

Learning Independence for Empowerment (LIFE) Transitions Program A Program of New York City Department of Juvenile Justice (DJJ)

PROGRAM REVIEW SUMMARY

This overview of the New York City Department of Juvenile Justice LIFE Transitions Program (LTP) is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. The data were collected between March and July 2008 through interviews with staff representing CEO, the two providers (Good Shepherd Services in the Bronx and the Center for Community Alternatives in Brooklyn), and Girls Incorporated (Girls Inc.) of New York City, which developed LTP curricula, as well as a review of program documents and monthly data reports through June 2008.

Sponsoring Agency: New York City Department of Juvenile Justice (DJJ)

Provider Agencies: Two community-based organizations (CBOs) provide LTP services: Good Shepherd Services (GSS), located in the Bronx, and the Center for Community Alternatives (CCA), located in Brooklyn. Girls Inc. of New York City was contracted to develop LTP curricula and provide technical assistance on its implementation.

Start Date: LTP implementation began in two DJJ secure detention centers in late March 2008.

CEO Budget: FY08 \$323,690; FY09 \$592,000

Target Population: The LTP serves youth and adolescents, ages 10 and older, who have been detained at DJJ's two long-term, secure detention centers—Crossroads and Horizon. LTP services are provided to youth during their detention stay and (for those who complete at least one LTP workshop while in detention) program services are offered after the youth are released back into the community.

Statement of Need: Each year in New York City, more than 3,500 youth return to their communities from youth detention and face extreme difficulty in transitioning back to school and attaching to positive, mainstream activities.¹

Goal and Services: The goal of the LTP is to improve educational preparedness for youth involved with the juvenile justice system by improving their life skills, attitudes, and beliefs about the value of education and school attendance, and their awareness of careers and goal-setting skills. To reach this goal, LTP is structured to provide weekly life skills workshops to all youth while they are in detention. When these youth return to the community, they will continue to receive LTP workshops along with case management services to assist them in connecting to school, positive activities, and support services as needed. Throughout the program, CBO provider staff serve as caring adults with whom the youth can establish a caring bond. Continuity is also provided through CBO workshop facilitators serving as LTP case managers in the community.

Eligibility Criteria: All youth residing in Crossroads or Horizon detentions centers are offered the opportunity to participate in a weekly LTP workshop offered on-site. Youth who are released from the two detention centers back into the community are eligible for LTP community-based services, provided that they completed at least one LTP workshop while in detention and have parental consent to continue the program.

¹ Center for Economic Opportunity, (December 2007), *Strategy and Implementation Report*, Center New York: Center for Economic Opportunity p. 33.

Targets/Outcomes: LTP implementation was in its early stages during the program review period; thus, data collection for this review focused on implementation outputs and process outcome measures. Target and actual numbers for these categories are presented below, as well as percentages of targets obtained as of June 2008.

Table 1. Target Numbers, Actual Numbers, and Percentage of Target Met (as of June 2008)

Implementation Outputs	Annual Target Numbers	Actual Numbers (March-June 2008)		Percent of Target Meta ^a	
		CCA	GSS	CCA	GSS
Number of youth participating in LTP workshops	1,384	550		40%	
Number of in-detention LTP workshop groups conducted by each CBO provider per week	10 groups	15	14	150%	140%
Number of LTP workshops completed by youth while in detention	n/a	b	1-4 sessions=209 5-11 sessions=48 12 sessions=12	n/a	
Number of youth released from detention whose parents/guardians received outreach from a CBO provider*	n/a	74	13	n/a	
Number of youth "intakes" into the community-based component of LTP by each CBO per year*	75	16	1	20%	1%
Number of individual case management plans developed*	n/a	13	1	n/a	
Number of youth re-enrolled in school	n/a	5	0	n/a	
Number of LTP workshops completed by youth while in the community	n/a	6	0	n/a	
Number of baseline participant surveys completed	1,384	421		30%	
Number of Week 5 surveys completed	723	147		20%	
Number of Week 11 surveys completed	213	13		6%	
Process Outcomes	Annual Target Numbers	Actual Numbers (March-June 2008)		Percent of Target Meta ^a	
		CCA	GSS	CCA	GSS
Percent of participating youth are re-enrolled in school within 10 days of program intake	95%	1/5	0	20%	--
Percent of youth on probation who attend all their scheduled court appointments	100%	c		--	
Number of program intakes who participate at least 90 days at each CBO per year	50	d		--	

^a These percentages are based on the LTP services that were implemented in the first quarter of the program, between March and June 2008.

^b DJJ is working with the CBO provider to collect data on this indicator and will provide it to CEO in the future.

^c Due to the voluntary nature of the LPT program, youth may not report whether they are on probation. These data may sometimes be obtained if a probation officer calls the school or CBO to obtain attendance reports.

^d The program review covered a period of LTP implementation that was not long enough to assess progress toward this process outcome.

* The number of LTP parent/guardian outreach contacts, community program intakes and case management plans reflects implementation through July 30, 2008.

Selected Key Findings

Key findings of this program review include:

Fidelity to the Program Model. As implemented thus far, LTP has maintained fidelity to the program concept, which is to provide “inside/outside” services in a seamless manner to youth while they are in detention and upon return to the community. The LTP curricula for boys and for girls are each composed of 12 45-minute modules, with one module delivered each week within a 1-hour workshop. Information obtained through this program review indicated that the LTP curricula are being implemented with targeted youth in detention on a weekly basis. CBO providers are required to conduct at least 10 LTP workshop groups per week, and the number of workshops conducted in detention by each provider has exceeded this number. The LTP curriculum is to be delivered in small-group settings, and CBO staff reported that, in detention, the average workshop group size is between six and seven. LTP workshops in the community were just beginning at the time of the program review and thus a consistent schedule and structure for their implementation was still being formed. As identified in DJJ’s LTP concept paper, individual case management plans are in place for youth who participate in the community component.

Characteristics of the Clients Served in Comparison to the Target Population. The program is designed to serve youth and adolescents, 10 years old and above, while they are in detention and when they return to the community. According to DJJ, in calendar year 2007, this population was 84 percent male; 68 percent is between the ages of 14 and 15; and Black and Hispanic youth account for 89 percent of the population. Approximately 29 percent of youth in detention read below the 4th-grade level. Demographic data collected through the LTP participant surveys suggest that the youth who complete the surveys during the LTP workshops sessions reflect the general population of youth in detention.

Service Delivery. LTP workshop facilitators began implementing the first cycle of the 12-module curriculum with youth at Crossroads and Horizon on March 22, 2008. A second cycle of workshops began in both centers in June. Although workshop facilitators varied in their facilitation style and, as needed, in their pacing of delivery, a consistent structure was used to implement the LTP curriculum by both CBOs. The biggest challenge to LTP workshop implementation during the start-up phase was the mixed support from detention center staff, in particular the Juvenile Counselors (JCs).² CBO provider staff perceived that the disengagement of some JCs from the program contributed to delayed start times or missed appointments for LTP workshops and/or lack of youth participation during the workshops. (It is important to note that there were also JCs who were enthusiastic about the LTP and helpful from the onset to workshop facilitators.)

At the time of this program review, the LTP community component was just beginning, although a small number of program intakes (N=15) had been achieved and LTP workshops had begun at CCA. Case management services were being provided to youth in the LTP community component at both CBO sites. In addition to case management services, participating youth are offered MetroCards (to assist with travel to and from the program site) and afternoon snacks at each session. Both CBO providers cited contextual challenges that affected program intakes and service provision for the LTP community-based component. Program intakes were affected by a significant proportion of program-eligible youth, especially youth referred to GSS, being mandated by the court to participate in other community-based programs. CCA reported that its ability to link participants to outside services was more challenging for youth who lived in boroughs (such as Staten Island) that had few local service providers available. GSS expressed concern about securing community-based mental health services for participants in a timely manner.

Provider Capacity. The two CBO providers are experienced in providing services to the targeted population of youth. Each of the CBO providers adhered to LTP staffing requirements while using unique and distinct staffing structures to deliver and manage LTP services. The workshop facilitators (and other CBO staff) have been trained in the use of the LTP curricula. The program review identified data quality issues related to how the LTP workshop participation data are compiled in monthly reports and the inconsistent manner in which case management records are maintained by the two CBO providers. DJJ’s LTP Coordinator provides the CBOs with training and technical assistance on data collection procedures and does careful audits of program reports submitted by the CBOs.

² JCs ensure safety and maintain order by traveling with the group of detention dorm residents to which they are assigned at all times and, therefore, are present during the LTP workshops.

Agency Management. DJJ hired two full-time agency staff (an LTP Coordinator and a Program Assistant) to manage and support day-to-day activities of LTP. These LTP staff members work closely with, and under the guidance of, four high-level DJJ administrators. The DJJ LTP Coordinator convenes monthly program stakeholder meetings that include DJJ agency staff; CBO providers, representing the full complement of LTP staff and beyond; detention center staff from Crossroads and Horizon; the Girls Inc. consultant; and a staff member from the NYC Department of Education who oversees the “Passages” schools that operate on site within each detention center. CBO providers view these stakeholder meetings as very effective in fostering communication, the exchange of ideas, and problem-solving among the LTP partners. DJJ has also engaged the broader community of juvenile justice experts and service providers to review and inform the process of LTP programming.

Early Outcomes. Between March 22 and June 30, 2008, a total of 550 youth in detention participated in the LTP workshops – 264 at Horizon and 286 at Crossroads. By serving 550 youth in its first 4 months of implementation, the program had achieved 40 percent of its target to reach 1,384 youth annually. The DJJ monthly reports to CEO indicate that an average of 227 youth participated each month in the LTP workshops conducted at Crossroads and Horizon. Given that the bed capacity across the two detention centers is 248, these preliminary data indicate that LTP is reaching most of the intended population in detention.

Among the 264 participating youth at Horizon, the majority (79%) completed between one and four workshops.³ The number of workshop groups conducted per week was 15 at Crossroads (one group of girls and 14 groups of boys) and 15 at Horizon (two groups of girls and 13 groups of boys). The average group size was between six and eight participants. Between late March and July 2008, 56 percent of the 239 youth released from Crossroads and Horizon have been referred to the CBO providers by DJJ as eligible to participate in the LTP community-based services.

In April, the CBO providers began outreach to parents and achieved contact with the parents or guardians of 87 youth who had been released to the community – 74 at CCA and 13 at GSS. These contacts resulted in 16 program intakes, representing 12 percent of the 134 eligible youth whom DJJ referred to the CBO providers. The LTP annual target is for each CBO to achieve at least 75 intakes per year. With 15 intakes, CCA achieved 20 percent of the target, and with one intake, GSS achieved 1 percent of this target. Before the 2007-08 school year ended on June 26, 2008, CCA was able to re-enroll five of its program intakes into school. CCA had a total of six program intakes prior to the end of the school year and the re-enrollment of five of them (83%) is an early indication that this aspect of the LTP community-based component is being implemented effectively by this CBO. GSS did not have program intakes during the 2007-08 school year. Of the five youth whom CCA re-enrolled in school in 2007-08, one (20 percent) met the 10-day enrollment benchmark.

Conclusions and Recommendations

The DJJ LIFE Transitions Program is well aligned with the CEO mission. This program review covered the start-up period of the LTP. Given the early status of program implementation, it is premature to project the LTP’s likelihood of meeting its performance objectives. The Westat/Metis evaluation team did obtain evidence on the following:

- The program is engaging most youth in the two detention centers.
- The majority of youth released back into the community from Crossroads and Horizon are being referred to the CBO providers.
- The LTP outreach and case management services appear to be hampered mainly by contextual factors such as the siphoning of LTP-eligible youth into court-mandated programs at GSS and the high number of youth being referred to the program at CCA from neighborhood where services are less available.
- The program should continue to engage and expand input from local leaders, juvenile justice panels, and other experts from diverse sectors (through forums and LTP stakeholder meetings) who can bring the best thinking on strategies to troubleshoot contextual challenges faced by the LTP in its outreach and program intake efforts.

³ At the time of the program review, data were not available that provided a breakdown on how many youth at Crossroads completed one to four, five to eleven, or twelve LTP workshops because this process measure was recently added.

Learning Independence for Empowerment (LIFE) Transitions Program A Program of New York City Department of Juvenile Justice

PROGRAM REVIEW REPORT

1. Introduction

The Center for Economic Opportunity (CEO) has funded approximately 40 initiatives across some 20 sponsoring agencies aimed at reducing the number of working poor, young adults, and children living in poverty in New York City. CEO is committed to evaluating its programs and policies and is developing a specific evaluation plan for each of its initiatives. For example, several major new initiatives will implement random assignment evaluations or other rigorous designs. Some programs are slated to receive implementation and outcome evaluations, while others may be evaluated using readily available administrative data. This differentiated approach reflects the varied scale of the CEO interventions, data and evaluation opportunities, and finite program and evaluation resources. Westat and Metis Associates are evaluating many of these programs on behalf of CEO. The purposes of the evaluations are to collect and report data on the implementation, progress, and outcomes of the programs in the CEO initiative to inform policy and program decision-making within CEO and the agencies that sponsor the programs.

The first phase of the Westat/Metis evaluation is to conduct a systematic review of selected CEO programs. The program reviews involve Westat/Metis staff reviewing program documents, obtaining available implementation and outcome data, interviewing program administrators, and, where appropriate, going on-site to observe program activities and interview direct service staff and participants. The results are used to assess the program design and implementation, develop a logic model to represent the underlying theory of each program, determine the extent to which the program meets key CEO criteria, examine the measurement and information systems for the program, and provide options for next steps.

Information and data for this Program Review Report are based on interviews conducted by Westat/Metis staff between March and July 2008 with staff of the CEO; the sponsoring agency, New York City (NYC) Department of Juvenile Justice (DJJ); the two CBO providers (Good Shepherd Services in the Bronx and the Center for Community Alternatives in Brooklyn); and the LIFE Transitions Program (LTP) curriculum developer from Girls Incorporated (Girls Inc.) of NYC, as well as a review of program documents and monthly data reports through June 2008. The LTP is a pilot initiative that was launched by DJJ in late March 2008. It is designed to help youth escape the cycles of poverty and criminal behavior by using an “inside/outside” approach¹ to provide seamless service provision to youth while they are in long-term secure detention (which houses youth 10 years old and above) and when they return to the community. DJJ has contracted two community-based organizations (CBOs) to implement the LTP with youth while they are in and once they have been released from the City’s two long-term secure juvenile detention centers—Horizon (located in the Bronx) and Crossroads (located in Brooklyn).²

¹ DJJ has coined the terminology of “inside/outside” to describe programs that work with youth while they are in detention and when they return to their communities, while keeping the services provider (and to some extent, the services) constant throughout the youth’s participation in the program.

² DJJ administers 19 juvenile detention facilities throughout New York City. Three are secure facilities (one short-term and two long-term) and 16 are non-secure, community-based group homes. Horizon and Crossroads are designated as long-term, secure detention facilities.

This Program Review Report provides an overview and assessment of the program on several dimensions, including its goals, fidelity to the program model, target population and clients served thus far, program services, and agency management. CEO and DJJ were invited to identify specific questions of interest to be included as part of these standardized program reviews.

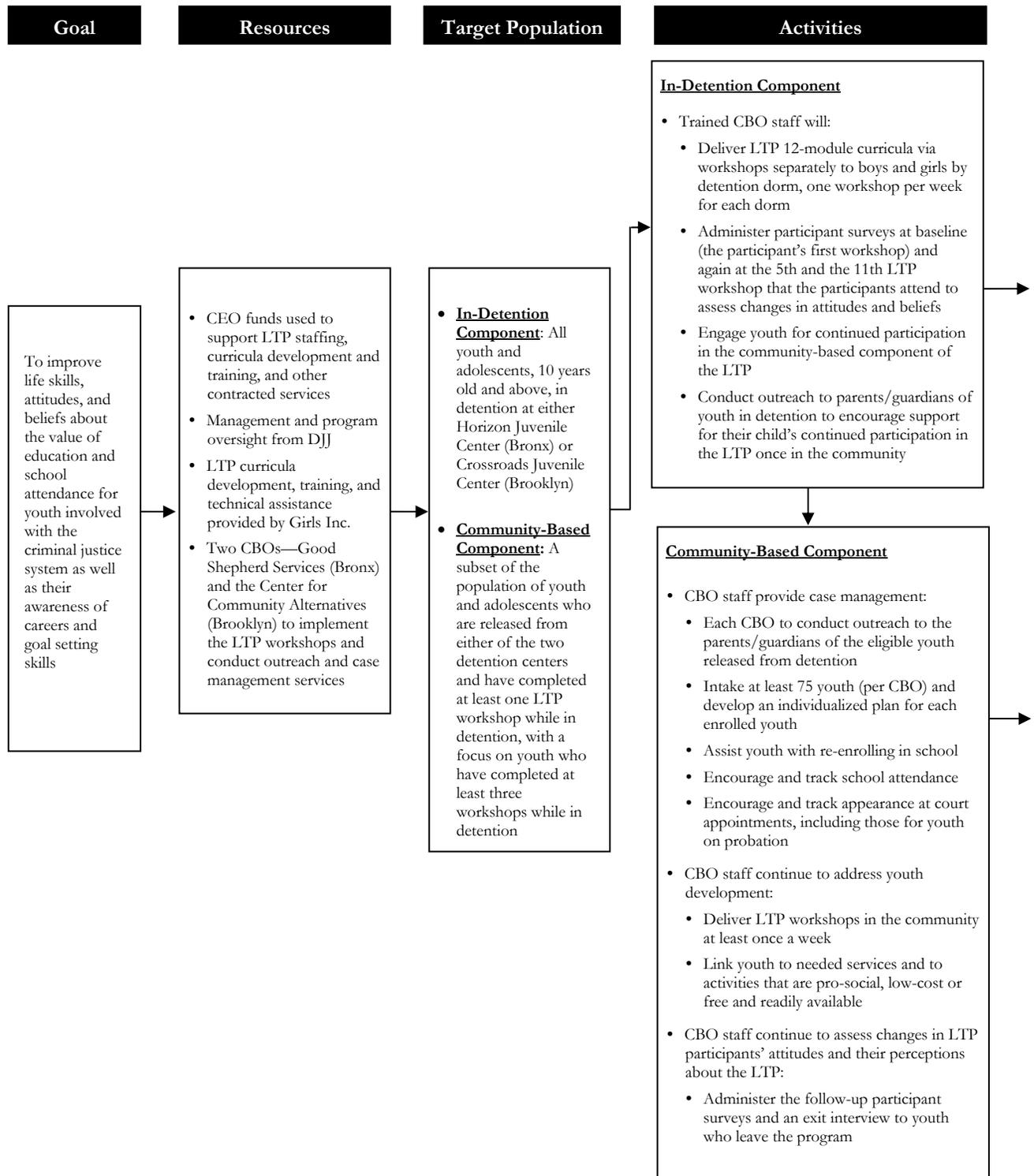
A key analytic tool in the program review is development of a logic model that serves as a visual representation of the underlying logic or theory of a program. The program logic model details the program's context, assumptions, and resources and their relationships to one another. By examining the program's internal logic and external context, the evaluation team and reader are able to determine if the program design is consistent with overall goals and capable of achieving its intended outcomes. Toward this end, this Program Review Report focuses on early outcomes and the challenges faced in achieving them.

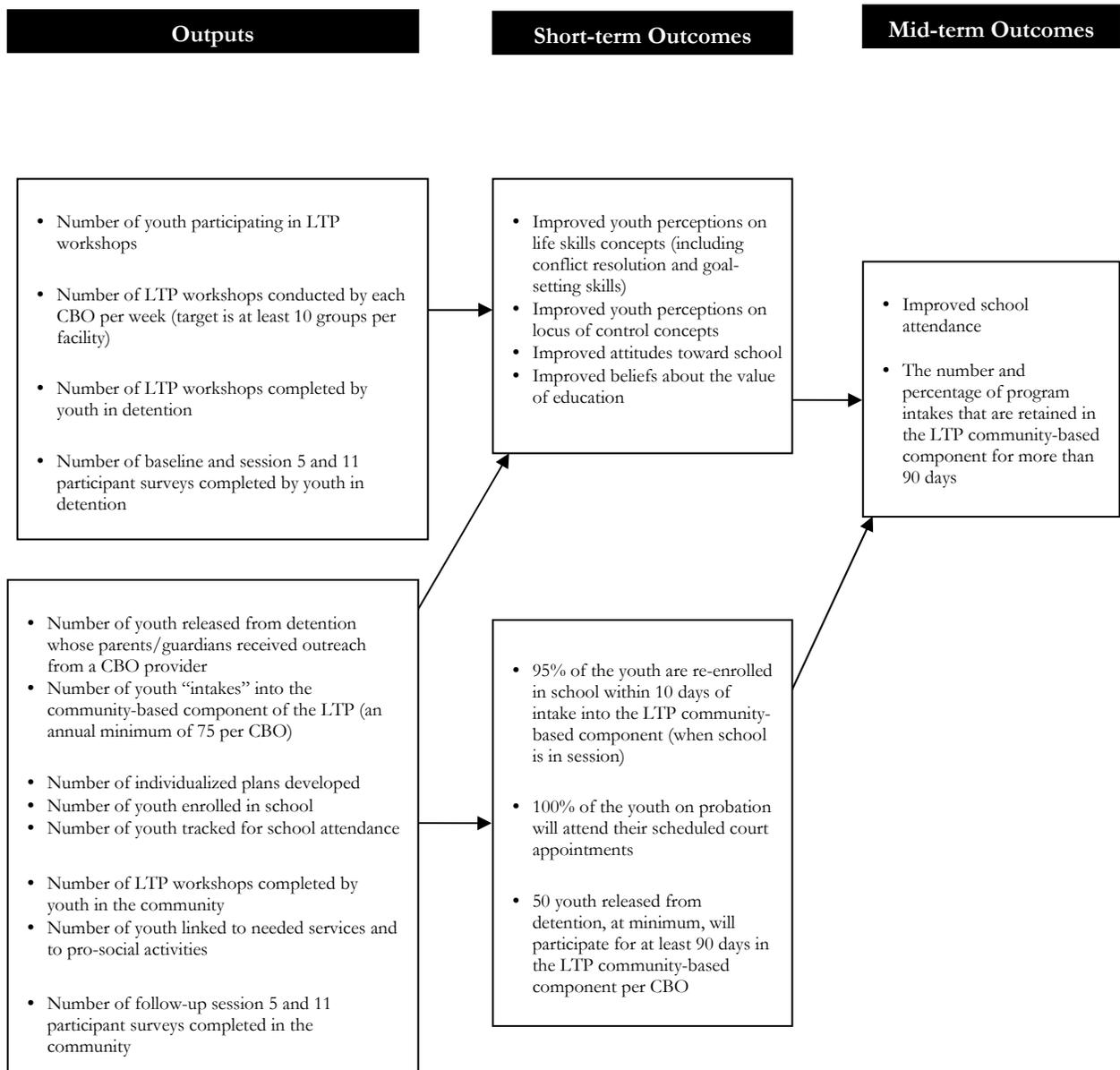
2. Overview and Assessment of the Program

Program Goal. The goal of the LTP is to improve educational preparedness for youth involved with the juvenile justice system by improving their life skills, attitudes, and beliefs about the value of education and school attendance, and their awareness of careers and goal-setting skills. To reach this goal, the LTP is structured to provide weekly life skills workshops to all youth while they are in detention and to continue and expand services provided to those youth when they return to the community.

The DJJ-LTP design is displayed in a logic model—or theory of action—format on the following two pages. The logic model includes the program's context, assumptions, and resources. Each activity is linked to the number of individuals targeted to participate in the different activities (outputs), as well as short- and mid-term participant outcomes.

Learning Independence for Empowerment (LIFE) Transitions Program Logic Model





Context

- The NYC Committee on Juvenile Justice reported that, in fiscal year 2007, 5,885 youth were admitted into secure detention facilities in NYC; the average daily population of youth in secure detention was 419, and the average length of stay in secure detention was 20 days.¹
- According to the DJJ, in 2007, the population at Crossroads and Horizon was 84 percent male; 68 percent was between the ages of 14 and 15; and Black and Hispanic youth account for 89 percent of the population.² Youth from neighborhoods in the Bronx and Brooklyn are over-represented in the detention population.³
- Juvenile re-arrest rate for males is 81 percent according to a 1999 study by the NYS Division of Criminal Justice Services.⁴
- Approximately 29 percent of youth in detention read below the 4th-grade level.⁵
- Services for detained youth once they are released back into the community lack the coordination to comprehensively address their needs. There is an absence of a “single point of contact” and systems-level case management.⁶

¹NYC Department of Juvenile Justice (DJJ), 2007. *Annual Report*; additional data supplied by DJJ, August 2008.
²Email communication with DJJ, August 19, 2008.
³DJJ Discussion Paper: *Workforce/Lifeskills & Educational Engagement Program for Youth in Detention*.
⁴Juvenile Justice Planning Group et al., January 2007. *Memo re Juvenile Justice Initiatives Aimed at Reducing Detention and Improving Service Delivery*.
⁵NYC Department of Education, December 31, 2006, Statistical Summary for 2006-2007, as cited in *DJJ Discussion Paper*, op. cit.
⁶DJJ Discussion Paper, op. cit.

Fidelity to the Program Model. Prior to designing the LTP, DJJ conducted an extensive literature review of various curricula and program models, but none were found that stood on their own as meeting the needs of youth in detention. Existing models were either too classroom-oriented or had curriculum materials that were not appropriate for the reading level of youth in detention. They also tended to rely on a curriculum structure that was additive and therefore, not responsive to the transient nature of the detention population. Instead, DJJ took elements of the best practices in the field and translated them to the detention environment.

Based on an emerging philosophy in the re-entry literature, DJJ designed the LTP using an “inside/outside” approach that aims to provide seamless service provision to youth 10 years old and above while they are in detention and when they re-enter the community. This approach reflects research on re-entry programming that highlights the need for uninterrupted lines of support and services that begin while the youth are in detention and continues in their own neighborhoods as they transition and stabilize back into community life.³

The inside (in-detention) service component of the LTP is designed to serve *all* youth in detention at Crossroads and Horizon through the implementation of gender-specific, life-skills-based curricula. This program review examined the 4-month start-up period of the LTP (from March 22 through June 30, 2008), and during this time, the LTP in-detention component was being implemented with fidelity. The outside (community-based) component of the LTP is designed to serve a subset of youth that are released to the community and have parental consent to continue with the program.⁴ At the time of this review, the LTP community-based component was just starting (having begun in late April) and, as such, information collected for this aspect of the program is deemed preliminary and should be updated at a later point in time.

The LTP curricula each comprise 12 45-minute modules with one module to be delivered each week within a 1-hour workshop.⁵ DJJ contracted Girls Inc. to develop two experiential and multi-media LTP curricula—one for boys and one for girls.⁶ Girls Inc. developed the LTP curricula based on the “experiential learning cycle” (ELC).⁷

The ELC framework consists of five elements: (1) Experiencing—the activity phase, (2) Reporting—sharing reactions and observations, (3) Processing—discussing patterns and dynamics, (4) Generalizing—developing real-world principles, and (5) Applying—planning effective use of learning. The Girls Inc. contract specified that the LTP curricula be designed specifically to:

³ Abrams, L.S. (2006). From corrections to community. Youth offenders’ perceptions of the challenges of transition. *Journal of Offender Rehabilitation*, 44(2/3): 31-53. Bullis M., Yovanoff P., & Havel E. (2004). “The Importance of Getting Started Right: Further Examination of the Community Engagement of Formerly Incarcerated Youth.” *The Journal of Special Education*, 38: 80-94. Faruquee, M. (2002). *Rethinking Juvenile Detention in New York City*. New York: The Juvenile Justice Project of the Correctional Association of New York.

⁴ The LTP community-based component serves a subset of released youth as many youth leave detention for out-of-city placements.

⁵ The LTP modules take 45 minutes to complete. The workshops were scheduled for one hour in order to give facilitators time to document attendance and (when necessary) administer participant surveys.

⁶ Topics for the boys and girls curricula are identical, although their sequence is slightly different. Also the curriculum for boys includes more discussion and role-play activities and a minimal amount of reading and writing. The boys work mostly in whole-group activity format. The curriculum for girls includes both small- and whole-group activities, as well as more reading and writing. This curriculum includes more time for girls to talk about themselves and to learn about each other. Both curricula are designed so that each boy or girl can amass a portfolio of his/her work completed and ideas discussed at the workshops, a portfolio that could be used to inform case management services provided to the youth during the community portion of LTP.

⁷ Kolb, D.A., & Fry, R. (1975). “Toward an Applied Theory of Experiential Learning.” in C. Cooper (ed.) *Theories of Group Process*, London: John Wiley.

- Build positive attitudes toward school attendance and educational achievement,
- Introduce youth to a variety of pro-social and achievable occupational futures and workforce attachments,
- Encourage youth to think positively about their futures and take positive actions, and
- Teach youth how to chart a path for sustainable economic independence.

The LTP curriculum is the one constant direct service element across the in-detention and the in-community portions of the program. Information obtained through this program review indicates that the fidelity of curricula implementation is strong in detention. In March 2008, a schedule was developed so that each dorm at Crossroads and at Horizon was assigned a day and time for their residents to participate in LTP workshops. LTP workshops are scheduled to occur weekly for each dorm, and the allocated 1-hour time for the workshop is being adhered to in the scheduling of workshops. In the early weeks of LTP implementation, the scheduled start time for the in-detention workshops was delayed due to youth being escorted to the workshop room late, but as the weekly routine was established, the actual workshop timeframe became more consistent. The LTP curriculum is designed to be delivered to participants in small-group settings, and CBO staff reported an average group size of between six and seven youth for the in-detention LTP workshops. To create this small-group setting, the dorms in the juvenile detention centers were identified as the unit of program delivery while youth are in detention.⁸

Outreach for the LTP community component began in late April and the first program intakes occurred in May. A total of 15 program intakes were achieved. With the intakes, LTP workshops in the community also began in May although a set schedule and structure for their implementation was still in development at the time of the program review. As such, CBO staff reported that the LTP workshops were sometimes facilitated in a one-on-one setting or in groups of fewer than three. Although this is not the desired workshop structure,⁹ it is expected that workshop scheduling and group size will become consistent once program intakes increase.

In addition, the CBO providers developed case management plans for each participant of the community-based component and at the Center for Community Alternatives (CCA) site, LTP staff were able to re-enroll five youth back into the school system before the close of the 2007-08 school year. As outlined by DJJ in the scope of services for each CBO provider, case management services are to include developing an individualized plan for each youth enrolled; assisting youth and families who need help navigating school placement and re-enrollment procedures; and tracking school enrollment, attendance, and family participation at court appointments.

Target Population and Clients Served. As noted previously, LTP is designed to serve youth 10 years old and above while they are in detention and when they return to the community. For the in-detention component of the program, the target population is all youth who are detained at Crossroads and Horizon detention centers. During this program review, the Westat/Metis

⁸ Each detention center consists of 10 dorms with eight to 16 residents in each dorm at any given time. To keep LTP workshop groups small, detention dorm with more than eight residents are divided into two workshop groups.

⁹ The Girls Inc. consultant indicated that the effectiveness of the LTP curricula relies on the group dynamics that occur as part of the workshop discussions. She believed that since CCA now served several participants, all workshop implementation should be done in a group setting. She planned to follow up with the CBOs to clearly emphasize this point.

evaluation team was given access to the demographic data from a sample of 252 participant baseline surveys that had been completed in order to compile information on survey respondent characteristics.¹⁰ As shown in Table 1, demographic information obtained from the baseline surveys suggest that the program is reaching and collecting survey data from youth who reflect the general resident population in these detention centers, as reported by DJJ.

- Among LTP baseline survey respondents, 79 percent were male compared to 84 percent male in the general population of youth in the two detention centers (in 2007).
- Among LTP baseline survey respondents, 85 percent were between the ages of 14 and 16 compared to 84 percent that fell within this age range in the general population of youth in the two detention centers (in 2007).
- Among LTP baseline survey respondents, 79 percent were Black or Latino compared to 89 percent that were Black or Latino in the general population of youth in the two detention centers (in 2007).

Table 1. Demographics for NYC Juvenile Detention Population Overall and the LTP Participant Survey Respondents

Detention Center	Gender			Age			Ethnicity				
	M	F	T	10-13	14-16	17+	Black	Latino	White	Multi-Racial	Other
LTP Survey Respondent Total (N=252)	79%	20%	1%	6%	85%	9%	58%	21%	2%	12%	7%
DJJ Overall Total*	84%	16%	--	11%	84%	5%	62%	27%	4%	--	6%

*This information was provided by DJJ's Strategic Planning Division. The overall population represents youth who spent at least one day in Crossroads or Horizon detention centers in calendar year 2007. The total number of youth in the overall population was not available for public release at the time of this report.

For the community-based component of the program, the target population is youth who were released from the detention centers, who completed at least one LTP workshop¹¹ while they were in detention, and whose parents/guardians did not opt out¹² of the program. DJJ's program participation performance target for the LTP community component is that, at minimum, 50 youth

¹⁰ Participant surveys are being administered to youth who attend LTP workshops in order to measure participants' attitudes and beliefs about school and life skills concepts. The participant surveys are administered at baseline (before they start their first workshop) and then at two follow-up points (at the 5th and 11th workshops they attend). These surveys also capture demographic data on the participants. Girls Inc. designed the surveys in collaboration with DJJ. As part of this program review process, the Westat/Metis evaluation team provided technical assistance to DJJ to revise the participant survey to include validated items that measure concepts of school attachment, locus of control, and life skills. DJJ planned to pilot the revised surveys to assess the face validity of the items with program youth before finalizing and administering the surveys full scale.

¹¹ Initially, DJJ wanted to limit participation in the community component to only those youth who had completed at least three LTP workshops while in detention. Although this level of program exposure in detention is considered by DJJ to increase the likelihood that youth will want to continue in the program once they return to the community, this threshold was lowered in order to create a larger pool of eligible candidates for the community-based component.

¹² The opt-out letter describes LTP program goals and identifies the two CBOs that would provide community-based supports to youth once released from detention. The letter indicates that, unless the parent/guardian indicates otherwise, their child's contact information will be released to the CBO providers (passive consent). Parents/guardians can express their desire to opt out of the community component by mailing or faxing the letter back to DJJ, by calling DJJ (using the number on the opt-out letter), or by telling a case manager at the DJJ detention facility. Since March 28, DJJ agency staff have been mailing opt-out letters to the parents/guardians of youth detained at Crossroads or Horizon.

will participate for at least 90 days (per CBO), for a total of at least of 100 youth per year.

Outreach and Community Program Intake. During the in-detention workshops, youth are informed about LTP community-based services and encouraged to continue their involvement in the program when they return to the community. Because youth are required to attend the workshops with their dorm group, there is no in-detention outreach to youth. Outreach activities to parents occur in detention and in the community to inform parents of the LTP community-based services and to obtain consent for their child’s participation in the community-based component.

While youth are in detention, the CBO providers seek to engage parents during detention center visiting hours. In the community, outreach happens via phone calls and visits to the homes of the released youth who are referred to the CBOs by DJJ. Each CBO scheduled 4 hours, 3 days a week (including every weekend) to distribute program fliers and talk with parents/guardians who were in the detention centers’ waiting rooms prior to being called in to visit their child. CBO staff reported that the in-detention outreach approach was neither sufficient nor conducive for parent engagement because the parents/guardians were preoccupied with seeing their child and tended to express that they were only interested in programs that would help get their child released. Additionally, CBO and DJJ staff reported that the parents/guardians who came during visiting hours represented a small proportion of the youth in detention. On an informal basis, the CBOs have begun to attend parent night events at the detention centers. For example, one CBO plans to conduct its own parent night or forum event to attract interest from parents while their children are in detention.

Once youth return to their communities, DJJ notifies CBO staff of those in need of outreach by providing them program “referrals,” i.e., the names and addresses of these individuals and their parents/guardians. Since the LTP began in March 2008, 134 (56%) of the 239 youth released from Crossroads and Horizon have been referred to the CBO providers by DJJ as eligible to participate in the LTP community-based services. Table 2 shows the number of youth released from the detention centers and the number of DJJ “referrals” made to each CBO provider. CCA and Good Shepherd Services (GSS) received nearly the same number of referrals.

**Table 2. Youth Released by Court and Referred to CBO Providers by Month
(March 22 - June 30, 2008)**

Month	Number Released from Detention		Number Referred to CBOs		Percent Referred ^a
	Crossroads	Horizon	CCA	GSS	
March	16	6	0	0	0%
April	31	44	13	26	52%
May	37	29	21	18	59%
June	41	35	32	24	74%
March - June	125	114	66	68	56%

^a Percent referred is calculated by dividing the total number of referrals by the total number of youth released.

A major challenge to outreach in the initial months of the program was the inaccuracy of contact information on DJJ referral lists. The contact information for detained youth is gathered from the youth at the time of intake. Often, neither youth nor their parents are interested in providing DJJ with the correct contact information. As they further interact with DJJ staff, more reliable contact information is gathered by case management, medical, or other detention staff members. DJJ worked with its management information systems (MIS) staff and with case managers at the

detention centers to identify better data sources for obtaining contact information. Both CBOs reported a vast improvement with the list, going from a 20-30 percent accuracy rate to a 70-80 percent accuracy rate. Unfortunately, LTP outreach and community program intake efforts remain hampered by two additional factors as explained below.

- 1. Lack of service incentives to motivate parent/guardian consent for their child's participation in the program.** When contacting parents, the CBOs found that the most pressing needs cited by parents went beyond the scope of services for LTP case management (e.g., housing, employment services for parents, etc.). Some CBO staff perceived that although DJJ encourages them to work with the entire family to link it with services that are needed, the LTP budget supports only staff time that is devoted obtaining services for the youth who participate in the program. Although CBOs indicate they can link parents to the requested service networks, they questioned why LTP would not cover staff time on these types of activities, especially since the CBOs viewed parent engagement as a key factor in securing program intakes. DJJ staff also acknowledged the need to develop better strategies for parent engagement. During the time of this program review, DJJ was in the process of planning a September 2008 parent engagement forum that would include CBOs, clergy, and experts on the topic from DJJ, academic institutions, and other community organizations.
- 2. Competition with court-mandated community programs.** Both CBOs reported that a significant portion of the youth they contacted from their LTP referral lists were already assigned to attend court-mandated programs in the community. This issue was especially pronounced at GSS, where staff estimated that 90 percent of their community outreach contacts cite participation in a court-mandated program as the reason they cannot continue with the LTP.¹⁵ If unresolved, this issue may jeopardize the program's ability to serve its targeted clientele. To work around the siphoning effects of court-mandated programs, DJJ suggested that CBOs contact the court-mandated programs to determine if the provider would refer youth to the LTP. The CBOs had not yet attempted to implement this strategy at the time of the program review and thus, its feasibility is yet to be determined.

Program Services. LTP workshop facilitators began implementing the first cycle of the 12-module curriculum with youth at Crossroads and Horizon on March 22, 2008. A second cycle of workshops began in both centers in June. DJJ and CBO staff determined the LTP workshop schedule in cooperation with the Recreational Directors at both detention centers. During the school year, LTP workshops in detention were held on weekdays after school hours, from 3:00 to 7:00 p.m. On weekends and during summer months, CBO staff conducted LTP workshops during morning and afternoon hours. Throughout this initial implementation period, the LTP workshop facilitators had to become familiar with delivering services to residents in a detention setting where the movement of the youth may be restricted at any given time.

Although workshop facilitators varied in their facilitation style and, as needed, in their pacing of delivery, they implemented LTP curricula in a consistent manner across CBO sites. The facilitators described a general flow of workshop activities within the 1-hour allotted time that included:

- 2- to 5-minute *Check-In*, wherein the facilitator gauges the mood or “vibe” of participants.

¹⁵ GSS staff indicated that the majority of Horizon residents are two-time offenders and, therefore, likely to be remanded to the community under a conditional release.

This check-in aspect was viewed as important to determining the tone and methods used to introduce the discussion topic.

- 10- to 20-minute *Ice Breakers*. The LTP curriculum for girls had one ice breaker built into it (in Module 1) and the boys had none. However, the facilitators working in conjunction with the LTP curriculum developer added icebreakers to the boys' curriculum.
- 20- to 30-minute *Main Activity* focused on a specific topic (such as distinguishing between wants and needs, conflict resolution, and planning for the road ahead) and that involved youth in things such as role-play, completing worksheets, watching a video, etc.
- 5- to 10-minute *Check-Out*, wherein the facilitator poses reflective questions that each participant is asked to address aloud to the group.

The biggest challenge to LTP workshop implementation during the start-up phase was the mixed support of detention center staff: in particular, the Juvenile Counselors (JCs). The JCs are responsible for the custody, direct care, supervision, and counseling of youth in custody. JCs ensure safety and maintain order by traveling with the group of detention dorm residents to which they are assigned at all times and, therefore, are present during LTP workshops. DJJ agency staff implemented efforts to make JCs and other detention facility staff aware of LTP (through meetings with the detention centers' Executive Directors, distribution of a program fact sheet and the LTP workshop schedule at detention sites, presentations to the new classes of JC trainees, and training a JC trainer in LTP curriculum). Despite these efforts, the CBO workshop facilitators found that some JCs reported being unaware of the program. Many of these JCs acted lukewarm toward and, in several cases, resistant at times to the program during the initial months of startup. JC disengagement contributed to delayed start times¹⁴ or missed appointments for LTP workshops and/or lack of student participation during the workshops. To resolve this issue, DJJ and CBO staff worked with detention center administrators to establish better procedures for alerting JCs of the scheduled workshop times. Girls Inc. was also in the process of developing an LTP training module to be implemented with JCs. It is important to note that there were some JCs who were enthusiastic about the LTP and helpful to the workshop facilitators. Some of these JCs participated in workshops and/or held post-workshop discussions with the youth to reinforce key messages presented in the workshops.

LTP workshops in the community began in May at CCA. CCA staff reported that, depending on travel issues and scheduling availability, youth may receive workshops at CCA as part of a group or through one-on-one sessions with the facilitator. Youth might also receive a home visit where one-on-one workshops can take place. As of July, CCA reported that nine participants were receiving LTP workshops in a group setting.

During the program review, the case management services had also just begun as part of the LTP community-based component. In addition, participating youth receive MetroCards (to assist with travel to and from the program site) and are offered afternoon snacks at each session. Both CBO providers cited contextual challenges with linking their participants to outside services. CCA found that its Crossroads referral list represented youth from a cross-section of boroughs; this distribution

¹⁴The Girls Inc. curriculum developer recommended that the facilitators should not implement the planned module when the youth arrive so late that there is less than 20 minutes left to the scheduled workshop time. In these cases, a review of prior curriculum material would occur and implementation of the scheduled module was delayed until the following week.

was estimated at 50 percent from Staten Island, 30 percent from Brooklyn, and the remaining 20 percent from Queens, Manhattan, and the Bronx. CCA staff expressed concern that services needed by program youth (particularly youth from Staten Island) might not be readily available in their local neighborhoods. The length of travel time to get to neighborhoods with more services could be a deterrent to program participation. GSS staff expressed concern about securing timely access for youth who need mental health services. Intake assessments for youth entering DJJ detention centers show that between 65 and 85 percent suffer from mental health needs.¹⁵ CBOs' ability to link LTP program participants to these types of services will be important to the success of this initiative.

Program Outputs and Process Outcomes. LTP implementation began in late March 2008. As such, data collected for this program review focused on implementation outputs and the process outcome measures identified in the LTP logic model. Table 3 presents LTP target and actual numbers for key participant status categories, as well as the percentage of each target obtained. These data are reported through June 30, 2008, except for LTP parent outreach and community intakes, which reflect implementation through July 30.

LTP Implementation Outputs

- Between March and June 2008, a total of 550 youth in detention participated in the LTP workshops—264 at Horizon and 286 at Crossroads. DJJ staff estimate that LTP will annually serve 1,384 youth while they are in detention at Crossroads or Horizon. By serving 550 youth in its first four months of implementation, the program had achieved 40 percent of its annual target. An average of 227 youth participated each month in the LTP workshops conducted at Crossroads and Horizon.¹⁶ Given that the bed capacity across the two detention centers is 248, these preliminary data indicate that LTP is reaching most of the intended population in detention.
- The number of workshop groups conducted per week was 15 at Crossroads (one group of girls and 14 groups of boys) and 15 at Horizon (two groups of girls and 13 groups of boys). The average group size was from six to eight participants; the largest was 12; and the smallest was three. The target number of LTP workshop groups to be conducted weekly by CBO providers is 10, and both CCA and GSS exceeded this target. The LTP workshop facilitators endeavored to implement the same LTP curriculum module across the groups during a given week.¹⁷ However, scheduling can be interrupted by the normal business of the detention setting.

¹⁵ The New York City Department of Juvenile Justice with The Research and Evaluation Center & The Prisoner Reentry Institute John Jay College of Criminal Justice, CUNY (May 2008). *The Collaborative Family Initiative Interim Report*. Accessed August 7, 2008, from http://www.nyc.gov/html/djj/pdf/interim_cfi_report.pdf

¹⁶ Source: CEO monthly reports for DJJ (March – June 2008).

¹⁷ This approach was favored by staff because with youth in the detention center receiving the same module on the same schedule, the program would appear more seamless despite the high mobility among participants. At the same time, the LTP curriculum was designed to take into account the ever-changing influx and departure of youth across dorms within one detention center, as well as across the two detention centers. Each module within the curriculum was designed to stand on its own (i.e., not require knowledge of the previous module so that recipients who attend one or two workshops could understand concepts presented and actively participate) while at the same time, build upon the previous one (be scaffolded) so that youth who received the full complement of curriculum modules could recognize and internalize the connecting strands of thought and techniques that are covered from one workshop to the next.

Table 3. LTP Implementation Outputs and Process Outcomes as of June 2008

Implementation Outputs	Annual Target Numbers	Actual Numbers (March – June 2008)		Percent of Target Met ^a	
		CCA	GSS	CCA	GSS
Number of youth participating in LTP workshops	1,384	550		40%	
Number of in-detention LTP workshop groups conducted by each CBO provider per week	10 groups	15	14	150%	140%
Number of LTP workshops completed by youth while in detention	n/a	b	1-4 sessions=209 5-11 sessions=48 12 sessions=12	n/a	
Number of youth released from detention whose parents/guardians received outreach from a CBO provider*	n/a	74	13	n/a	
Number of youth “intakes” into the community-based component of LTP by each CBO per year*	75	16	1	20%	1%
Number of individual case management plans developed*	n/a	13	1	n/a	
Number of youth re-enrolled in school	n/a	5	0	n/a	
Number of LTP workshops completed by youth while in the community	n/a	6	0	n/a	
Number of baseline participant surveys completed	1,384	421		30%	
Number of Week 5 surveys completed	723	147		20%	
Number of Week 11 surveys completed	213	13		6%	
Process Outcomes	Annual Target Numbers	Actual Numbers (March – June 2008)		Percent of Target Met	
		CCA	GSS	CCA	GSS
Percent of participating youth are re-enrolled in school within 10 days of program intake	95%	1/5	0	20%	--
Percent of youth on probation who attend all their scheduled court appointments	100%	c		--	
Number of program intakes who participate at least 90 days at each CBO per year	50	d		--	

^a These percentages are based on the LTP services that were implemented in the first quarter of the program, between March and June 2008.

^b DJJ is working with the CBO provider to collect data on this indicator and will provide it to CEO in the future.

^c Due to the voluntary nature of the LTP program, youth might not report whether they are on probation. These data may sometimes be obtained if a probation officer calls the school or CBO to obtain attendance reports.

^d The program review covered a period of LTP implementation that was not long enough to assess progress toward this process outcome.

* The number of LTP parent/guardian outreach contacts, community program intakes, and case management plans reflects implementation through July 30, 2008.

- DJJ provided partial information for this report on the number of LTP workshops completed by youth while in detention or in the community. As mentioned previously, between March and June 2008, 264 youth participated in the LTP workshops at Horizon. Among this group, 209 (79%) completed between one and four workshops, 48 (18%) completed between five and 11 workshops, and seven (3%) completed 12 workshops. During this time, GSS did not have participants in the LTP community-based component and therefore, LTP workshops did not occur at that site. As indicated earlier, 286 youth participated in the LTP workshops at Crossroads between March and June; however, at the time of the program review, a breakdown of the data was not available on the number of youth who completed one to four, five to 11, or 12 LTP workshops at Crossroads. DJJ confirmed that the first 12-module cycle of the LTP curricula was completed in June 2008. CBO staff reported that youth who completed 12 modules may be participating in their second module cycle. CBO staff are developing strategies for these youth to serve as peer facilitators so that they do not become bored and a distraction during the workshops.
- Between March 22 and July 2008, the CBO providers achieved outreach contact with the parents or guardians of 87 youth who had been released to the community and participated in the LTP while in detention. Parent outreach contacts totaled 74 at CCA and 13 at GSS. These contacts resulted in 16 program intakes, representing 12 percent of the 134 eligible youth whom DJJ referred to the CBO providers. The LTP annual target is that each CBO achieve at least 75 intakes per year. With 15 intakes, CCA achieved 20 percent of the target, and with one program intake, GSS achieved 1 percent of this target. As of July, 14 youth remained active in the LTP community component—two girls and 12 boys. CCA received its first community program intake May. A total of 15 intakes were achieved at this site, but two were remanded back to detention, leaving CCA with a total of 13 participants. GSS received its first intake in July. All of the active participants at CCA and GSS had customized, individual case management plans in development or in effect. The number of released youth whose parent/guardian received outreach from the CBO providers was not available at the time of the program review. These data are being collected by the CBO providers and will be available for analyses in future LTP evaluation reports.
- Although the 2007-08 school year ended on June 26, 2008, CCA was able to re-enroll five of its program intakes into school. CCA had a total of six program intakes prior to the end of the school year and the re-enrollment of five of them (83%) is an early indication that this aspect of the LTP community-based component is being implemented effectively by this CBO. GSS did not have program intakes during the 2007-08 school year.
- DJJ staff report that, ideally, 1,384 baseline surveys, 723 session-5 surveys, and 213 session-11 surveys will be completed. This estimate is based upon the expected flow of residents in Horizon and/or Crossroads. Based on data from the DJJ monthly reports to the CEO, between March and June 2008, 421 baseline surveys, 147 session-5 surveys, and 13 session-11 surveys were completed, achieving 30 percent, 20 percent, and 6 percent of the respective annual targets for each of these participant surveys. It is important to note that taking the survey is completely voluntary and some program participants elect not to take one or all of the surveys. DJJ is monitoring the refusal rate, and as mentioned previously, demographic data from a sample of baseline surveys that were completed between March and June 2008 indicate that survey respondents are reflective of the overall detention population. Data were not available to identify how many of each survey were completed in detention in

comparison to how many were completed in the community. Survey responses have not been analyzed by DJJ as these data have not been entered into a database.

Process Outcomes

- Of the five youth whom CCA re-enrolled in school in 2007-08, one (20%) met the 10-day enrollment benchmark. GSS did not have program intakes during the 2007-08 school year. DJJ established a target that 95 percent of participants in the LTP community-based component would be re-enrolled in school within 10 days of program intake. Staff from both CBO sites indicated that expectations for school re-enrollment with a 10-day period might be challenging, and the evaluation team concurs that achieving this target is likely to be difficult.
- Data on LTP participants' court appointments were not obtained during this program review. These data may be documented on the case management forms that are maintained by the CBOs; however, case management forms could not be collected for this program review because confidentiality procedures have not yet been established for these types of data.
- As of June 2008, the longest length of LTP participation in the community component was 60 days at CCA from a youth whose intake occurred in May. DJJ set a target for each CBO to have a minimum of 50 youth remain at least 90 days in the LTP community-based component. Given the time period for this program review, it is too early to assess this target.

Provider Capacity. Each CBO provider has extensive experience in providing services to the targeted population of youth. At the same time, they have not served this population in the way that is required by the LTP because this program represents a newly designed approach.

- GSS has a long-standing relationship with DJJ, operating several of the agency's non-secure detention (NSD) group homes. GSS's LTP Program Director also oversees three of these group homes and is well versed on the issues, strengths, and needs of youth in detention. GSS administrators have less experience in serving youth after their release from detention, and it was their long-held desire to incorporate an after-care component to their service mission that attracted them to seek partnership in implementing the LTP. The LTP also represents GSS' foray into collaborative work with staff from the DJJ long-term secure detention centers.
- CCA operates an alternative to detention (ATD) program funded by the Mayor's Office of the Criminal Justice Coordinator. This CBO did not have a prior working relationship with DJJ. CCA recently revised its mission statement to prioritize re-entry and re-integration services for criminally involved youth and adults.

Each CBO adheres to LTP staffing requirements issued by DJJ; however, each uses a distinct staffing structure to deliver and manage LTP services. It is too early to conclude whether these staffing allocations are sufficient to operate the program. Staffing requirements for the LTP are a minimum of 4 full-time equivalents (FTEs)—3.5 FTEs dedicated to the direct provision of services to youth both inside and outside of detention and 0.5 FTE dedicated to the administration and

supervision of the program.

- CCA hired four full-time staff. Three Transitional Specialists were assigned equal responsibility for conducting LTP workshops, program outreach and recruitment, and providing case management services.¹⁸ A full-time Program Director supervises the Transitional Specialists and handles day-to-day LTP management. In-kind time from the CCA Director of Youth Services was allocated to lend guidance and senior-level oversight for the program.
- GSS hired three full-time staff and two half-time staff. Two full-time staff were Life Skills Counselors devoted to LTP workshop implementation. The third was a Community Outreach Worker who focused on outreach, recruitment, and case management services. The two half-time positions were filled by staff who had existing positions within the CBO. A GSS Educational-Vocational Specialist was assigned to assist youth (and their parents/guardians) with school re-enrollment and to track attendance. The GSS Director of Non-Secure Detention (NSD) was assigned the LTP Program Director to supervise staff and manage the program. The GSS Assistant Executive Director for Residential Programs provides her in-kind time to the program as well.

The workshop facilitators (as well as other CBO staff) have been trained in the use of LTP curricula. The curriculum developer from Girls Inc. conducted training and provided follow-up coaching to the facilitators by way of workshop observations and pre- and post-observation conferences. From the demonstrations of module implementation that facilitators did at the training, the Girls Inc. consultant identified the need to focus initial coaching activities on the CCA facilitators, who exhibited less experience than the GSS facilitators in techniques for preparing for and facilitating activities with youth discussion groups. The Girls Inc. consultant also became aware that the facilitators were meeting as a team to prepare for or reflect about LTP workshops. Although one CCA facilitator resigned in July, the remaining two have begun to meet jointly with their LTP Program Director to discuss the workshops. The Girls Inc. consultant planned to complete a round of observations with the GSS facilitators by the end of the summer.

This program review identified data quality issues related to the documentation of LTP workshop participation and case management contacts. The LTP Coordinator, a DJJ agency staff member, developed program participation record-keeping protocols and provided training to CBO staff in completing these forms.¹⁹ In addition, each CBO provider is using a self-designed form to document their outreach efforts and case management services. Copies of the forms were obtained from the CBO providers during the program review, and they show inconsistencies in the way these activities are being recorded. CBO staff use the program attendance data and their CBO-specific outreach and case management documentation forms to complete the DJJ “Program Monthly Report.”

Both DJJ and CBO staff expressed concern about the accuracy of the monthly report data. Although the LTP Coordinator provided training on how to complete the monthly report, CBO

¹⁸ One of them resigned in July.

¹⁹ The “Program Attendance” Excel spreadsheet is formatted as a running record to capture each participant’s workshop attendance over the 12-week LTP curriculum cycle. Monthly reports are submitted to the DJJ LTP coordinator and used to track the CBOs’ outputs and progress toward meeting some of the outcomes as identified in the logic model, as well as to generate data that are presented in DJJ’s monthly report to the CEO.

staff cited confusion as to how terms on the form are defined and the way reported counts should be calculated. DJJ cited frequent errors in the monthly reports and perceived that the CBOs needed to institute more internal quality control before submitting the reports. DJJ and CBO report that the amount of their time spent on completing and/or trouble-shooting issues related to the monthly report had been more than anticipated. The LTP Coordinator continues to provide CBO staff with follow-up technical assistance on the process for completing the program documentation forms, and also audits the program data reports submitted by the CBO providers as needed.

Agency Management. DJJ hired two full-time agency staff to manage and support day-to-day activities of the LTP. A Special Programs Coordinator handles day-to-day management of the program, serving as the liaison across the DJJ agency, the CBO providers, and DJJ detention center staff. The LTP Program Assistant handles daily management of program data, such as LTP referral lists sent to CBOs, opt-out letter mailings, and collecting LTP participant surveys from the CBOs. The LTP coordinator and program assistant work closely with and under the guidance of the DJJ Assistant Commissioner for Program Services, the First Deputy Commissioner, the Director of Program Services, and the Assistant Commissioner for Strategic Planning. These DJJ administrators meet internally with the LTP Coordinator at least once a month.

The LTP Coordinator convenes monthly program stakeholder meetings that include DJJ agency staff (most of those cited above); the CBO providers' LTP staff and senior-level administrators; detention center staff from Crossroads and Horizon (such as Executive and Deputy Directors of Programs or Operations, Directors of Youth Services, and Recreation Directors); the Girls Inc. LTP curriculum developer; and a staff member from the NYC Department of Education who oversees the "Passages" schools that operate on site within each detention center. Since March, the stakeholder group has met at least monthly. CBO providers view these stakeholder meetings as very effective in fostering communications, the exchange of ideas, and problem-solving among the LTP partners. The stakeholder meetings serve as the primary vehicle for cross-communications among all of the lead partnering entities to discuss the status of the LTP, what is working, and where challenges persist. Staff at all levels from DJJ and the CBO providers cited several examples (some discussed in this report) of how brainstorming at these meetings resulted in ideas to address implementation problems. Some participants suggested that the functioning of stakeholder meetings would be strengthened if minutes were circulated to foster more timely and accurate follow up to agreements established by the group.

DJJ has also engaged the broader community of juvenile justice experts and service providers to review and inform the process of LTP programming. The DJJ and CEO jointly sponsored a community forum entitled, "Inside/Outside: Building Blocks to Economic Independence" that was held July 12, 2007, at Medgar Evers College in Brooklyn. Forum participants included experts and community leaders representing government agencies, community-based organizations, academic institutions, and clergy. A second forum with this audience was held August 1, 2008 at DJJ. A third forum entitled, "Moving Beyond Today: Engaging, Nurturing and Sustaining Family Engagement in DJJ Programs," is scheduled for September 2008. This forum will be structured as a roundtable discussion and brainstorming session that is designed to address issues of outreach to and the retention of families for the LTP.

Conclusions. The DJJ LTP is well aligned with the CEO mission. This program review covered the start-up period of the LTP. Given the early status of program implementation, it is premature to project the LTP's likelihood of meeting its performance objectives. But based on preliminary

findings of this program review, we do know the following:

- The program is engaging most youth in the two detention centers.
- LTP curricula appear to be well designed with a viable structure that maintains its implementation integrity within varied settings and across varied groups.
- The majority of youth released back into the community from Crossroads and Horizon are being referred to the CBO providers.
- The LTP outreach and case management services appear to be hampered mainly by contextual factors such as the siphoning of LTP-eligible youth into court-mandated programs at GSS and the high number of youth being referred to the program at CCA from neighborhood where services are less available.
- Early implementation has revealed limitations in tools and procedures that are used to document participation in the LTP and support knowledge development about the program.
- LTP is bringing together stakeholders who are committed to the task and promise of this pioneering inside/outside approach.

3. Programmatic Recommendations

The preliminary findings of this program review, which focused on the early implementation of the LTP, informed the following program recommendations:

- Continue efforts to provide LTP orientation within the training program to new classes of JCs and expand this capacity building to include sessions for JCs who are currently working in the detention centers.
- Pursue the idea of formally expanding in-detention parent outreach efforts beyond contacts during visiting hours.
- Obtain input from parents of youth in detention to help develop effective outreach strategies for the LTP community-based component.
- Continue to engage and expand input from local leaders, juvenile justice panels and other experts from diverse sectors (through forums and LTP stakeholder meetings) who can bring the best thinking on strategies to troubleshoot contextual challenges faced by the LTP in its outreach and program intake efforts.
- Assess and review the tools and procedures developed to document and report LTP program participation and performance benchmarks to enhance their ease of use.
- Assess the sufficiency of staffing allocations at the CBOs to operate the LTP, particularly to support the necessary level of effort for identifying and securing community services (e.g. mental health services).