

**EVALUATION OF THE
TARGETED COMMUNITY ACTION PLANNING
(TCAP) PROGRAM**

**ADMINISTERED BY
THE SPARTANBURG PUBLIC SAFETY DEPARTMENT**

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**Evaluation Conducted by
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EXECUTIVE SUMMARY

Spartanburg, SC has developed a Targeted Community Action Planning (TCAP) program. TCAP is an effort of the federal Office of Juvenile Justice Delinquency and Prevention (OJJDP) to improve the effectiveness of a community's delinquency prevention efforts and juvenile justice system by providing intensive technical assistance through a community-based planning process. This process is results oriented and focuses on the infusion of best practices and promising programs.

The TCAP process begins with the identification of the key players in the juvenile justice systems and services for juveniles in the community. This group comes together with the assistance of Development Services Group to establish a mission, goals and outcomes. Ultimately, these meetings result in a formal structure (planning activities, processes and programs) and services.

The Spartanburg TCAP planning group established three goals and three outcomes. These goals and outcomes are based on the following Mission Statement. "The mission of the Spartanburg TCAP is to provide planning, systems coordination, and a resource integration process to create a community response to decrease juvenile delinquency."

In order to evaluate the project, System Wide Solutions (SWS) conducted a series of interviews with project personnel, reviews of documentation, and observations. Surveys were also developed for agency personnel and others. A database was developed into which quantitative data for the project was entered. A method for documenting qualitative data was developed for use by persons involved in the project.

The following conclusions were drawn from the findings of the evaluation.

1. The project had no resources of its own at a time when resources of participating organizations were being reduced. This caused considerable stress on the most important aspect of the project, the case management and intensive supervision. One result of this stress was high turnover within the designated DJJ case manager position, resulting in fragmented services to TCAP youth. At least three different people were assigned to the job during the 18 months under review that youth were accepted into the project.
2. The project team has never quite been able to decide exactly which youth it was targeting. There appears to be large differences in the types of youth that are participating (i.e. one of the youth only had one offense on record, whereas another youth had been referred with 12).
3. The project appears to have service integration between mental health, alcohol and drug services, and juvenile justice services. In addition, the SRO's are involved in the project, but schools themselves do not appear to be contributing, even though they signed the MOU.
4. People active in the project learned a great deal about coordination and the need for a full set of services to deal with the multiple problems that youth bring with them to the juvenile justice system. They continue to apply their new knowledge to their normal work life.
5. The project had strong support among a number of people at the beginning, but that support was overwhelmed by other difficulties as time went by, especially the lack of resources and the turnover in DJJ and in the Solicitor's Office.

The following recommendations are made in the report:

1. That resources be sought to allow the case management/intensive supervision role be a permanent one that is the primary responsibility of a single individual.
2. That the schools be brought more actively into the process.
3. That the signers to the MOU focus their efforts by determining which youth they want to target (that is, ones with a background that suggests they will become heavy consumers of the juvenile justice/criminal justice system or ones who already are) and concentrate only on these cases.
4. That the coordination and learning that has been a product of the project be continued.

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INTRODUCTION

Spartanburg, SC has developed a Targeted Community Action Planning (TCAP) program. TCAP is an effort of the federal Office of Juvenile Justice Delinquency and Prevention (OJJDP) to improve the effectiveness of a community's delinquency prevention efforts and juvenile justice system by providing intensive technical assistance through a community-based planning process. This process is results oriented and focuses on the infusion of best practices and promising programs.

OJJDP describes the primary goal of TCAP as two-fold. The first part of the goal is to assist interested States, communities, and American Indian Tribes and Alaska Native groups to assess their juvenile justice issues and to develop targeted responses that reduce incidences of juvenile delinquency and victimization and improve the juvenile justice system. The second part of the goal is to enhance the awareness of promising approaches and successful strategies to reduce juvenile delinquency and improve the juvenile justice system. Development Services Group, Inc. of Bethesda, MD is the contractor chosen by OJJDP to provide assistance to communities in attempting to implement TCAP programs.

The TCAP Process

The TCAP process begins with the identification of the key players in the juvenile justice systems and services for juveniles in the community. This group comes together with the assistance of Development Services Group to establish a mission, goals and outcomes. Ultimately, these meetings result in a formal structure (planning activities, processes and programs) and services. A logic model representative of the TCAP process may be found in Appendix One.

Goals and Outcomes

The Spartanburg TCAP planning group established three goals and three outcomes. These goals and outcomes are based on the following Mission Statement, which is followed by the goals and outcomes.

“The mission of the Spartanburg TCAP is to provide planning, systems coordination, and a resource integration process to create a community response to decrease juvenile delinquency.”

Goal 1: To plan and implement a multifaceted response that involves local agency participation and coordination of services to create a timely system response for youth that exhibit targeted juvenile delinquent behaviors.

Goal 2: Maintain and strengthen the effectiveness of the TCAP planning and program implementation process.

Goal 3: Collect and analyze youth-related data across the sectors of health, school, law enforcement and juvenile justice sectors to verify reduction of risk factors or increase of protective factors.

Outcomes:

1. Create systems change across the sectors of school, law enforcement, juvenile justice, child protective services, local government, state government and community that support the re-direction and/or integration of existing resources to create a responsive TCAP service delivery continuum.
2. Development of service delivery process that becomes acceptable practice with the respective local and state agencies resulting in sustaining the activities of the project on a long term basis.
3. Through data gathering and analysis verify the following: continued assessment of community needs; community capacity building; service integration; and a reduction of juvenile delinquency.

In addition to these outcomes, the TCAP partners agree to carry out specific responsibilities which may be found in the Memorandum of Understanding in Appendix Two.

The national TCAP program has established a number of output and outcome measures that programs are expected to meet. The output measures are:

- **Number of Program Youth Served:** An unduplicated count of the number of youth served by the program during the reporting period. The definition of the number of youth served is the number of participants carried over from the year previous to the first fiscal year, plus all new admissions during the 3 reporting fiscal years.
- **Number of Programs, Services, or Practices Implemented:** The number of new programs, services, or practices implemented as a result of the TCAP process during the reporting period.
- **Number of Planning Activities Conducted:** The number of planning activities undertaken during the reporting period. Planning activities include meetings held, needs assessments undertaken, etc. in support of and up to implementation.
- **Number of MOU's Developed:** The number of Memoranda of Understanding in effect during the reporting period. Includes all *formal partnership* or coordination agreements.
- **Average Length of Stay in Program:** The average length of time (in days) that clients remain in the program. Includes data both for clients who complete program requirements prior to program exit and those who do not.

The outcome measures are:

- **Number and Percent of Youth Completing Program, Service, or Activity Requirements:** The number and percent of program youth who have successfully fulfilled all program, service, or activity' requirements. Program obligations will vary by program, but should be a predefined list of requirements or obligations that clients must meet prior to program completion.

- **Number and Percent of Program Youth Who Offend or Re-offend:** The number and percent of program youth who were rearrested or seen at juvenile court for a new delinquent offense. Appropriate for any youth-serving program.
- **Number and Percent of Program Youth Exhibiting a Desired Change in Targeted Behaviors:** A. The number and percent of program youth who have exhibited a decrease in substance use. B. The number and percent of program youth who have exhibited a decrease in antisocial behavior. C. The number and percent of program youth who have exhibited an improvement in family relationships.
- **Average Length of Time between Initial Court Appearance and Disposition:** Length of time (in days) between initial court appearance and disposition during the reporting period.
- **Number of TCAP Programs, Practices, or Services Sustained 1 Year after TCAP Process Ended:** The number of programs started as a result of the TCAP process that were still in operation 1 year after the TCAP process was completed.

METHODOLOGY

Philosophy of the Approach

SWS utilized an action research approach to conduct this evaluation. As described by Greenwood and Levin in *Introduction to Action Research*, action research involves the professional researcher working with the members of an organization and community to improve a situation. Action research (or, in this case, evaluation) means that information developed by the evaluator is used by the organization and community to change their activities and objectives as they go along to make it more likely that the goals of the program will be achieved. In action research, the evaluator is part of the process. In traditional evaluation, the evaluator stands outside of the process.

Methodology of the Evaluation

There were six parts to the methodology for the evaluation. The six parts were:

- Part 1 - Conducted six on-site visits. All six visits included the observation of a TCAP Partnership meeting.
- Part 2 - Developed a database with output reports that included all of the quantitative data necessary to the evaluation and management of the program. Evaluators trained project staff on the use of the database for their purposes and evaluation purposes.
- Part 3 - Developed tools for gathering both qualitative and quantitative information for use by the project and for the evaluation.
- Part 4 - Conducted a process evaluation by measuring the implementation of the program objectives stated in the Introduction section of this report.
- Part 5 - Conducted an outcome evaluation by measuring the progress made towards meeting the goals and objectives found in the Spartanburg TCAP MOU.
- Part 6 - Prepared a final report at the end of the TCAP process of three years. The final report includes the process and outcome evaluations, conclusions and recommendations.

Process Evaluation Methods

A series of interviews with project personnel, reviews of documentation, and observations was conducted during the year. Surveys were also developed for agency personnel and others. A method for documenting qualitative data was developed for use by persons involved in the project.

Outcome Evaluation Methods

A database was developed by SWS for use by the program. This database was then used to analyze the data described in this report. SWS also requested that the program provide additional data from its own and juvenile justice sources that are related to the project and mentioned in the MOU.

Evaluation Report

There were five parts to developing the evaluation report. 1) A quantitative database and a qualitative database were developed into which all of the data gathered could be placed. 2) Statistical and qualitative methods were used to analyze the databases, creating a description of the project, its successes and its weaknesses. 3) The findings of the analysis were described in charts, tables, and a written form that is understandable and usable. 4) Written conclusions were drawn from the findings and reported. 5) Written recommendations were made.

The final report includes a description of the project and its goals and objectives; a section for the findings of the process evaluation; a section for the outcome evaluation findings; the conclusions; and the recommendations. This resulted in a detailed, written discussion of how well the project was carried out.

FINDINGS: PROCESS EVALUATION

The findings for the process evaluation are broken into two parts. The first part includes the findings on the implementation and adherence to the formal structure and the second part includes a description of the services that were provided to the youth.

Implementation and Adherence to the Formal Structure

The kickoff meeting which provided an overview of TCAP and attempted to garner local support for the project was held on November 30, 2004. In April of 2005, DSG consultants conducted interviews to identify the key players and key issues affecting the juvenile population in Spartanburg. They held 23 interviews with leaders in the community, including personnel from Spartanburg Public Safety, the City of Spartanburg, the Department of Juvenile Justice, Spartanburg Area Mental Health Center, the City Manager, Spartanburg School District #7, the Department of Social Services, the Sheriff's Department, the Alcohol and Drug Abuse Commission, Spartanburg School District #3, the 7th Judicial Circuit Family Court, and the Spartanburg Alternative School.

On May 26, 2005, DSG consultants held a key leader summit in which they summarized and presented the results of the key informant interviews. Specific concerns of the informants included an increase in juvenile violence and drive-by shootings, much of which appeared to be related to an increase in gang activity; suspensions from school due to violent or aggressive behavior; and an increase in sexual assault. The interviews also identified a strong commitment by judiciary, public and civic leaders to address juvenile crime.

On June 15, 2005, a social autopsy was conducted in which ten youth who fit the profile of the target population were identified. The files of five youths were reviewed on this date. On June 29, 2005, an Executive Briefing of the results of the social autopsy was presented to interested members of the Spartanburg community. At this time, these members agreed to move on with the project in order to develop a targeted response.

Two half-day implementation planning meetings were held July 18th and 19th of 2005, within the previously established time frame. During these meetings, the TCAP planning committee developed the mission, goals, target population, targeted response methods, and anticipated outcomes of the project. Members of the planning committee were then assigned to three different sub-committees, each of which addressed a different target approach identified in the beginning stages of TCAP. The three sub-committees met one time each between the end of July and beginning of August 2005.

On August 18, 2005, the TCAP planning committee came back together to present their status reports from the sub-committee meetings. The planning committee then used this information to develop a plan for processing the TCAP youth and a flow chart which outlined the process used to identify youth for the TCAP project. A copy of the flow chart can be found in Appendix Three.

In October of 2005, System Wide Solutions agreed to perform the evaluation of the TCAP program.

In October of 2005, it became apparent that the TCAP cases were being delayed in court, hindering the ability to intervene and speed up the processing of TCAP youth as outlined in the goals of the project. This delay was attributed to the hiring of a new juvenile solicitor who was still in the process of becoming familiar with the juvenile court. Additionally, the juvenile solicitor was clearing the backlog of cases from the previous solicitor. A meeting with community leaders was held on October 15, 2005 to attempt to address this issue and work through other implementation issues which had arisen, including how best to identify and flag those youth who are most at-risk for future delinquent behavior.

A mentoring coordinator was chosen and that individual agreed to attend staffings in order to help identify the best match between mentor and mentee. On January 28, 2006 mentor training was conducted for eight volunteers, which focused on increasing positive exposure to educational and vocational issues, sporting events and cultural activities. However, due to the slow process of selecting youth to participate in TCAP, no mentors were assigned a mentee. Some community partners raised concerns that the trained mentors would lose interest. On March 9, 2006, the mentoring coordinator met with consultants to get assistance on methods for gathering the appropriate information from mentors regarding when they were meeting with the youth.

The first juvenile was enrolled in the TCAP program on February 23, 2006. Between February and March of 2006, five juveniles were enrolled in the TCAP project.

In March of 2006, some partners complained that there was deviation from the flow chart in that the cases were being brought before the TCAP team before clearing review from the Public Defender and Solicitor's Office. On May 25, 2006, a meeting was held to further clarify the roles of the agencies involved in the project and to organize a steering committee which would be responsible for addressing further implementation issues.

Beginning in March of 2006, a series of personnel changes caused problems in implementation. Turnover in the position of the DJJ Probation Officer who oversaw the TCAP participants led the case management of TCAP participants to change three times. DJJ had extensive staff turnover in key positions, including retirement of the agency director, who was very active in initiating the TCAP. During October of 2006, DJJ reported that due to the departure of several staff, the agency was unable to provide the intensive supervision required of TCAP, and thus, no new cases were being accepted at that time. It appears that the momentum of the project suffered at this point and subsequent meetings were poorly attended by agencies that originally had agreed to participate. It was March of 2007 before any new TCAP cases were accepted by DJJ.

Beginning in April of 2006, monthly meetings to staff cases began and were held consistently, with the exception of August and September of 2006. However, staffing did not occur at every meeting because some meetings were focused upon reviewing already established cases and addressing current problems with the TCAP implementation (such as the May 25 meeting mentioned above). Moreover, ongoing coordination of the project appears to have suffered during this period, as evidenced by irregular documentation of meeting minutes, departure from timelines and lack of communication about staff assignments. Gradually, however, staff stabilized and the project began to address the basic TCAP components.

On August 29, 2006, consultants met with community leaders to review and discuss the Memorandum of Understanding for TCAP. On September 27, 2006, a Memorandum of Understanding (MOU) was signed to formalize the roles and responsibilities of all agencies involved in the targeted community response. The MOU was signed by representatives of the following agencies: City Manager, County Administrator, Spartanburg Public Safety Department, Spartanburg County Sheriff's Office, Spartanburg County Department of Juvenile Justice, Seventh Circuit Solicitor's Office, Spartanburg Alcohol and Drug Abuse Commission, Spartanburg Area Mental Health Center, Spartanburg School District #7, Spartanburg County Public Defender's Office, and Spartanburg County Department of Social Services. This event prompted positive coverage of TCAP efforts by a local television station and a local newspaper.

As of November 17th, 2006, seven youth had been involved with TCAP, one of whom had re-offended and been committed, ending his time with the program. A difficulty was that there were no clearly defined criteria for successful completion of the project and what the youth had to do to be terminated from the project.

It must be noted that meeting notes from the November 17 meeting stated that there had been nine youth served by the project to date. Review of the data available to the evaluators indicates that only seven youth had been served as of this date. It is possible that two juveniles were served by the project and not recorded into the database provided by the evaluators. The most likely reason for this is the lack of continuity in the TCAP Probation Officer position.

Representatives from SADAC reported in early 2007 that the loss of revenue from the mini bottle tax on liquor sales was affecting their agency's ability to perform services for TCAP as originally planned. They were expected to increase programming without receiving additional funding. The strain on the resources of all partner organizations to provide additional services without receiving additional funding is a theme that runs throughout the project.

In early 2007, a second training was conducted for six of the original eight mentors that focused more on a structured curriculum and approach. To date, two mentors have been assigned and met with two of the TCAP youth. Another youth did not attend the meeting with his assigned mentor. In June 2007, the project team reassigned responsibility for the mentoring project. They began recruiting additional mentors, female mentors and Hispanic mentors to meet the needs of TCAP youth.

In April 2007, five additional youth were admitted into TCAP, which at that time had an active caseload of two participants. The addition of new TCAP participants brought the total number of TCAP participants processed to 12. DJJ indicated at this time that they could effectively manage five to seven TCAP cases at a time. By this point, DJJ had a new director and a new case manager had been assigned to the TCAP project. This new case manager met with the youth on a weekly basis throughout her tenure. In (April or May) of 2007, the TCAP position at DJJ again turned over. The new DJJ Probation Officer assigned to TCAP had other duties at DJJ in addition to her duties for TCAP, which prevented her from devoting as much time to these youth as she felt was necessary. In July of 2007, she resigned from the agency. At the time of her

departure, there were four youth with active cases. In August 2007, a new DJJ Probation Officer was assigned to the project.

Services Provided to Youth

The intention of the program was to bring about two system improvements that would affect youth. These were

- Youth flagged for TCAP were to be processed more quickly by the Solicitor. Previously youth had to wait months in order to go to court, and they were re-offending during that time. TCAP aimed to intervene immediately after the youth was arrested. In six of the twelve cases processed through TCAP, the youth was in court and a disposition was made within two weeks after their arrest or referral to DJJ.
- The second system improvement was the intensive probation provided to TCAP participants, in which they see their probation officer once-a-week as opposed to once-a-month. The probation officer also conducts home and school visits and conducts a plan for services. One common problem identified among the offending youth is that they get into trouble due to a lack of supervision. At times, youth in the program appear to have received intensive supervision by the DJJ Probation Officer; however, due to turnover in the position, this was not always the case.

Youth enrolled in the TCAP project may also receive a mental health assessment and/or an alcohol and drug assessment. In addition, a mental health professional has been hired to provide therapy to all youth in DJJ. Her office is located at the DJJ offices. Three of the youth were assigned mentors. One of the youth met with his mentor one time prior to exiting the program and one youth met with his mentor on at least four occasions. The third youth has been assigned a mentor, however, as of the date of this report, they have not yet met.

Another grant that will tie in with the TCAP process has allowed the City to hire an Alternatives to Detention Case Manager. This Case Manager is a certified law enforcement officer who will monitor juveniles on house arrest and will help monitor TCAP youth in the community as well. DJJ is also re-instituting their auxiliary probation program and plans to use those volunteers to provide additional supervision to TCAP youth.

FINDINGS: OUTCOME EVALUATION

The outcome evaluation is organized according to the goals of the Spartanburg TCAP project. For each goal, the local and national outcome and output measures are described and reported.

Goal 1: Increase Inter-Agency Coordination for Systems Change

This goal states that the TCAP project will “plan and implement a multifaceted response that involves local agency participation and coordination of services to create a timely system response for youth that exhibit targeted juvenile delinquent behaviors.”

Output Measure: Number of MOU’s Developed

This national output measure is the number of Memoranda of Understanding in effect during the reporting period. This includes all *formal partnership* or coordination agreements.

On September 27, 2006, one Memorandum of Understanding (MOU) was put into effect which formalized the roles and responsibilities of all agencies involved in the targeted community response in one document. The MOU was signed by representatives of the following: City Manager, County Administrator, Spartanburg Public Safety Department, Spartanburg County Sheriff’s Office, Spartanburg County Department of Juvenile Justice, Seventh Circuit Solicitor’s Office, Spartanburg Alcohol and Drug Abuse Commission, Spartanburg Area Mental Health Center, Spartanburg School District #7, Spartanburg County Public Defender’s Office, and Spartanburg County Department of Social Services. Therefore, eleven agencies formally agreed to coordinate services for the youth identified to participate in the TCAP program.

Output Measure: Number of Planning Activities Conducted

This measure is the number of planning activities undertaken during the reporting period. Planning activities include meetings held, needs assessments undertaken, etc. in support of and up to implementation.

The TCAP process began in Spartanburg in November 2004. Between this time and the end of February 2006 (just before implementation began), there were 11 planning activities conducted in order to get the TCAP project underway. These included: a kick-off meeting, 23 Key Informant Interviews (counted as one planning activity), a social autopsy, an executive briefing of the results of the social autopsy, two half day implementation planning meetings, three sub-committee meetings, the August 15, 2005 meeting to develop the plan for handling youth, an October meeting to address implementation issues that arose, a November meeting to discuss progress on getting the project started, and a mentor training.

Between the time TCAP youth began being served by the project (March 2006) and the date of this report, six planning activities were conducted in support of the implementation of the project. These activities included a meeting with a consultant to prepare for the mentoring program, a second mentor training, a May 2006 meeting to clarify the roles of the members of the project and develop a steering committee, an August meeting to discuss the Memorandum of Understanding (MOU), a meeting to sign the MOU, and a November meeting to provide updates on the status of the project and discuss the project implementation.

Therefore, there were a combined total of 17 planning activities conducted in preparation for and in support of the implementation of the project. Details on these planning activities may be found in the implementation section of this report.

Outcome Measure: Create Systems Change

This local outcome measure states that the TCAP project will “create system change across the sectors of school, law enforcement, juvenile justice, child protective services, local government, state government and community that support the re-direction and/or integration of existing resources to create a responsive TCAP service delivery continuum.”

Interviews conducted with members of the TCAP Project Team conveyed a sense of disillusionment with the TCAP process. Some interviewees stated that the Project was good in theory, but that it lacked the resources necessary to make the project work. Furthermore, several of the team members disagreed on the type of youth that the project should serve (those who were most at-risk for becoming seriously delinquent, or those that are already seriously delinquent). This confusion has caused some delays in getting youth enrolled in the project.

It appears, however, that participation in the TCAP process has helped the individuals involved become more knowledgeable of ways to integrate services and information regarding youth among agencies. The team members have seen first hand how that integration can be used to understand the youths’ situations and how best to serve their needs in the future. One interviewee noted a great improvement in communication among law enforcement’s involvement with the schools. In general, there is a heightened awareness by social agencies that are not involved in crime prevention and vice versa to gain a better understanding of how different aspects of a child’s life have contributed to his or her delinquent behavior and impacted his or her life.

Overall, it appears that the TCAP project has assisted the youth-serving community in Spartanburg in taking a major step toward the goal of integrating resources among government and social agencies in order to deliver timely and appropriate services to juveniles.

Goal 2: Maintain and Strengthen the TCAP Process

This goal states that the TCAP project will “maintain and strengthen the effectiveness of the TCAP planning and program implementation process.”

Output Measure: Number of Programs, Services, or Practices Implemented

This national output measure is the number of new programs, services, or practices implemented as a result of the TCAP process during the reporting period.

One practice that was implemented as a result of the TCAP process was the staffing of cases by different agencies within the community. These staffings, though sometimes time-consuming, assisted those involved in identifying services necessary and in finding other resources in the community that could help rehabilitate the youth.

A second practice implemented was the effort to process the youth’s cases quickly through the courts so the youths could begin receiving services sooner. In six of the twelve cases, the youth was in court and a disposition was made within two weeks after their arrest or referral to DJJ.

The intensive supervision services developed through the TCAP process appeared to be effective for those youth who had a consistent case manager from DJJ. As previously mentioned, turnover at the agency somewhat hindered this service; however, a new TCAP case manager has been assigned and the project will continue.

The mentoring program which was implemented as a result of the TCAP process was slow getting started. Very few youth had been matched with mentors; however, the TCAP Project Team is planning another training of mentors for the Fall of 2007 and will continue working on this program.

Several of the youth also received Mental Health services and alcohol and drug abuse services. This integration of services across agencies was made possible in part by the TCAP process.

Outcome Measure: Development of a Service Delivery Process

This local outcome measure states that the project will develop a “service delivery process that becomes acceptable practice with the respective local and state agencies resulting in sustaining the activities of the project on a long term basis.”

As mentioned previously, the service delivery process that was developed through the TCAP process was found to be an invaluable method to some of the agencies involved. Several interviewees stated that they will continue following the practices that were developed.

Outcome Measure: Number of TCAP Programs, Practices, or Services Sustained One Year after TCAP Process Ended

This national outcome measure is the number of programs started as a result of the TCAP process that were still in operation one year after the TCAP process was completed.

The TCAP planning process officially ended in September 2006 with the signing of the Memorandum of Understanding. In the year since this event, all five of the services or practices previously mentioned have been sustained. While most of these practices and services are planned to continue, it is uncertain whether SADAC will be able to continue provided services to the youth in the project.

Goal 3: Reduce Risk Factors and Increase Protective Factors

This goal states that the TCAP project will “collect and analyze youth-related data across the sectors of health, school, law enforcement and juvenile justice sectors to verify reduction of risk factors or increase of protective factors.”

Outcome Measure: Use of Data

This local outcome measure states that the TCAP project will, “through data gathering and analysis verify the following: continued assessment of community needs; community capacity building; service integration; and a reduction of juvenile delinquency.”

As noted in the implementation section of this report, the TCAP Process involved several steps where community leaders were interviewed and community needs were assessed. Many of these same leaders continued to be involved in the TCAP project and continued to provide their insight as to how the TCAP project could better serve the community.

Individuals from different youth-serving agencies and organizations were invited to attend meetings and participate in the TCAP process. The TCAP Project Team members used youth-related data at every staffing to identify risk factors, protective factors, and services needed for each of the youth the project served. The participation of these individuals in the staffings helped build capacity to serve youth by equipping the project with different service options and by providing an opportunity for those serving the youth to collaborate on their rehabilitation.

Verification of a reduction of juvenile delinquency will be conducted later in this report.

Output Measure: Number of Program Youth Served

This national output measure is an unduplicated count of the number of youth served by the program during the reporting period. The definition of the number of youth served is the number of participants carried over from the year previous to the first fiscal year, plus all new admissions during the 3 reporting fiscal years.

The first juvenile was enrolled into the TCAP program on March 2, 2006. Between March 2006 and July 2007, the project served 12 juveniles. Eight participants (66.7%) are Black males, two (16.7%) are Black females, one (8.3%) is a White Male, and one (8.3%) is a Hispanic Male. Ten of the 12 youth (83.3%) receive Medicaid-funded services. At the time they entered the program, five of the youth (41.7%) were fifteen years old, five of the youth (41.7%) were sixteen years old, and two youth (16.7%) were seventeen years old. During the time of their participation in the program, ten youth (83.3%) lived in the City of Spartanburg or its surrounding areas, one (8.3%) lived in Boiling Springs, and one (8.3%) lived in Wellford.

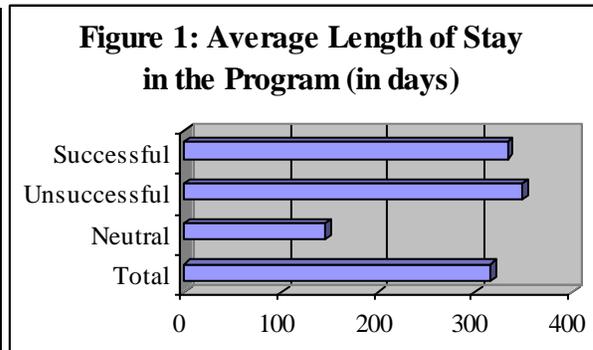
The youth who participated in the program had an average of 3.4 offenses for which they were referred to the TCAP program (ranging from 1 to 12 for each youth). These youth also had an average of 1.3 offenses prior to the charges for which they were referred (ranging from 0 to 5 for each youth). The most common referral offenses were for disturbing schools, assault, weapons charges, drug charges, and charges involving theft (i.e. shoplifting, robbery, larceny, burglary).

Output Measure: Average Length of Stay in Program

This national output measure is the average length of time (in days) that clients remain in the program. This measure includes data for clients who both complete program requirements prior to program exit and those who do not.

Of the 12 youth who participated in the TCAP program, eight have exited the program. Of these eight youth, the four who successfully completed the program remained in the program for an average of 333.5 days (SD=104.9), the three whose cases were unsuccessfully closed remained in the program for an average of 348 days (SD=121.9), and the one youth whose closure was neutral remained in the program for 146 days. Overall the eight youth whose cases are closed remained in the program for an average of 315.5 days (SD=117.1). (See Table 1 and Figure 1.)

	Mean	N	SD
Successfully Completed	333.5	4	104.9
Unsuccessfully Closed	348.0	3	121.9
Neutral	146.0	1	n/a
Total	315.5	8	117.1

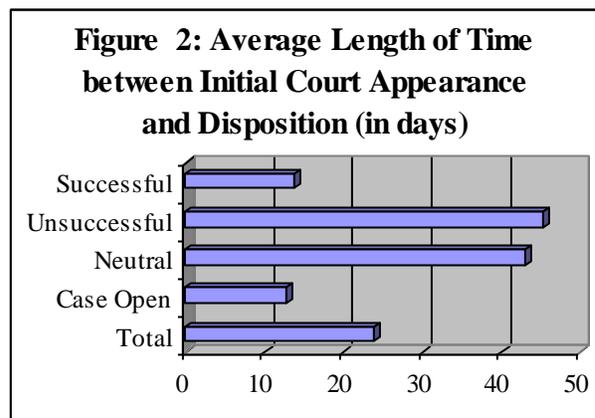


Outcome Measure: Average Length of Time between Initial Court Appearance and Disposition

This national outcome measure is the length of time (in days) between initial court appearance and disposition during the reporting period.

For the four who successfully completed the program, there was an average of 13.8 days (SD=23.7) between their initial court appearance and their disposition. For the three whose cases were unsuccessfully closed, there was an average of 45.3 days (SD=37.3) between their initial court appearance and their disposition. For the one whose case closure was neutral, there were 43 days between the youth’s initial court appearance and disposition. For the four youth whose cases remain open, there was an average of 12.8 days (SD=16.3) between their initial court appearance and their disposition. Overall, there was an average of 23.8 days (SD=26.8) between the program youths’ initial court appearance and their disposition. (See Table 2 and Figure 2.)

	Mean	N	SD
Successfully Completed	13.8	4	23.7
Unsuccessfully Closed	45.3	3	37.3
Neutral	43.0	1	n/a
Case Open	12.8	4	16.3
Total	23.8	8	26.8



Outcome Measure: Number and Percent of Youth Completing Program, Service, or Activity Requirements

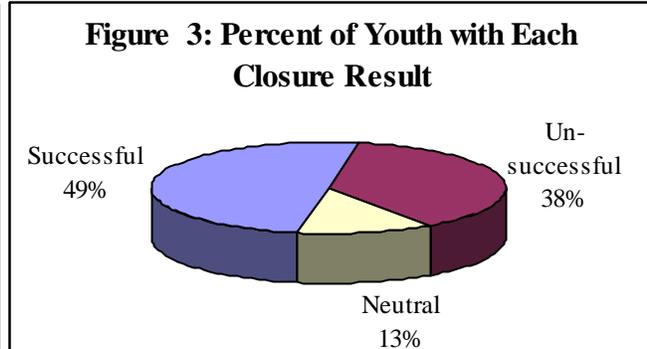
This national outcome measure is the number and percent of program youth who have successfully fulfilled all program, service, or activity’ requirements. Program obligations are those requirements or obligations that clients must meet prior to program completion.

Of the eight youth who participated in the program and whose cases are closed, four (50%) successfully fulfilled all program requirements, three (37.5%) unsuccessfully completed the requirements, and one (12.5%) was closed for neutral reasons. (See Table 3 and Figure 3.)

In order to successfully complete the program, the youth must attend all required services and meet (or legitimately be unable to meet) for all supervisory meetings. Furthermore, the youth must complete the probationary period without being charged with a crime that would send them to a detention facility. In some instances, the youth re-offended during their participation in the program; however, the disposition was to lengthen or continue the juvenile’s probation period. When this occurred, the youth remained in the TCAP program. In the instances of the three youth whose cases were closed unsuccessfully, they were charged with adult crimes and/or committed to a detention facility during their participation, which led to their case being closed.

In the instance of the one youth whose case was closed neutrally, this youth had reportedly been re-assigned to a different DJJ probation officer when the TCAP case manager position was vacant and was no longer considered to be a TCAP case.

	#	%
Successfully Completed	4	50.0%
Unsuccessfully Closed	3	37.5%
Neutral	1	12.5%
Total	8	100%



Outcome Measure: Number and Percent of Program Youth Exhibiting a Desired Change in Targeted Behaviors

- A. The number and percent of program youth who have exhibited a decrease in substance use.
- B. The number and percent of program youth who have exhibited a decrease in antisocial behavior.
- C. The number and percent of program youth who have exhibited an improvement in family relationships.

Pre and Post Tests measuring substance use, antisocial behavior, and family relationships were developed by the evaluators for use in the project. As a result of staff turnover in the Project, the surveys were not administered consistently. The project team did administer three of the pre-tests measuring anti-social behavior and three of the pre-tests measuring family relationships. It is unknown whether any of the surveys measuring substance use were administered. Due to the fact that the surveys that were administered were pre-tests only, changes in anti-social behavior and family relationships could not be measured using this method.

Evaluators interviewed the individual who was the TCAP case manager near the end of the project period. The case manager provided qualitative reports on the youth with whom she was familiar. The case manager was able to provide information on seven of the youth. Of these seven, three (42.9%) appear to be improving, meaning that they were not abusing alcohol or drugs, that they were exhibiting less anti-social behavior, and that their relationships with family members were improving. One of the youth (14.3%) was reportedly “still struggling” at the time the youth’s case was closed.

Outcome Measure: Number and Percent of Program Youth Who Offend or Re-offend

This national outcome measure is the number and percent of program youth who were rearrested or seen at juvenile court for a new delinquent offense.

Of the 12 youth who participated in the program, seven (58.3%) re-offended during their participation in the program. For three of the youth, their re-offense resulted in their exit out of the TCAP program. For one of the youth, the re-offense brought to light that the case had been “lost in the turnover” at DJJ and the youth was assigned a new Probation Officer. For another youth, his TCAP case remains open and the youth is awaiting judgment for the new offense. For the remaining two youth, the charge was either dismissed or nolle prossed.

Of the four youth who successfully completed the program, one (25%) re-offended after the case was closed. This re-offense occurred 14 days after the case was closed.

CONCLUSIONS

- 1 The project had no resources of its own at a time when resources of partner agencies were being reduced. This caused considerable stress on the most important aspect of the project, the case management and intensive supervision. One result of this stress was high turnover within the designated DJJ case manager position, resulting in fragmented services to TCAP youth. At least three different people were assigned to the job during the 18 months under review that youth were accepted into the project.
- 2 The project team has never quite been able to decide exactly which youth it was targeting. There appears to be large differences in the types of youth that are participating (i.e. one of the youth only had one offense on record, whereas another youth had been referred with 12).
- 3 The project appears to have service integration between mental health, alcohol and drug services, and juvenile justice services. In addition, the SRO's are involved in the project, but schools themselves do not appear to be participating, even though they signed the MOU.
4. People active in the project learned a great deal about coordination and the need for a full set of services to deal with the multiple problems that youth bring with them to the juvenile justice system. They continue to use their new knowledge in their normal work life.
5. The project had strong support among a number of people at the beginning, but that support was overwhelmed by other difficulties as time went by, especially the lack of resources and the turnover in DJJ and the solicitor's office.

RECOMMENDATIONS

1. That resources be sought to allow the case management/intensive supervision role be a permanent one that is the primary responsibility of a single individual.
2. That the schools be brought more actively into the process.
3. That the signers to the MOU focus their efforts by determining which youth they want to concentrate on (that is, ones with a background that suggests they will become heavy consumers of the juvenile justice/criminal justice system or ones who already are) and concentrate only on these cases.
4. That the coordination and learning that has been a product of the project be continued.

APPENDIX ONE:
LOGIC MODEL OF THE TCAP PROCESS

APPENDIX TWO:
MEMORANDUM OF UNDERSTANDING (MOU)

APPENDIX THREE:

FLOW CHART OF METHODS FOR PROCESSING YOUTH