

Interim Judiciary Committee Progress Report

SB 267 (ORS 182.525)



Youth Development Council

September 30, 2016

**Youth Development Council
SENATE BILL 267
2016 PROGRESS REPORT**

**Senate Interim Judiciary Committee
House Interim Judiciary Committee**

AGENCY PURPOSE

The Youth Development Council was created to support Oregon's 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 supports educational success, focuses on crime prevention, reduces high risk behaviors and is integrated, measurable and accountable.

The Youth Development Council (YDC) was first created by House Bill 4165 in 2012 and further developed in House Bill 3231 in 2013 to assist the Chief Education Office to build a seamless system. The Council's mandate: to help youth who face barriers to education and the workforce get back on the path to high school graduation, college and/or career.

The council consists of no fewer than 15 members who are appointed by the Governor. The membership of the council satisfies federal requirements for membership of a state advisory committee on juvenile justice, and includes tribal representation.

The council prioritizes funding for prevention and intervention services related to gang violence and gang involvement; determines the means by which services to children and youth may be provided effectively and efficiently across multiple programs to improve the academic and social outcomes of children and youth; assesses state programs and services related to youth development and training, and identifies methods by which programs and services may be coordinated or consolidated.

Legislation also requires that the YDC establish common academic and social indicators to support attainment of goals established by the Chief Education Office; establish common program outcome measurements and coordinate data collection across multiple programs and services; ensure implementation of best practices that are evidence-based, culturally, gender and age appropriate, address individual risk factors, build upon factors that increase the health and well being of children and youth, and include tribal best practices.

PROGRAMS AS DEFINED BY ORS 182.515.4

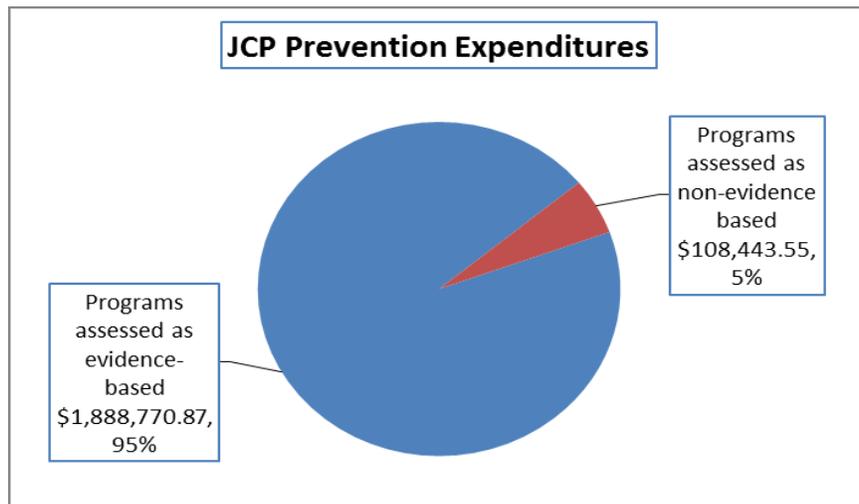
JUVENILE CRIME PREVENTION (JCP), GENERAL FUND

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 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 2015-2017 biennium allocations of Juvenile Crime Prevention general fund for county and tribal programs total \$5,263,024 of which \$1,997,214.42 has been expended to date based on the latest quarterly reports and reimbursement requests received by the YDC. The programs reported serving 2588 youth during the first year of the current biennium. Ninety five percent (95 %) of the budgeted allocation is supporting local programs that have met evidence-based practice criteria.



JUVENILE JUSTICE AND DELINQUENCY PREVENTION (JJDP), FEDERAL FUND

The Juvenile Justice and Delinquency Prevention Federal Fund is provided by the Office of Juvenile Justice and Delinquency Prevention for delinquency prevention and intervention activities designed to reduce risk factors for youth to commit offenses and reduce the re-offense rate and seriousness of offenses committed. Federal law also requires the Juvenile Justice Advisory Committee (JJAC) to develop a three year delinquency prevention plan and recommendations for the distribution of Title II Formula grant funds and to review applications for funding.

The **Title II Formula Grant Program** areas include prevention and intervention, juvenile justice system improvement, and compliance with the four core requirements of the JJDP. Thirty-five program areas are eligible for this funding stream, including alternatives to detention, child abuse and neglect, community assessment centers, court services, disproportionate minority contact, gender specific services, mentoring, mental health services, etc.

All local programs (100%) funded with the federal grant stream have met the evidence based practice requirement.

The majority of the **Juvenile Crime Prevention Program** budget which is subject to ORS 182.515-182.525 [SB267] 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 is primarily due to 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 based on a distribution formula established by the YDC. The JCP lead agency in each community is designated by the Board of County Commissioners (BOCCs) and Tribal Councils. Currently, 30 Juvenile Departments, five local Health and Human Services Departments, and one School District are designated as JCP lead agencies by their BOCCs.

In May 2015, the YDC requested all JCP fund recipients to submit updated or amended local high risk youth crime prevention plans. Jurisdictions proposing amendments to the plan were required to submit evidence-based practice checklists for each program they intended to fund. Ten jurisdictions submitted amended plans, which were consequently reviewed by the YDC staff and council members.

The Juvenile Crime Prevention (JCP) Program provides intervention for youth at risk of juvenile delinquency. It also provides essential services to at-risk youth and their families; allows communities (counties and tribes) to fund services based on local needs; decreases problem behavior and reduces risk for juvenile crime.

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 including 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, juvenile departments and tribes. Each youth spends about three (3) 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 (Panel Court); Teen Court (Sanction Court); Girls' Circle; Boys' Council; Big Brothers Big Sisters; 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 vary among the communities and 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, 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 high-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 reassessment tools. JCP youth have shown overall decreases in dynamic risk indicators at reassessment.

According to the *NPC Research Juvenile Crime Prevention Evaluation 2013-2015*, in the last biennium, a total of 3,378 youth received JCP services. Note that youth data are only included in the NPC Research Evaluation Report if they and their families provided consent to participate in the evaluation, and if the assessment form was complete. Therefore, there were additional youth served by JCP who are not included in the

evaluation report. The report was accepted by the Youth Development Council in June 2016.

Over half (55%) of all JCP youth showed an overall decrease in dynamic risk indicators at reassessment. Of the high risk youth, 69% experienced a reduction in their overall risk score. On average, youth spent about seven months (219 days) participating in JCP services (range 0 – 48 months). Forty-five percent (45%) of youth demonstrated significant increase in school attachment.

Youth with criminal referrals prior to participating in JCP prevention programs/services decreased their subsequent rate of referrals compared to the rate prior to JCP involvement. Thirty-seven percent (37%) of the youth in this evaluation had no criminal referral in the 12 months prior to participating in JCP services. Of this group of at-risk non-offenders, 82% had no criminal referrals in the 12 months after the start of JCP services.

Sixty three percent (63%) of JCP youth had at least one criminal referral in the 12 months prior to the start of JCP services. Of this group of offenders, 72% had no additional criminal referrals in the 12 months after the start of JCP services.

Improvements in the School Domain

- 56% of youth had at least one issue in the school domain at the initial assessment
- 43% of youth showed a decrease in academic failure at reassessment
- 51% of youth showed a decrease in chronic truancy at reassessment
- 68% of youth showed a decrease in school dropout at reassessment

Number Served and Cost per Youth	2005-07	07-09	09-11	11-13	13-15
Biennial Number Youth Served by JCP Funds	4,455	4,798	5,201	4,200	2,642
Percentage of Youth Non-offending	75%	88%	88%	80%	82%
Biennial Average Cost Per Youth	\$1,417	\$1,645	\$1,156	\$1,147	\$2,009

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 Youth Development Council. The Juvenile Justice Information System and YDC Data Manager collect JCP Assessment and Reassessment data from county and tribal activities on an ongoing basis. Local entities are required to enter and 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 as evidence-based a practice that incorporates the principles that research shows to be effective in reducing juvenile crime and recidivism. The YDC staff uses a set of program assessment criteria in assessing the JCP-funded programs, which is based on the program's adherence to the following principles:

- Evidence Based Program level of 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, over 95% of JCP programs have met the evidence-based practice requirement.

Additionally, at the direction of the Oregon Legislature, the YDC collaborated with ECONorthwest on a report identifying and assessing programs funded by state youth-serving agencies.

FUTURE STEPS

As the Youth Development Council moves toward the close of the current biennium and the future implementation of ORS 182.515-182.525 [SB267], several key action steps are being developed. Included in these steps are actions which are being currently implemented, developed or are being examined for feasibility.

As mentioned at the top of this report, statutory authority (ORS 417.847 through 417.857) mandates that the Youth Development Council be charged with overseeing a unified system that provides services to youth in a manner that supports educational success, focuses on crime prevention, reduces high risk behaviors and is integrated, measurable and accountable. This unified systems approach is built on the following theory of change:

- The YDC invests in Opportunity Youth (ages 16-24 not in school and not working, or under-attached youth) and Priority Youth (ages 6-15 at risk of disconnecting from school and future workforce opportunities) through equitable, effective, high-quality, innovative evidence-based programs and tribal best practices.
- Funded programs utilize a Positive Youth Development (PYD) approach that views youth as assets to be developed, rather than problems to be solved. Programs are developed based on PYD program quality principles, and incorporate a trauma-informed approach.
- Programs focus on building skills and abilities necessary for success that in turn leads to the development of resiliency in youth.
- The development of youth resiliency increases positive outcomes at the

individual, school, and community levels.

The YDC will continue to assess reliability, validity, and effectiveness of the evidence-based and non-evidence-based programs used in each county and tribe, and will continue to evaluate the program impact and outcomes of evidence based programs and practices, as well as non-evidence based activities used in each community.

The YDC staff will continue to provide technical assistance aimed at program improvement and enhancement of service delivery and outcomes for youth.

And finally, the YDC will continue to collaborate with the SB 267 Coordinating Council 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:

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