

Tehama Justice Project
Final Local Evaluation Report
March 2018

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EXECUTIVE SUMMARY

The Tehama Justice Project was built upon an in-depth two-year crime assessment process that used multi-methods and sources of data to engage all stakeholder groups in the county. The collaborative was comprised of representatives from the municipal police departments, sheriff office, California Highway Patrol, community residents, social service and mental health providers, faith-based organizations, businesses, education providers; and Native American tribes. The collaborative conducted an in-depth data analysis and planning process that resulted in the design of a program to address the two greatest identified needs, which were violent crime and substance abuse.

The Tehama Justice Project established three main goals and accompanying objectives that were aligned with evidenced-based components to address them. The first goal was to reduce property, violent, and substance abuse crimes, which was aligned with Hot Spot Policing that utilized a variety of strategies to control crime in identified problem areas. The second goal was to increase life skills and to subsequently decrease risk behaviors in juvenile offenders, which was aligned with the Botvin LifeSkills Training violence prevention and substance abuse prevention program for 6th through 12th grade students. The third goal was to decrease recidivism among juvenile offenders, which was aligned with an adolescent diversion project that diverted arrested youth from formal processing in the juvenile justice system to engage in restorative activities that included counseling, caseworkers, and community-based services.

The Tehama Justice Project measured the impact of each evidenced-based component. The impact of the Hot Spot Policing program was determined by changes in UCR violent and property crime data, the impact of the Botvin LifeSkills Training program was determined by changes in the rate of school referrals, and the impact of the Adolescent Diversion Project was determined by recidivism rates of participating juvenile offenders.

The overall impacts of the Tehama Justice Project included decreases in both adult violent crimes and adult drug arrests, the development of the Project Restore adolescent diversion program, reductions in both school referrals and suspensions, and positive changes in student knowledge, attitudes, and behaviors related to drugs and alcohol.

PROJECT GOALS AND OBJECTIVES

Goal 1: Tehama County will show decreases in UCR property, UCR violent, and substance abuse crime rates.

Objective 1.1: By 12/31/2015 and annually thereafter, there will be a decrease of 6% in the number of reported property and violent crimes committed by adults as measured by county-wide UCR data.

Objective 1.2: By 12/31/2015 and annually thereafter, there will be a decrease of 10% in the number of reported adult arrests related to illegal drugs as measured by county-wide UCR data.

Goal 2: Juveniles participating in the Botvin Life Skills Program will demonstrate increases in life skills and corresponding decreases in risk behaviors.

Objective 2.1: By 6/30/2015 and annually thereafter, the number of student referrals and suspensions at county middle and high schools implementing the Botvin LifeSkills Training curricula will decrease by 10%.

Objective 2.2: By 12/31/2015 and annually thereafter, there will be a decrease of 6% in the number of reported juvenile arrests related to illegal drugs as measured by county-wide UCR data.

Goal 3: Juvenile offenders participating in the Adolescent Diversion Program (ADP) will demonstrate lower levels of recidivism than non-participating juveniles offenders.

Objective 3.1: By 9/30/2015 and annually thereafter, 80% of juvenile offenders who complete the Adolescent Diversion Project will not re-offend as measured by Probation Department juvenile records.

EFFECTIVENESS OF THE ACTIVITIES

Hot Spot Policing

Hot Spot Policing utilized a variety of strategies to control crime in problem areas including order maintenance and drug enforcement crackdowns, increased gun searches and seizures, probation/parole check-ups, and zero-tolerance policing. This approach relied primarily on traditional policing activities, such as vehicle patrols, foot patrols, undercover work, and crackdowns concentrated at specific hot spots to prevent further crime through general deterrence and increased risk of apprehension. The Hot Spot Policing approach in Tehama County was unique in that it coordinated resources from all of the law enforcement agencies in the county in order to maximize resource allocation, limited the duplication of efforts, and addressed the unique issues of rural crime. This coordinated approach was particularly important given the fact that over 90% of the county is outside the incorporated municipal areas. Additionally, much of the crime included one or more municipalities. This is especially true with the cultivation/manufacturing of illegal substances and their subsequent distribution.

At the core of the coordinated approach was interagency data scanning and analysis by the program's Crime Data Analyst. Scanning and analysis included: a) a review of the existing crime data, b) real-time mapping of arrests and incident reports, c) collection of intelligence from local businesses and residents; and d) gathering data during public and undercover surveillance activities. The second step in the interagency Hot Spot Policing was the development and implementation of a coordinated plan that targeted resources at specific geographical areas and specific individuals. Implementation included intensive crackdown on the hot spots, which varied in size and show of force depending on the geographic specificities and included the participation of other local government agencies. The Hot Spot team interrupted and obstructed crime and drug markets through highly visible policing, arresting criminals, confiscating drugs, warning potential customers, enforcing illegal weapons laws and nuisance laws, collaborating with community members to gather intelligence, installing surveillance to deter crime; and by offering treatment, education, and employment services to provide alternatives to criminal behavior. Targeted hot spots were monitored and data were collected to measure the sustained impact of the focused policing effort. The assessment of the data included the collection of anecdotal data from businesses, residents, and informants.

EFFECTIVENESS OF THE ACTIVITIES

The activities were effective in helping reduce both adult violent crimes and adult drug arrests through the focused law enforcement work of the Tehama Interagency Drug Enforcement Task Force (TIDE).

TIDE has always been dependent on cooperation from the community and allied law enforcement within Tehama County. The effectiveness of the Hot Spot Policing strategy was achieved by fine-tuning the process by which requests from allied agencies were managed as well as how community members provided reports of suspicious activities to TIDE.

The reports initiated targeted surveillance by both TIDE and other agency patrol officers of specific locations that identified criminal activity and frequently resulted in obtaining search warrants. A significant impact was how these highly visible enforcement actions drew the heightened attention of area residents who provided supporting information for the investigation or information about other suspicious activities.

A long-term impact of the Hot Spot Policing strategy is that as involved persons have progressed through the criminal justice system and end up either on probation or post-release community supervision, TIDE maintains contact with them to support their mandatory compliance.

The Hot Spot Policing component has fostered and maintained community support coupled with allied law enforcement cooperation within Tehama County that now provides TIDE the ability to respond efficiently and effectively to the reported Hot Spots, to take enforcement actions, and to reduce criminal activity.

Adolescent Diversion Project

The project adopted the Adolescent Diversion Project (ADP). The Tehama County ADP strengths-based program diverted arrested youth from formal processing in the juvenile justice system and provided them with restorative activities including counseling, meetings with victims, caseworkers, and community-based services. Based upon a combination of theoretical perspectives, the goal of the Tehama County ADP was to prevent future delinquency by strengthening youth's attachment to family and other pro-social individuals, the creation of empathy and personal responsibility, increasing youth's access to resources in the community, and keeping youth from potentially stigmatizing social contexts including the juvenile justice system.

The Tehama County ADP Coordinator was funded with grant and local funds and coordinated with local high school counselors and volunteers from the faith-based community as well as other local residents. The conceptual framework of the Tehama County ADP involved social control and bonding, social learning, and social-interactionist theories, which emphasized the importance of social bonds in preventing delinquent behavior through interactions with family, peers, and others.

EFFECTIVENESS OF THE ACTIVITIES

The ADP program established connections with the Tehama County juvenile justice system to generate referrals of arrested youth in order to provide restorative activities. The process took many weeks to become established; however, by the conclusion of the grant period it had become effective in diverting significant numbers of arrested youth from formal processing in the juvenile justice system.

The Tehama County ADP Coordinator position had turnover in personnel that minimized its overall effectiveness in consistent leadership over the duration of the grant.

ADP training of potential "Advocates" was conducted for high school counselors, volunteers from the faith-based community, and other local residents. The ADP Advocates were highly effective in working with ADP youth through consistent meetings and connecting them with ADP caseworkers, and community-based services.

Botvin LifeSkills Training

The Botvin LifeSkills Training (BLST) evidence-based, violence prevention and substance abuse prevention program was delivered to students in grades 6 through 12. Students were taught general personal and social skills in combination with drug resistance skills and normative education. In addition to helping students resist drug and alcohol use, the BLST course was designed to help to reduce violence and other high-risk behaviors.

Tehama County Department of Education (TCDE) staff assisted classroom teachers in the delivery of the BLST curricula to students. In some schools, TCDE staff taught the curricula directly to the students, while in other schools, classroom teachers delivered the BLST curricula to students.

BLST delivery statistics were entered into an online data system for monitoring implementation to help ensure proper dosage and program fidelity.

EFFECTIVENESS OF THE ACTIVITIES

BLST delivery was generally consistent across the middle schools and high schools within Tehama County. TCDE support was available throughout the life of the grant and the majority of participating schools took advantage of either BLST training or utilized TCDE staff to deliver the curricula.

The online data system was available at the grant's inception along with training on its use; however, timely data input was inconsistent across the life of the grant. The inputting of data for quarterly and final reporting had to be requested from many schools on a regular basis.

EVALUATION MODEL

Design

The Tehama Justice Project's evaluation plan included both quantitative and qualitative methods which were integrated into the overall program design. Summative evaluation tools were used to determine the progress toward meeting the established program goals and outcome-based objectives while process evaluation tools provided ongoing, quality information to assist project staff and stakeholders in making evidence-based decisions for program improvement purposes.

The project used a pre-post design to measure the impact of the Tehama Interagency Drug Enforcement (TIDE) and Botvin LifeSkills Training programs. The impact of the TIDE program was determined by analyzing the changes in county-wide UCR violent and property crime data from the 2014 baseline year. The impact of the Botvin LifeSkills Training program was determined by analyzing changes in schools' referrals and suspensions data the 2013-2014 school baseline year.

The impact of the Tehama County ADP component was analyzed by comparing the recidivism rates of participating juvenile offenders with other, non-participating juvenile offenders within Tehama County.

Process Evaluation

Process evaluation was established through the implementation of an online database system used by program partners to input, monitor, and analyze data related to each of the project components. The process measures included the following:

- Monthly violent and property crime reports
- Monthly substance abuse arrest data
- Monthly referral and suspension data
- Monthly juvenile arrest data
- Quarterly Botvin LifeSkills Training data
- Quarterly Tehama ADP participation data
- Quarterly juvenile arrest data

The process evaluation activities included quarterly reports that consisted of collected data and summaries of training and professional development, as well as quarterly meetings for progress monitoring that included program staff, collaborators, and the project evaluator during which information about the trainings program findings were discussed.

Outcome Measures

The outcome measures were the three overarching program goals that corresponded to the project's elements and expected benefits. The goals were:

- Goal 1: Tehama County will show decreases in UCR property, UCR violent, and substance abuse crime rates.
- Goal 2: Juveniles participating in the Botvin LifeSkills Training Program will demonstrate increases in life skills and corresponding decreases in risk behaviors.
- Goal 3: Juvenile offenders participating in the Adolescent Diversion Program (ADP) will demonstrate lower levels of recidivism than non-participating juveniles offenders.

The goals were measured through outcome-based objectives designed to determine the program's benefits to both Tehama County as a whole as well as individual program participants. The specific outcome measure included the following:

- Goal 1: Analysis of crime data and if there was a crime diffusion effect
- Goal 1: Analysis of arrest data by location and type
- Goal 2: Pre/post analysis of data
- Goal 2: Analysis of arrest data by location and type
- Goal 3: ANOVA between-group analysis

The following is a list of the program objectives with their accompanying evaluation activities,

Table 1: Program Objectives and Evaluation Activities

Objectives	Evaluation Activities
<u>Objective 1.1:</u> By 12/31/2015 and annually thereafter, there will be a decrease of 6% in the number of reported property and violent crimes committed by adults as measured by county-wide UCR data.	1.1a. Monthly collection of violent and property crime reports from all providers 1.1b. Analysis of crime data and if there is a crime diffusion effect
<u>Objective 1.2:</u> By 12/31/2015 and annually thereafter, there will be a decrease of 10% in the number of reported adult arrests related to illegal drugs as measured by county-wide UCR data.	1.2a. Monthly collection of substance abuse arrest data from all providers 1.2b. Analysis of arrest data by location and type
<u>Objective 2.1:</u> By 6/30/2015 and annually thereafter, the number of student disciplinary referrals and suspensions at county schools implementing the Botvin LifeSkills Training curricula will decrease will decrease by 10%.	2.1a. Monthly collection of referral and suspension data 2.1b. Administration and collection of Botvin curriculum-based assessments 2.1c. Pre/post analysis of data

Objectives	Evaluation Activities
Objective 2.2: By 12/31/2015 and annually thereafter, there will be a decrease of 6% in the number of reported juvenile arrests related to illegal drugs as measured by county-wide UCR data.	2.2a. Monthly collection of juvenile arrest data from all providers 2.2b. Analysis of arrest data by location and type
Objective 3.1: By 9/30/2015 and annually thereafter, 80% of juvenile offenders who complete the Adolescent Diversion Project will not re-offend as measured by Probation Department juvenile records.	3.1a. Collection of ADP participation records 3.1b. Ongoing collection of juvenile arrest data from all providers (ADP and non-ADP) 3.1c. ANOVA between-group analysis

FINAL PROGRAM OUTCOMES

This section provides in-depth discussions of the final outcomes of the program components including a determination of the degree of effectiveness and/or ineffectiveness.

Hot Spot Policing

The Hot Spot Policing outcomes were defined to show a 6% decrease in property crime reports and arrests and a 10% decrease in violent crime reports and arrests. Tehama County 2013 crime data and FBI Uniform Crime Reporting (UCR) statistics were collected in 2014 for baseline purposes. Program follow-up data and FBI UCR comparison data were collected beginning March 2015 and annually until the conclusion of grant activity in December 2017. TIDE targeted small geographical areas within Tehama County. Approximately 1,000 residents were impacted annually either directly or through changes in their local communities as a result of TIDE.

Trend analysis of the arrest data showed 1) a 2% increase in Adult Property Crime in 2015 followed by a 38% increase in 2016, ending in a 6% decrease in 2017; 2) a 43% decrease in Adult Violent Crime in 2015, a 27% increase in 2016, ending in an 8% increase in 2017; 3) a 17% decrease in Adult Drug Arrests in 2015, a 43% decrease in 2016, ending in a 43% increase in 2017; and 4) an 8% decrease in Juvenile Drug Arrests in 2015, an 8% increase in 2016, ending in a 46% increase in 2017. The table below display the statistics.

Table 2: Number of Crimes and Arrests in Tehama County 2013 - 2017

Date	Adult Property Crimes	Adult Violent Crimes	Adult Drug Arrests	Juvenile Drug Arrests
2013 Tehama County Baseline	1366	493	795	26
2015 Tehama County Follow-up	1387	279	663	24
2016 Tehama County Follow-up	1908	354	381	26
2017 Tehama County Follow-up	1803	324	545	38

The overall impact of Hot Spot Policing showed overall increases in Adult Property Crimes (32%) and Juvenile Drug Arrests (46%), while there were overall decreases in both Adult Violent Crimes (34%) and Adult Drug Arrests (31%) from the beginning to the end of the grant.

Adolescent Diversion Project

The ADP outcomes were defined to show a 6% decrease in the number of reported juvenile arrests related to illegal drugs, and 80% of juvenile offenders who complete the ADP will not re-offend as measured by Probation Department juvenile records. The ADP target was to serve 25 juvenile offenders each year.

The ADP program, Project Restore, began with a collaborative planning session that included representatives from law enforcement, probation, superior court, public health, board of supervisors, social services, and several community members. Subsequent follow-up meetings involved Tehama County Probation, the faith community, and a researcher that refined the program.

The outcome data showed that Project Restore served 16 juvenile offenders 8 of whom graduated the program. The outcome data also showed an increase in the number of reported juvenile arrests related to illegal drugs. It is important to note that there may be a cross-purpose impacting this trend. The data outcome data showed a sharp increase in the number of juvenile arrests related to illegal drugs in the final year of the grant, which may be related to the overall success of the Restore program thereby prompting law enforcement officers to make arrests of juvenile offenders knowing the likelihood that the juvenile offenders would have access to the Restore program. This is particularly supported by the outcome data that also showed that 0% of juvenile offenders who complete the ADP have re-offended to date. The number of juvenile arrests related to illegal drugs is displayed in the table below.

Table 3: Number of Juvenile Drug Arrests in Tehama County 2013 - 2017

Date	Juvenile Drug Arrests
2013 Tehama County Baseline	26
2015 Tehama County Follow-up	24
2016 Tehama County Follow-up	26
2017 Tehama County Follow-up	38

They key program features that had the greatest effects were 1) the identification of adult mentors who were trained to work with incoming youth 'offenders' using the Michigan State University evidence-based youth diversion program model; 2) the connection of all participating youth to mental health counseling; and 3) the development of program content and a web-based goal tracking module that assisted mentors and youth in tracking the goals they develop during the course of the 18-week program.

The overall effectiveness of the Restore program is evident in that it has been sustained through California Proposition 47 funding and is currently working with 30% of juvenile offenders in Tehama County.

Botvin LifeSkills Training

The Botvin LifeSkills Training (BLST) outcome was for a 10% decrease in violent and substance abuse behaviors measured by school referrals for violence and substance abuse. The BLST curricula targeted 5,000 students annually. The collected data showed that the BLST program provided 463 weeks of lessons within 16 classrooms to a total of 2,367 students over the life of the grant.

An online reporting system was specifically designed for monthly reporting of referrals and suspensions by school site. The outcome data showed 1) an initial increase in referrals in the first year of the grant followed by two years of decreases in referrals; and 2) a consistent decrease in suspensions from schools throughout the life of the grant.

Table 4: Number of Referrals and Suspensions 2014-2017 Participating Schools

	Baseline 2013-14	Follow-up 2014-15	Follow-up 2015-16	Follow-up 2016-17
Referrals	1,078	1,972	1,707	1,188
Suspensions	737	471	541	221

BOTVIN LIFESKILLS TRAINING TEACHER SURVEY

The project utilized an end-of-grant convenience sample survey of classroom teachers who delivered the BLST curriculum in their classrooms. Five teachers responded to the survey. The results are summarized below.

Prompt 1: What level of increase in health knowledge do you estimate the Botvin LifeSkills Training curriculum accomplished for the majority of your students in the areas below?

The results showed at least 80% for combined significant or moderate increases in their students' health knowledge across all elements except "Cocaine and other hard drugs" (40%).

Table 5: Prompt 1 Responses (n=5)

Elements	Significant Increase	Moderate Increase	Neutral	Little Increase	No Increase
Tobacco	40%	60%	0%	0%	0%
Marijuana	0%	80%	0%	20%	0%
Alcohol	40%	40%	0%	20%	0%
Cocaine and other hard drugs	20%	20%	40%	0%	20%
Anxiety/Relaxation	40%	60%	0%	0%	0%
Interpersonal Communication	20%	80%	0%	0%	0%

Prompt 2: Please provide a brief anecdote that exemplifies the change in health knowledge of your students.

- “They use some of the language they learn in Botvin in other activities so I know it’s sticking.”
- “Openness to hear corrections on false thinking.”
- “Three students stopped active drug use.”
- “The discussions and the change in some student behavior. Positive behavior towards others.”
- “I believe the Tobacco section was great and it made them more aware of the health risk. I would say the marijuana very little to no increase.”

Prompt 3: What level of increase in health attitudes do you estimate the Botvin LifeSkills Training curriculum accomplished for the majority of your students in the areas below?

The results showed at least 80% for combined significant or moderate increases in their students’ health attitudes across all elements except “Cocaine and other hard drugs” (60%) and “Interpersonal Communication” (5%).

Table 6: Prompt 3 Responses (n=5)

Elements	Significant Increase	Moderate Increase	Neutral	Little Increase	No Increase
Tobacco	40%	40%	20%	0%	0%
Marijuana	0%	80%	0%	20%	0%
Alcohol	40%	40%	20%	0%	0%
Cocaine and other hard drugs	20%	40%	40%	0%	0%
Anxiety/Relaxation	0%	100%	0%	0%	0%
Interpersonal Communication	0%	5%	0%	0%	0%

Prompt 4: Please provide a brief anecdote that exemplifies the change in health attitudes of your students.

- “We also watch CNN Student News every day and the way they talk about things in the world is through a new lens.”
- “The amount of in house drama among students significantly decreased, as students learned to talk among themselves.”
- “Student reports were encouraged to be hung up by students.”

Prompt 5: What did you do to help determine the increase in health attitudes of your students?

- “Discussions mostly”
- “Students openly discussed family members who they did not want to emulate, and discussed ways that they can change their current habits.”
- “Encouraged positive response.”

Prompt 6: What level of increase in health behaviors do you estimate the Botvin LifeSkills Training curriculum accomplished for the majority of your students in the areas below?

The results showed at least 60% for combined significant or moderate increases in their students’ health behaviors across all elements except “Cocaine and other hard drugs” (25%).

Table 7: Prompt 6 Responses (n=5)

Elements	Significant Increase	Moderate Increase	Neutral	Little Increase	No Increase
Tobacco	20%	60%	20%	0%	0%
Marijuana	0%	60%	20%	20%	0%
Alcohol	40%	20%	40%	0%	0%
Cocaine and other hard drugs	25%	0%	50%	0%	25%
Anxiety/Relaxation	0%	60%	40%	0%	0%
Interpersonal Communication	0%	60%	40%	0%	0%

Prompt 7: Please provide a brief anecdote that exemplifies the change in health behaviors of your students.

- I had two students bring alcohol to school last year. They were totally oblivious to what type of alcohol it even was and were VERY remorseful...almost did it just to see if they could get away with it, not really to drink it.
- Again, diet and exercise through our school, are the only behaviors I feel we could monitor. We have not had an issue with alcohol or tobacco on campus.
- Class got along better.

Prompt 8: What did you do to help determine the increase in health behaviors of your students?

- “I have a small group who don’t partake in many bad things In general, they have a good understanding of positive health behaviors.”
- “As behaviors occur mostly outside of school and at home, this is difficult to assess. However, in our lunch room, we have a point system for picking foods to create a balanced diet. This may not be related to drugs or alcohol, but does in fact encourage healthy behaviors.”
- “Students report using skills.”
- “CA Healthy Kids Survey”

The overall effectiveness of the Botvin LifeSkills Training program was a reduction in both school referrals and suspensions. There is also evidence that it positively impacted student knowledge, attitudes, and behaviors related to drugs, alcohol, level of anxiety, and interpersonal communication skills.

CONCLUSION

The Tehama Justice Project successfully implemented all of its planned activities. There were varying degrees of achievement of program the objectives; however, each of the main goals were accomplished to the degree that all three have been sustained beyond the grant period. The overall impacts of the Tehama Justice Project included decreases in both adult violent crimes and adult drug arrests, the development of the Project Restore adolescent diversion program, reductions in both school referrals and suspensions, and positive changes in student knowledge, attitudes, and behaviors related to drugs and alcohol.