaluation activities.

Data Management Duties

All of the grantees interviewed, regardless of evaluation capacity, reported that they do not have staff solely dedicated to evaluation activities. Diversion staff who have been charged with data collection, management, and analysis consider these duties to be among other responsibilities related to program operations such as office management, case management, program administration, or group facilitation. As a result, service provision often takes precedence over evaluation duties.

Grantees have reported that data management can be a burden on staff, especially when tasks include determining the appropriate reporting protocol unique to each funding stream, organizing the data, and then entering data into the appropriate database. This can have implications for data quality as well as staff workload.

However, some grantees have been able to address evaluation capacity issues by leveraging resources available to them. Six grantees have reported working with an outside research consultant to develop evaluation protocols and instruments, and to obtain evaluation technical assistance. One of these agencies has research consultants perform the data analyses rather than having program staff held responsible. Another grantee has worked with a local university to obtain evaluation technical assistance, and another grantee shared that they were writing a grant specifically to obtain more support around evaluation.

Statewide Evaluation

Though diversion programs across the state vary in their capacity to have program-level evaluation in place, all agree that a statewide evaluation effort is a valuable and worthwhile undertaking. Grantees drew upon their opinions of past DCJ evaluation requirements, experience with other statewide evaluation efforts, and their knowledge gained during their own program-level efforts to articulate their ideas of how the statewide evaluation should be implemented.

Key Outcomes

While all grantees recognized recidivism as a key outcome of the statewide evaluation, they agreed less about what other program outcomes should be included. The diversity of responses is a reflection of the different approaches to juvenile diversion across the state. Even with recidivism, a key outcome named by almost all grantees, questions arose about how recidivism should be defined and what timeframes were most appropriate.

Several grantees felt that measuring changes in behaviors should be a priority, as these were considered to be more concrete indicators of program impact. Specifically, the behavioral outcomes that were of interest included changes in drug and alcohol use, changes in the frequency of delinquent behavior, and changes in grades at school.

Though many grantees indicated that their program goals included changing attitudes among participants, a few acknowledged that they were not sure how to measure these changes. Some of the items that they felt should be included as part of the statewide evaluation were attitudinal changes in youth towards violence, drugs and alcohol, school, self-esteem, and their future. Grantees specifically were interested in measuring risk and protective factors, particularly connection to community, and family dynamics.

"I think the concern that anybody has is that it's just one more piece of paper. It's one more step that has to be done when sometimes it's already a little overwhelming at times when you're getting cases after cases that are just off the charts high risk."

A few grantees also mentioned that program satisfaction should be considered a key outcome of the statewide evaluation, with both program participants and their parents as targets.

"Are kids more connected to the community after going through this process than they were before, and if so to what degree and how do you measure that? I don't know but that seems to be some useful information."

Standards for Data Management Systems

Based on their experiences with data entry into CO KIT, grantees had some well-defined ideas of what they would look for in a data entry system to supplement statewide evaluation efforts.

One of the main concerns presented by grantees was their desire to have data entry system functionality allow for them to access entered data. Grantees experienced some frustration in not being able to access data, leaving them to find workarounds for using the data to inform programming and supplement reporting to funders. Inaccessible data also made it difficult to review data before data submission deadlines or correct any potential data entry errors. Grantees that had

previous experience using Efforts to Outcomes (ETO) provided some insight into how a system with its setup would be beneficial for data entry. The most attractive feature of ETO was the ability to view and utilize the data that had been entered into the system, as well as the ability to generate simple, real-time reports based on data already entered. These were done in a format that was easily adaptable for program reporting to other funders.

In order to reduce the frustrations that come with data entry, grantees also suggested that the data entry system be functional and reliable. Some had experiences with data being lost, systems being down, or no confirmation that data was actually entered. Having a reliable data entry system will ensure data quality and reduce frustrations that occur as a result of data loss. Grantees also benefited from having technical assistance providers on call should any questions or concerns arise as data entry is being done.

Grantees also expressed some concern about the level of computer literacy that would be necessary to enter program data into the system. Many of the staff responsible for data entry would be doing so in addition to other responsibilities related to providing services, and some grantees shared that they would be training volunteers and interns to enter data. Grantees hoped that the system would be intuitive and easy to learn. One suggestion to increase the data entry system's ease of use was to ensure that the information is organized in a coherent way, particularly if there are many lines of information to be displayed. Doing so would ensure that data entry staff can easily find the items they are looking for.

One grantee expressed that one valuable feature would be if the data entry system implemented for the statewide evaluation could interface with other existing databases. Having this feature available would eliminate the need for double data entry common for grantees that have multiple funding streams.

Anticipated Benefits and Desired Components of Evaluation

Most of the grantees spoke favorably about efforts to conduct a statewide evaluation of diversion programs, feeling that it would ultimately benefit not only their programs but all diversion programs across the state. For some grantees, the main reason for their enthusiasm was the potential for being able to learn about other programs and identify what strategies have been successful for them. Learning about these successes would allow them the opportunity to improve their own programs. One grantee particularly welcomed the opportunity to connect with other diversion program administrators and have a forum where ideas to benefit each others' programming could be exchanged.

Grantees also shared that they were excited to potentially have data available that would justify their existence in the legislative arena. In an unfavorable economic climate, the availability of data that

reflects program success would be helpful for showcasing the value of juvenile diversion programs. One grantee expressed, “We do really great work and we feel like we’re successful with the kids. But we don’t have anything that proves that we’re successful or that we’ve addressed the right issues, or how much of a change there’s been for the kids.”

The idea of a statewide evaluation has also piqued the competitive nature of some diversion program grantees. Most agencies were looking forward to the opportunity to compare their program’s success with that of others. This, they reasoned, could reveal areas of growth relative to other grantees. One grantee hoped that the statewide evaluation would afford them the opportunity to have control groups against which to measure their program’s performance. They also suggested that the statewide evaluation would offer other grantees the opportunity to learn from their example.

Grantees also had some ideas about what they hoped to see as part of the statewide evaluation. Multiple grantees felt that it was important to have a clear, statewide definition for recidivism as a part of the evaluation. Many were aware that programs currently measured recidivism in many ways, and they felt that it was important for cross-site comparisons to be standard across the state.

Wary of the considerable diversity of juvenile diversion programs across the state, grantees also felt that it might be appropriate to evaluate programs across the state based on clusters of similar characteristics. Some suggestions included grouping grantees by target population, type of offenses targeted, size of the program, and the types of services offered.

Anticipated Challenges to Implementing a Statewide Evaluation

The largest concern among grantees in anticipation of a statewide evaluation is developing and implementing a cross-site approach that can effectively capture the work done across very diverse diversion programs. As one grantee remarked, “I have some really serious concerns about those 22 reports of mangos and apples and tangerines getting combined. We’re not working with the same

“I think [a statewide evaluation] is a positive thing. People get nervous about that, but I think it’s a good thing.”

kids.” Grantees noted that diversion programs vary in terms of target populations, service offerings, level of charge, and intake criteria; many felt that comparing programs without accounting for these differences would be unfair and ineffective. There were also concerns that grantees would not be able to agree on common indicators to be included as part of the statewide evaluation, as grantees may differ in the outcomes they target as part of their programs.

Grantees noted that the statewide evaluation also had potential to negatively impact their programs. The added data management burden could take time and resources away from providing services. For grantees that already have evaluation activities in place, there were concerns that a statewide evaluation would be difficult to integrate. One agency was concerned that the impact of a statewide

evaluation would reach beyond the staff, saying, “it’s one thing if we have to transfer data from what we’ve collected and we have another step. It’s another thing if you’re asking our clients to do another step.” Several grantees anticipated that they would have difficulties with the initial implementation phase of the statewide evaluation, but that it would eventually be more manageable as they grew accustomed to the protocols.

In addition to logistical concerns, a few grantees also expressed anxiety that the statewide evaluation could potentially reveal negative results. Several grantees added that there may be some challenges in obtaining buy-in for the statewide evaluation from lower-capacity grantees; there were concerns that they would have less of an understanding of how the evaluation process could be beneficial for their programs in the face of the added effort necessary to implement it, leading to an impact on cross-site results.

Discussion

Summary

This qualitative analysis of the State-funded Juvenile diversion Grant program involved one-hour long interviews with 14 grantees, longer site visits (including service observation) with an additional six grantees, and a review of grant application documents from the 21 funded providers.

Topics explored with grantees included program characteristics (such as program philosophies, outcomes, services provided, eligibility criteria, local contexts, and partnerships), experience with screening and evaluation, grantee and community strengths and needs, and similarities and differences between the different types of grantees (including urban versus rural and those housed in government organizations versus those sponsored by community organizations).

Key Findings and Recommendations

Program Services Vary, but Some Services are Much More Common

The vast majority of grantees stated that they attempt to tailor the services they provide to the needs of the juveniles, so it should be unsurprising that programs offer a wide variety of services. In addition, local needs, resources, and guiding philosophies shape the exact mix of services that each grantee provides. However, across grantees, there were three types of services that were extremely common: case management, community service, and restitution.

“The evaluation, that’s going to change everything, the database and everything we do.”

Grantees Vary Widely in How they Implement Programs

Even among grantees that offer similar types of programs, they can differ widely in exactly how they implement those programs. For example, within in the category of “case management,” some grantees have frequent meetings with juveniles, while some meet only rarely. Some grantees conduct home visits; others begin case management services then turn them over to another agency; and some partner with schools or other community partners.

This is the case across most of the different services, and has clear implications for evaluation. For example, looking across grantees and making blanket inferences about the effectiveness of “case management” as a service on program outcomes is greatly complicated by the wide range of ways that case management appears to be implemented.

Restitution Requirements are One of the Biggest Stumbling Blocks to Success

Several grantees report that one of biggest problems in completing diversion is the amount of restitution juveniles are required to pay. Juveniles typically have less income, which makes it more difficult for them to pay restitution. This can lead to longer durations in diversion programs (with some youth in programs for up to two years) as well as a lower chance of successfully completing the program.

All Grantees are Extremely Invested in Seeing their Youth Succeed

Across all grantees there is an obvious commitment to ensure that youth not only satisfy the bare minimum requirements of their diversion contracts, but also are able to thrive. This is reflected in the language grantees use to describe “their kids,” the individualized approach to service delivery, the fact that most services are implemented in person (a very labor intensive but also personalizing process), and the lengths that grantees go to distinguish their programs from the rest of the justice system.

Government-based and Community-based Diversion Programs Have Some Important Differences

Both government- and community-based (e.g., District Attorney's office, Police Department, or County office) programs each perceived that the characteristics unique to their program type put them at an advantage over the other type of program.

There is a consistent feeling that government-based grantees benefit from their closer association with the other components of the justice system, manifested most strongly in more consistent

funding and more consistent and detailed access to databases, and other information on juvenile offenders.

Community-based grantees were perceived to be more flexible to local needs. Community-based grantees also believe that their distance from the formal justice system allows them to earn more trust and make stronger connections with both the community and the youth they serve.

Graduated Sanctions Appear to be Flexibly Utilized

Although grantees clearly articulated their theoretical use of graduated sanctions on their grant documents, it appears that sanctions are implemented more flexibly in practice. This is true even of programs based in District Attorney's offices. While those programs are more likely to have formal written sanctions policies, they are still often applied on an individualized, case by case basis, with all grantees giving many youth multiple chances to succeed. Restorative justice programs are much less likely to implement graduated (or other) sanctions, as many view this as contrary to their programs' guiding philosophy.

Grantees Commonly Cite a Need for Violence and Substance Abuse Prevention Programs

Almost every grantee was able to name at least one area in which their program could grow to meet the needs of their juveniles and the larger community. Although a wide range of needs were mentioned, the most common areas were programming around the prevention of violence and substance abuse.

Grantees Have Strong Relationships with Other Community Partners

Most grantees report strong, collaborative relationships with other organizations within their communities. In many cases, these relationships involve referral partners who can provide services to grantees' youth that the grantees themselves are unable or less suited to provide. Often, these referral relationships are with mental health service providers, or drug and alcohol counseling, or testing providers. Many grantees also seek collaborative partnerships with schools in order to effectively track attendance and grades (which are often part of diversion contracts). Grantees view their partnerships with other components of the justice system as vital and often have regular coordination and collaboration meetings.

Most Grantees Have Limited Relationships with Other Diversion Programs

Although a majority of grantees report recent contact with other diversion providers, there are large variations between grantees in the strength of these relationships. Restorative justice programs have

the strongest connections, facilitated through Colorado's restorative justice associations and conferences. For other grantees, however, relationships are predominantly with other local diversion programs, either in the same district or in neighboring districts. In general, grantees in urban areas report slightly more collaboration with other diversion programs than do grantees in rural areas.

Grantees Currently Use a Wide Variety of Screening and Assessment Tools

All grantees have a formal or informal screening and assessment process that involves an interview with youth and/or their families, thus grantees do gain extensive insight through qualitative means. Formal screening or assessment tools used by grantees vary widely. Several grantees reported using their own custom tool. Among those that use standardized tools, there is little overlap, which reflects the views of those programs on different tools' suitability for their local needs and contexts. The MAYSI-2 is the most commonly used tool, but only nine grantees report utilizing it.

Program Outcomes are Focused on Recidivism

It is unsurprising that grantees conceptualize their programs' outcomes primarily in terms of recidivism, since that is the state-mandated purpose of diversion programs. However, recidivism is a long-term outcome and few grantees consider (and fewer still measure) shorter-term outcomes related to the success of their programs. Instituting such measures as part of the statewide evaluation will give a better picture to DCJ and the grantees of the effectiveness of their programs.

Grantees Desire More Access to Intake and Exit Data, and a More Flexible Process

Grantees desire greater and more frequent access to the intake and exit data they enter as part of their grant requirements. In addition, grantees seek a more flexible data entry system that allows for easy searching, editing, and reporting of data.

In terms of the data collected on the intake/exit form, several grantees expressed concern that the questions (especially around services provided) may not be designed to accurately capture their programs, the services that they provide, or the manner in which they provide them. Another issue is that the data fields may be too general to truly capture the diversity of what is offered in diversion programs across the state.

Grantees Vary Widely in Evaluation Practices and Readiness

Although grantees generally recognize the importance of evaluation and desire more information about their programs' outcomes, they vary widely in their current evaluation practices and general evaluation readiness.

In general, most grantees collect process data regarding the activities of the youth in their programs. Grantees also have had success tracking outcomes related to successful program completion and many have revised their programming to help minimize the impact of local factors that affect completion. Outcomes related to program effectiveness and recidivism are less widely tracked.

Many grantees struggle with the competing needs of multiple funders, which leads to added evaluation and reporting responsibilities for program staff. In addition, none of the grantees have staff dedicated solely to evaluation and in most cases those responsible for data collection and entry are program staff.

Common evaluation capacity needs of grantees include developing a system to facilitate data entry and storage, determining appropriate outcomes and measures, and simply possessing the time and staff to be able to conduct an evaluation.

Conclusion

The programs provided and experiences, challenges, and needs faced by grant funded diversion programs vary widely and are strongly affected by the local context. There are however, numerous points of commonality between the grantees in terms of their programs, services, needs, contexts, and evaluation activities and readiness. Both the similarities and differences uncovered in this qualitative analysis will help inform the creation of a valid statewide evaluation to capture the processes and outcomes that truly matter to the State, the grantees, and the citizens of Colorado.

Appendix A: DCJ Grantees Targeted for Data Collection

The key informant data detailed in this report includes information from the following juvenile diversion grantees who participated in phone interviews.

Table A.1: Interview Participants

Agency Name	Judicial District
District Attorney's Office, 3 rd Judicial District (Las Animas & Huerfano Counties)	3 rd
Teen Court of Huerfano County	3 rd
La Plata Youth Services	6 th
Gunnison County	7 th
Gunnison Area Restorative Practices	7 th
Hilltop Community Resources	7 th
Delta County	7 th
Estes Park Police Department	8 th
District Attorney's Office, 10 th Judicial District (Pueblo County)	10 th
District Attorney's Office, 11 th Judicial District (Chaffee, Custer, Fremont & Park Counties)	11 th
Center for Restorative Programs	12 th
District Attorney's Office, 17 th Judicial District (Adams & Broomfield Counties)	17 th
District Attorney's Office, 19 th Judicial District (Weld County)	19 th
Montezuma County Partners	22 nd

The following Juvenile diversion grantees participated in data collection site visits offered by OMNI.

Table A.2: Site Visit Participants

Agency Name	Judicial District
Denver District Attorney's Office	2 nd
Center for Community Justice Partnerships (now known as Center for Family Outreach)	8 th
Fort Collins Police Services	8 th
Youth Zone	9 th
District Attorney's Office, 18 th Judicial District (Arapahoe, Douglas, Elbert & Lincoln Counties)	18 th
Mesa County Partners	21 st

Appendix B: Interview Guide

Introduction

I'm _____ and I work with OMNI Institute. OMNI is a non-profit social science research firm based in Denver, Colorado. We work with many different agencies and programs across the state. We've contracted with The Division of Criminal Justice (DCJ) to collect information about the 22 state-funded Juvenile Diversion programs and develop a statewide evaluation plan. We are interested in collecting information about your diversion program that is funded by DCJ. The information that you provide will be used in the development of the cross-site evaluation, and in efforts to create a sustainable system for evaluating Juvenile diversion programs in Colorado.

I am going to ask a number of questions about your organization's programming and combine what you tell me with the responses of staff from other programs across Colorado. All of the information that you share will be reported in aggregate form and your name will not be connected to any direct quotations. We hope to learn as much as possible about your experiences and opinions in the next hour or so. You also can ask questions at any time during the interview. Your questions are welcomed.

With your permission, we'd like to record this interview. Audio recording allows us not to take notes during the conversation and to preserve your information as accurately as possible. We will be using digital recording equipment that will allow us to upload the audio file of this interview to our secured and password-protected server. The files will be deleted from the server when the project ends. If you do not want your interview to be recorded, what you say will be written down on paper instead. Your name will not be written on these papers.

- Before we get started, do you have any questions for me?
- Do you consent to the audio recording of our interview today?

Program Components

We've had an opportunity to review your grant application and we'd like to learn a little bit more about your program:

Please guide me through the process of a typical participant's experience in *[insert program name here]*.

- How are youth referred to your program?
- What criteria determine whether youth are accepted into your diversion program?
- Are there types of offenses that preclude youth from participating in your program?
- Do you accept repeat offenders into your diversion program?

What services are available for youth within your organization during their time in your diversion program?

[In advance of this interview, please list the services that each program said they provide in their application:]

[If they need to expand on a service that they have mentioned] You mentioned that you provide *[service]* . Can you please tell me a little bit more about what this looks like in your program?

[If they did not mention a service in the interview that they had written about in their application] Your application indicates that you provide *[service]* . Is this a service that you still provide? If so, can you describe how this service plays a role in your program?

[In advance of this interview, identify whether the program mentions restorative justice as a program philosophy or as a service provided. If so, please ask the following question.] Can you briefly describe how your program uses a restorative justice approach?

Can you give us an example of how your program components reflect the restorative justice approach?

- What are some common needs of youth who enter your diversion program?
- Are screening tools or assessments administered by your organization?
- Which tools and assessments are currently in use by your organization?

Can you describe the process of how screenings or assessments are administered in your program?

- How does your program determine who will be screened or assessed?
- How do you currently use information collected in screening tools and assessments?
- Are youth referred to external organizations for services that aren't offered in your program?
- What types of needs require you to refer juveniles to other organizations?
- Are there other needs that you'd like to address but cannot?
- Do you monitor or track services youth receive from other organizations?
- If so, how?

Of the services that are offered as part of your diversion program, which are the most commonly utilized components? Why?

Can you describe which service components are less heavily utilized by typical diversion program participants?

- Why are they not used as often?
- Are youth who violate diversion program policies able to return to your program?
- Are sanctions implemented for youth who violate diversion policies?

- If yes, are sanctions increased or graduated with repeated violations?
- What does this look like?

What factors determine whether a youth who violates diversion policies will be allowed to return to the program?

- How is your program informed of a re-offense that occurs while juveniles are in your program?
- How do youth complete or leave your program?
- What factors determine whether a juvenile completes successfully?
- What factors determine an unsuccessful completion?
- How long is the average youth a participant in your program?

Can you briefly tell me about some of the unique aspects of working with youth in the community that you serve?

[Identify whether “rural” or “urban” should be used for this interview.] How has programming been geared to meet the particular needs of youth in a *[rural/urban]* community?

[Identify whether “community based” “police department-based” or “DA’s Office-based” should be used for this interview.] What are some of the experiences you have had as a *[community-based/ DA’s office-based/ police department-based]* diversion program that a *[DA’s Office-based/ community-based/ police department-based]* diversion program may not experience?

- Do you communicate or collaborate with other juvenile diversion programs?

[Note that the interviewer will have to come up with some probes depending on whether the response indicates communication:]

- *with other programs within the community,*
- *across the community,*
- *that are funded by DCJ,*
- *that are funded by other sources,*
- *or whether communication has occurred at all]*

Would your organization benefit from more communication with other Juvenile diversion programs across the state?

- Why or why not?

What are some of the areas where you would like to see your Juvenile diversion program grow?

Evaluation

Now I'm going to ask you a few questions about your evaluation experiences and needs.

- What changes in youth do you hope to see as a result of your program?
- How do you measure those changes?
- Is there anything that you would like to measure that you currently aren't?
- How are intake/exit forms currently completed within your organization?
- Who is responsible for collecting this information?

Does completing the intake/exit form for each youth require you to obtain information from external sources, such as schools or other sources?

- How does this process take place?
- Do you experience any challenges completing intake/exit forms?
- How does your organization deal with these challenges?
- Please describe any other data that you currently collect for your diversion program.
- How is this data used?
- How much of these data collection activities are done as requirements for other funders?
- Can you describe these requirements?
- Can you describe any other monitoring activities that are done as part of your program?
- How can intake/exit forms be more useful for you?
- Who is responsible for entering the intake/exit data into the system?
- What data entry system features would make your job or your staff's job easier?
- What would your organization find most helpful about a state evaluation?
- What kind of data would be most useful for your diversion program?
- What are some of the challenges you anticipate with regards to a statewide evaluation?
- What should I have asked you as a part of this interview but didn't?

Appendix C: Diversion Grant Application Document Review Details

As a component of the qualitative analysis, OMNI collected the grant applications for the 2009-2010 fiscal year for funded diversion grantees and reviewed them to determine the program characteristics that grantees discussed in the formal application process. This appendix details several of the collected characteristics

The following table details the breakdown of services (organized in terms of the intake/exit form) that diversion grantees detailed in their grant applications.

Table B.1: Detailed Services Discussed in Grantee Applications (Organized by DCJ Categories)

Services	Total Grantees Offering Service
Supervision	
Case Management	14
Drug and Alcohol Testing	11
Mentoring/Advocacy	4
Other supervision	2
Total	31
Services	Total Grantees Offering Service
Accountability	
Community Service	19
Restitution/Restitution Services	15
Victim/Offender	8
<i>Apology to Victim</i>	6
<i>Victim Impact Program/Panel</i>	2
Victim Empathy	4
Other Restorative Justice Services	12
<i>Restorative Justice Conferencing/Circles</i>	9
<i>Teen Court</i>	1
<i>Other</i>	2
Other Accountability services	9
<i>Mediation</i>	9
Total	67

Services	Total Grantees Offering Service
Treatment	
Drug/Alcohol Counseling/Treatment	9
Mental Health Counseling/Treatment	3
<i>Mental Health Evaluation and Treatment</i>	3
Diagnostic Screening/Assessment	1
<i>Medical Evaluation</i>	1
Other Treatment	10
<i>Individual/Family/Group Counseling</i>	10
Total	23

Services	Total Grantees Offering Service
Competency	
Cognitive-Behavioral Classes	7
Life Skills	5
Education/Tutoring/GED	10
Employment/Vocational Programs	3
Other Competency Components	17
<i>Parenting Classes</i>	4
<i>Alcohol and Drug Education</i>	3
<i>Problem Solving Steps for Offenders</i>	2
<i>Other</i>	8
Total	42

Services	Total Grantees Offering Service
Other	
Social Activities	5
Outdoor Programs	4
Restrictions	3
Other	6
Total	26

In addition to categorizing the services by the intake/exit form categories, it is also valid and important to understand how the grantees themselves describe the services they provide. In addition, for evaluation purposes it is important to understand the differences between programs that may be categorized and similar to understand if it is actually appropriate to measure their outcomes in the same way. Therefore in Table B.2 we present the services discussed in the grantee applications using the labels and names grantees themselves use.

Table B.2: Detailed Services Discussed in Grantee Applications (Organized by Grantee Descriptions)

Services	Total
Supervision	
Case Management	14
Drug and Alcohol Testing	9
Levels of Supervision	1
Electronic Monitoring	1
Accountability	
Restitution/Restitution Services	14
Community Service	14
Mediation	7
Restorative Justice Conferencing/Circles	7
Apology to Victim	6
Victim Empathy Classes	4
Restorative Justice Services	2
Victim Impact Program/Panel	2
Useful Public Service	2
Restitution Work Program	1
Community Victim Justice Services	1
Community Based Services	1
Teen Court	1
Victim Assistance	1
Victim-Offender Dialogue	1
Family Conferencing	1
Community Group Conferencing/Circles	1
Ex-Offender Assistance	1
Work Crews	1

Services	Total
Treatment	
Individual/Family/Group Counseling	10
Drug/Alcohol Education/Therapy	9
Drug/Alcohol Assessment/Monitoring	2
Mental Health Evaluation	2
Mental Health Treatment	1
Medical Evaluation	1

Services	Total
Competency	
Life Skills	5
Mentoring/Advocacy	3
Alcohol and Drug Education	2
Anger Management	3
Conflict Resolution Skills/Managing Conflict	3
Problem Solving Steps for Offenders	1
Reasoning and Rehabilitation	1
Cognitive-Behavioral Classes	1
Pathways to Recovery	1
Employment Programs	1
Social Skills Development	1
Career Academy	1
Career Mentoring Classes	1
Referrals to Mentoring	1
Competency Building Skills	1
Understanding Violence	1
Educational Classes	1
Interpersonal Skills	1
Character Education	1
Expressions Girls Classes	1
Enrichment Programs	1
Parenting Classes	1
Goal Setting	1
Classroom Instruction	1

Services	Total
Other	
Essays/Complete a Project or a Paper	4
Regular School and/or Work Attendance	3
Wilderness Outings	2
Curfew Restrictions	2
Tutoring	2
Family Programs	1
Acquiring Restitution Through Talent (ARTT)	1
Referral to Family Advocacy and Support Team (FAST)	1
Peace Jam	1
Summit Outdoor Adventure Program	1
Youth Empowerment Outdoor Program	1
Social Activities	1
Academia	1
Reconnecting Youth	1
Dialectic Behavioral Therapy	1
Home Rules	1
Participate in Court Reviews	1
After-school Program	1
Parenting Wisely	1
Girls' Circles	1
Boys' Councils	1
Parent Project, Inc.	1

Several grantees also discussed on their grant applications the screening or assessment tools they use in their programs. As can be seen in the table below, there is a wide variety of tools that were mentioned. By far the most common was the MAYSI-2, a mental health screening tool also currently used by Juvenile Assessment Centers (JAC), SB94 Programs, Department of Youth Corrections, and Detention and Commitment Facilities.

Table B.3: Screening or Assessment Tools Mentioned in Grantee Applications

Screening or Assessment Tool	Total Agencies Implementing
Massachusetts Youth Screening Instrument-2 (MAYSI-2)	9
Substance Use Survey (SUS1-A)	3
Colorado Juvenile Risk Assessment (CJRA)	2
Colorado Young Offenders-Level of Service Inventory (CYO-LSI)	2
Massachusetts Youth Screening Instrument (MAYSI)	1
Youth Outcome Questionnaire (YOQ-SR)	1
Did not specify	10
Total	28