

Interim Judiciary Committee Progress Report

SB 267 (ORS 182.525)



Youth Development Council

September 30, 2012

**Youth Development Council
SENATE BILL 267
2012 PROGRESS REPORT**

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

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AGENCY PURPOSE

The Youth Development Council (YDC) was established by House Bill 4165 in 2012 to assist the Oregon Education Investment Board in overseeing a unified system that provides services to school-age children through youth 20 years of age in a manner that supports academic success, reduces criminal involvement and is integrated, measurable and accountable.

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 Oregon Education Investment Board; 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

The Juvenile Crime Prevention and Juvenile Justice and Delinquency Prevention funds were transferred to the Youth Development Council from the Oregon Commission on Children and Families on July 1, 2012.

JUVENILE CRIME PREVENTION (JCP), GENERAL FUND

The goal of the Juvenile Crime Prevention (JCP) 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 Juvenile Crime Prevention Advisory Committee (JCPAC) 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 2011-2013 biennium allocations of Juvenile Crime Prevention general fund for county and tribal programs total \$5,343,814, of which \$4,817,282 has been budgeted. 86 % 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.

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.

Juvenile Accountability Block Grant (JABG) Program is designed to reduce juvenile offending by helping states and communities implement accountability-based programs that hold young offenders responsible for their actions through the swift, consistent application of sanctions that are proportionate to the severity of the offense. JABG grants include 17 purpose areas such as graduated sanctions for juvenile offenders, juvenile drug courts, hiring judges and prosecutors, training programs for law enforcement, school safety and restorative justice programs, risk assessment, etc.

Title V Community Prevention Grant Program requires a comprehensive, community-based approach to prevention based on the premise that in order to prevent a problem from occurring, the factors that contribute to and buffer the development of that problem must be identified and addressed. Title V Grant recipients are required to align the program with the local Juvenile Crime Prevention Plan.

The 2011-2013 biennium awards of JJDP federal funds for county and tribal programs total \$1,377,049. All (100%) local programs funded with the federal grant streams 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 Juvenile Crime Prevention Advisory Committee provides 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 JCPAC. The JCP lead agency in each community is designated by the Board of County Commissioners (BOC) and Tribal Councils. Currently, 18 Juvenile Departments and 18 local Commissions on Children and Families are designated as JCP lead agencies by their BOCs.

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 3 months participating in JCP programs that address multiple risk factors and issues.

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, as well as Oregon's High Level Outcomes.

JCP prevention programs/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.

As an example, in the last biennium a total of 9,038 youth received JCP services. Approximately 50% of all JCP youth showed an overall decrease in dynamic risk indicators at reassessment. A particularly large reduction in risk was seen in the behavior domain, with reductions ranging from 72% to 77%.

Over half (56%) of the youth in this evaluation had no criminal referral in the 12 months prior to participating in JCP services. By contrast, 89% did not have a criminal referral in the 12 months after

the start of JCP services. And 84% of JCP youth with at least one prior criminal referral had no additional criminal referral in the 12 months after the start of JCP services.

Number Served and Cost per Youth	2005-07	07-09	09-11	11-13
Biennial Number Youth Served by JCP Funds	4,455	9,044	9,038	9,386
Percentage of Youth Non-offending	75%	88%	88%	85%
Biennial Average Cost Per Youth	\$1,417	\$ 946	\$ 795	\$ 618

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 assessment developed by the Juvenile Crime Prevention Advisory Committee. The JCP Data Manager collects 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. In April 2009, the JCPAC adopted an Evidence Based Practice Policy that defined as evidence based a practice that incorporates the principles that research shows to be effective in reducing juvenile crime and recidivism. The OCCF staff used the set of program assessment criteria developed by the JCPAC 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, in 2010, the Oregon Commission on Children and Families 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

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.

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 county.

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 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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