

Interim Judiciary Committee Progress Report

SB 267 (ORS 182.525)



**Youth
Development
Division**

2021 – 2023 Biennium

SENATE BILL 267

2022 PROGRESS REPORT

September 30, 2022

AGENCY PURPOSE

The Youth Development Division (YDD) was established under HB3231 in 2013, situated within the Oregon Department of Education, under the direction of the Youth Development Council (YDC), and is part of the unified Oregon Education System. The YDD is part of the Governor's Education Cabinet. The Council's and Agency's mandate is to help youth who face barriers to education/learning and the workforce find success through elementary and middle school transition, high school graduation/GED, college and/or career pathways. The YDC/YDD ensure implementation of best and emerging practices that are evidence based; are culturally, gender and age appropriate—including Tribal best practices; address individual risk factors and build upon factors that improve the health and well-being of children and youth. The YDC/YDD support the Oregon Education System by developing state policy and administering funding to community and school-based youth development programs, services and initiatives for youth ages 6-24 in a manner that is equitable and supports educational success, focuses on juvenile crime prevention, reduces high-risk behaviors and is integrated, measurable and accountable.

The YDC/YDD's mission is to align systems and invest in communities to ensure equitable and effective services for youth ages 6 through 24. Throughout Oregon and Tribal Nations, we support educational and career success, disrupt youth crime and violence, and affirm youth strengths and safety.

PROGRAMS AS DEFINED BY [ORS 182.515](#)

JUVENILE CRIME PREVENTION (JCP), GENERAL FUND

The goal of the Juvenile Crime Prevention (JCP) Program is to reduce juvenile arrests, reduce juvenile recidivism (new offenses by juvenile offenders) and reduce the need for beds in facilities operated by the Oregon Youth Authority. The Youth Development Council is responsible for approving county and tribal juvenile crime prevention plans and establishing guidelines for funding eligibility.

[ORS 417.855](#) requires the county and tribal recipients to use JCP program funds for services and activities for youth who: (a) Have more than one of the following risk factors -- antisocial behavior; poor family functioning or poor family support; school failure; substance abuse; or negative peer association; and (b), "Are clearly demonstrating at-risk behaviors that have come to the attention of government or community agencies, schools or law enforcement and will lead to imminent or increased involvement in the juvenile justice system."

The 2021-2023 biennium allocations of Juvenile Crime Prevention general fund for county and tribal programs total **\$6,368,328.00** of which **\$2,570,019** has been expended by June 30, 2022 based on the quarterly reports and reimbursement requests received by the YDD for the first year of the biennium.

94% (\$2,420,087) of the reported expenditures supported local programs that have met evidence-based practice criteria.

JUVENILE JUSTICE AND DELINQUENCY PREVENTION, FEDERAL FUND

The Juvenile Justice and Delinquency Prevention Federal Fund is provided by the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP) for delinquency prevention and intervention activities designed to reduce risk factors for youth who commit offenses, and to reduce the re-offense rate and seriousness of offenses committed. Federal law also requires the Youth Development Council to develop a three-year delinquency prevention plan as well as recommendations for the distribution of Title II Formula grant funds (more below) and review of applications for funding. The **Title II Formula Grants Program** areas include prevention and intervention, juvenile justice system improvement, and compliance with the four core requirements of the Juvenile Justice and Delinquency Prevention Act (JJDP):

1. Deinstitutionalization of Status Offenders;
2. Adult Jail and Lock-UP Removal;
3. “Sight and Sound” Separation; and
4. Racial and Ethnic Disparities (RED).

The programs funded during the first year of the current biennium included evidence supported school based programs, workforce development for gang endangered youth, and reducing disparities in the juvenile justice system.

The **Juvenile Crime Prevention Program** budget is allocated to counties and tribes for various programs and initiatives spearheaded by local communities. The variety in activities is driven by the local juvenile crime prevention plans, specific funding requirements, and the uniqueness of the regions where local programming is structured to meet local target population needs. The Youth Development Council continues to comprehensively integrate evidence-based programs and practices to fulfill ORS 182.515-182.525 [SB267] requirements.

The Youth Development Council and its Juvenile Justice Committee provide oversight for the implementation of the Juvenile Crime Prevention Program across Oregon. The fund is allocated to the counties and Tribes in accordance with a distribution formula established by the YDC and based on census data. The JCP lead agency in each community is designated by the Board of County Commissioners (BOCC) and Tribal Councils. Currently, 35 Juvenile Departments and one Prevention Services Department are designated as JCP lead agencies by their respective BOCCs. County JCP plans must be approved by their respective Local Public Safety Councils (LPSC) prior to submission to the YDD/YDC. Tribal councils have designated their respective Health and Human Services and Prevention Departments, as well as Tribal Courts, to lead JCP work.

In December 2020, the YDC issued JCP Planning Guidelines for 2021-2023 Biennium. JCP fund recipients submitted local high-risk youth crime prevention plans to the YDC for review and approval. Jurisdictions were required to submit evidence-based practice checklists for each program they intended to fund. Additionally, all counties were asked to review and analyze their juvenile justice data for ethnic and racial disparities and submit a plan to the YDC for reducing disparities through supporting equitable and culturally appropriate services for youth in their respective communities.

Services can be grouped into direct interventions such as tutoring and academic supports, family counseling or substance abuse treatment, case management including coordinated review and monitoring of a youth's needs and services, and support services, which include the provision of basic needs services such as housing assistance or medical assistance. Programs are funded in collaboration with community partners such as schools, social service agencies, community-based organizations, juvenile departments and tribes. Each youth spends about three to six months participating in JCP programs that address multiple risk factors and issues.

The JCP program provides evidence-based and culturally appropriate interventions for youth at risk of juvenile delinquency. Examples of evidence-based practices funded by JCP include but are not limited to Functional Family Therapy; Therapeutic Treatment Foster Care; Diversion with Services Teen Court (Sanction Court); Girls' Circle; Boys' Council; Restorative Dialogue; Extended Services in Schools; School Liaison/Counselors; and Wraparound. The nine Federally Recognized Tribes support evidence based and tribal best practices with the JCP allocations. Activities include Youth Canoe Family; Talking Circles; Tribal Youth Conferences; Youth Snow Camps; adolescent substance abuse treatment; liaisons to multidisciplinary delinquency prevention teams; and Tribal Courts.

All programs or practices are designed around specific measurable outcomes. While program names and providers will differ between counties and tribes, the specific outcomes and strategies are consistent with agency mission and goals, federal and state funding requirements.

Program Performance

JCP prevention programs and/or services have been implemented in every county and Tribe located within Oregon, providing services to youth at risk for delinquency. JCP youth are showing reductions in risk factors and increases in protective factors after participation in JCP prevention programs and services, measured by validated risk assessment and re-assessment tools. JCP youth have shown overall decreases in dynamic risk indicators at reassessment.

JCP monies fund services and programs identified by each community to meet its specific needs and focus on assessing and intervening with youth at high risk to commit crimes. Youth eligible for JCP-funded programs and services are those who are 10-17, have a presenting problematic behavior, and have more than one of the following risk domains:¹

- Antisocial behavior
- School failure
- Poor family functioning or poor family support
- Substance abuse
- Negative peer association
- Antisocial attitudes, values, or beliefs

NPC Research conducts a biannual evaluation of the JPC services at the end of each biennium, and presents its findings to the YDC. The most recent evaluation was conducted and presented to the YDC in September 2022. Data used in the 2019-2021 evaluation were collected by the

¹ The first five risk factors are listed in Oregon Revised Statutes 417.855. The additional validated factor (antisocial attitudes, values, and beliefs) is supported by research and became policy subsequent to the legislation.

Juvenile Justice Information System housed by the Oregon Youth Authority and YDD Data Manager housed by the Oregon Department of Education.

An interdisciplinary work group with members from juvenile justice, education, research, academia, and youth treatment services designed an assessment tool with scoring methods to identify youth at risk. The tool has been used since 1999 and has been validated and revised several times. Training on the use of the tool is conducted by NPC Research and Oregon Youth Development Division (YDD) staff. The community-based assessment tool includes a consent process for both the services and the evaluation. JCP Prevention Program staff members enter information about JCP services, risk and protective factors, and demographics for each youth from the risk assessment tool into one of two data systems. County juvenile departments utilize the Juvenile Justice Information System (JJIS) and community-based and Tribal programs use the YDD Data Manager system, developed by the Oregon Department of Education (ODE). These assessment data are provided to NPC Research for this statewide evaluation and summarized each biennium. It is estimated from quarterly reports submitted to YDD that there were 3,250 youth served during the 2019-21 biennium. This includes 2,879 youth served by counties either in the community or at juvenile departments and 371 youth served by programs at the Tribes. The total number of youth in the 2019-21 evaluation is 1,340, 41% of the estimated 3,250 youth served.

Below is a summary of the evaluation findings.

- Service capacity and evaluation data collection improved despite Covid 19. Thirty-five counties and seven Tribes provided evaluation data on youth served in 2019-21 compared with 17 counties and eight Tribes in 2017-19.
- Youth assessed with a high-risk level had the largest reduction in risk (74% of high risk youth had reduced risk at the reassessment and 62% of high-risk youth did not have a criminal referral after JCP services)
- While more than half of the youth served were white, 38% were from under-represented race groups (Black 4%, multi-racial 5%, Native American 9%, Hispanic 18%, Asian/Pacific Islander 3%). Decreases in risk were consistent across categories of race, age, and gender with few exceptions – specifically Black and multi-racial youth, females and younger youth had greater decreases in risk for school dropout.

- **55% Percentage of youth without a criminal referral before JCP**

81% of youth did not have criminal referrals after in the 12 months after JCP.

89% of youth did not have detention after in the 12 months after JCP.

77% of youth continued to avoid criminal referrals up to 36 months after JCP.

94% of youth avoided detention up to 36 months after JCP.

- **45% Percentage of youth with prior criminal involvement**

68% of youth did not have criminal referrals in the 12 months after JCP.

76% of youth did not have detention after in the 12 months after JCP.

60% of youth continued to avoid criminal referrals up to 36 months after JCP.

71% of youth avoided detention up to 36 months after JCP.

PROGRESS

The Oregon Youth Development Council is committed to implementing and improving strategies for statutory fulfillment of ORS 182.515-182.525 [SB267]. The ORS 182.515-182.525 [SB267] is referenced and included in the Juvenile Crime Prevention Plans and implementation guidelines.

The assessment of the programs with regard to ORS 182.515-182.525 [SB267] is done with the help on an evidence-based practice checklist developed by the Juvenile Justice Advisory Committee and adopted by the Youth Development Council. JCP Assessment and Reassessment data from county and tribal activities are collected on an ongoing basis. Local entities are required to report information on activities, budgets, expenditures, leveraging, outcomes, results, providers and monitoring, as well as information pertaining to the evidence based requirement. YDC's Evidence Based-Practice Policy defines *evidence-based* as a practice that incorporates the principles that research shows to be effective in reducing juvenile crime and recidivism. The YDD staff uses a set of program assessment criteria in assessing the JCP funded programs that is based on the program's adherence to the following principles:

- Evidence-based Program level rating
- Empirically Valid Research and Theory
- Risk Principles (use of a validated JCP assessment tool)
- Need Principle (targets needs and dynamic risk factors associated with criminal behavior)
- Responsivity Principle (builds on strengths, assets and protective factors; provides services that are gender specific and culturally sensitive)
- Quality Service Delivery (staff, volunteers, providers have relevant education, training and experience, and model pro-social behavior)
- Collaboration (collaboration and integration of services is demonstrated and is authentic)
- Cognitive-Behavioral Principle (emphasis is on cognitive-behavioral approaches; program model includes structured follow-up and planned support to reinforce skills).

Additionally, the Youth Development Council adopted and defined the following approaches to evidence-based practice:

- Evidence-based Programming (with Cultural Adaptation)
- Evidence-based Practice (with emphasis on Cultural Adaptation)
- Evidence-based Management (with emphasis on Cultural Adaptation)
- Practice-based Evidence
- Tribal Best Practice

Based on these definitions, 94% of JCP programs have met the evidence-based practice requirement.

FUTURE STEPS

As the Youth Development Division moves toward the close of the current biennium and the future implementation of ORS 182.515-182.525 [SB267], the following key actions are being developed:

1. The YDD will continue to invest in strategies that support reengagement of youth with education and workforce, innovative and promising evidence-based practices, and lead to reduction in youth crime and recidivism.
2. The YDD will continue to assess and evaluate effectiveness of the evidence-based and non-evidence based programs used in each county and Tribe.
3. The YDD staff will continue to provide technical assistance focused on program improvement and enhancement of service delivery and outcomes for youth.
4. The YDD staff will be collaborating with the Oregon Youth Authority and county juvenile departments on researching and developing recommendations on minimizing the use of “unknown” category in the JJIS when identifying youth demographics. The practice of misidentifying youth as “unknown” has been making data collection, disparities identification and policy/program development/implementation more challenging
5. And finally, the YDD will continue to collaborate with the Criminal Justice Commission on the use of performance and evidence-based management approaches to implementation of the evidence based practice strategies and cost effectiveness, as directed by the ORS 182.515-182.525 [SB267].

For questions regarding this report, please contact:

Anya Sekino
Juvenile Crime Prevention Manager
Youth Development Division
Cell: 971-273-3831
anya.sekino@ode.oregon.gov

Brian Detman
Director
Youth Development Division
Cell: 503-385-6415
brian.detman@ode.oregon.gov