

Juvenile Crime Prevention Program 2009-2011 Evaluation Summary



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Juvenile Crime Prevention Program Evaluation Summary 2009-11

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FINDINGS IN BRIEF

July 2009 – June 2011

JCP PROVIDES INTERVENTIONS FOR YOUTH AT RISK OF JUVENILE DELINQUENCY

JCP prevention programs/services have been implemented in every county and Tribe located within Oregon, providing services to youth at high-risk for delinquency (typically, youth with indicators in 2 or more risk domains on the JCP Assessment). JCP youth are showing reductions in risk factors and increases in protective factors after participation in JCP prevention programs/services.

- Based on data collected on youth July 2009 through June 2011, JCP prevention programs assessed 5,270 youth.
- Of these youth, 4,289 met the key JCP eligibility criterion (having a minimum of one or more indicators in 2 or more risk domains¹).
- A total of 5,201 youth received services this biennium (including 912 youth screened in prior years).
- On average, eligible youth had 4 out of the 6 risk domains present at initial screening.
- On average, eligible youth had a risk score of 9 (out of a possible score of 30).

JCP PROVIDES ESSENTIAL SERVICES TO AT-RISK YOUTH AND FAMILIES

The JCP initiative allowed communities to fund services based on local needs. In general, services can be grouped into direct interventions (such as substance abuse treatment, tutoring, or family counseling), 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).

- On average, each youth spent about 3 months (range = 0 – 48 months) participating in JCP programs.
- Many programs/services addressed multiple issues including: School (44%), Peer (28%), Family (26%), Behavior (22%), Substance Use (19%) and Antisocial Attitudes, Values, & Beliefs (21%).

JCP DECREASES PROBLEM BEHAVIOR AND REDUCES RISK FOR JUVENILE CRIME

Youth who participated in JCP programs received a reassessment of their progress on risk and protective factors at the completion of JCP services, or at 6 months after the start of services, for those continuing to participate at that time.

- Approximately 50% of all JCP youth showed an overall decrease in dynamic risk indicators at the reassessment.
- Particularly large reductions in risk were seen in the behavior domain, with reductions ranging from 72% to 77% in that domain.

¹ Some programs have a higher minimum for eligibility – these criteria are listed in the full report.

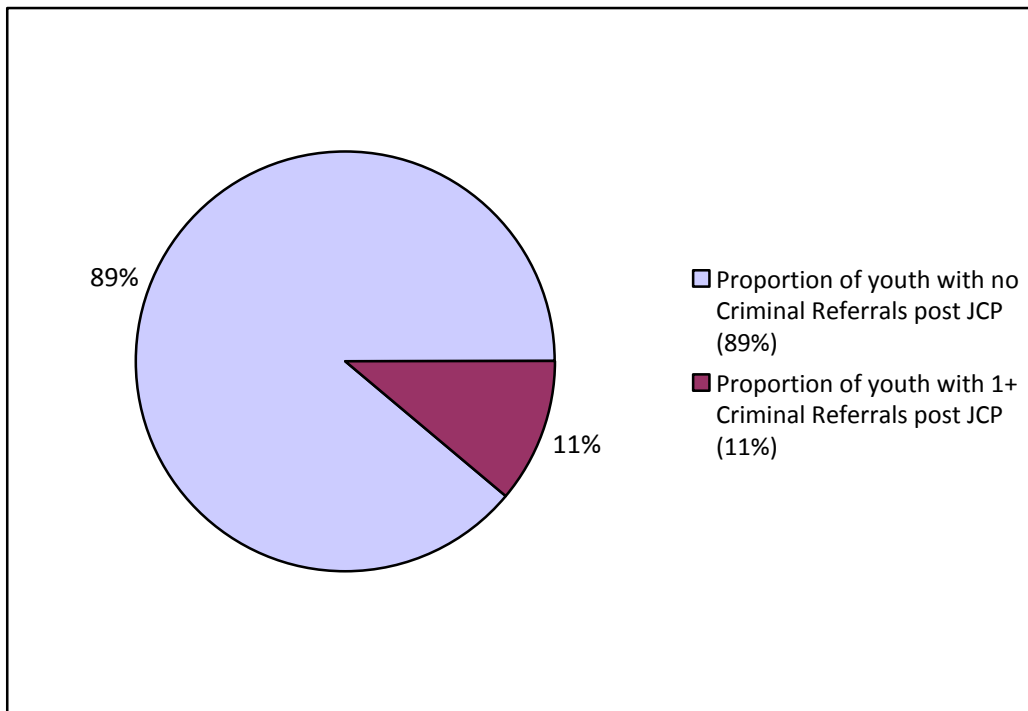
- Large increases in protective indicators were seen for the indicator “There is an adult in youth’s life (other than a parent) she/he can talk to” (62%) and “Significant school attachment/commitment” (45%).

JCP REDUCES JUVENILE CRIME

The long-range goal of the Juvenile Crime Prevention Program is to reduce crime. To estimate the impact of JCP programs/services on future offending, the JCP evaluation compared the criminal referral rate of youth served in JCP programs/services before and after the start of programs/services. The JCP evaluation found that youth with criminal referrals prior participating in JCP prevention programs/services decreased their subsequent rate of referrals compared to the rate prior to JCP involvement.

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

Criminal Referrals 12 Months Post JCP Service



INTRODUCTION

The Juvenile Crime Prevention (JCP) Program provides funds to Oregon counties and Tribes to pay for services supporting youth and their families, with the goal of preventing young people from engaging in criminal behavior. 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. The JCP program began in 1999 and its evaluation began in 2001. State law² 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:

1. Antisocial behavior;
2. Poor family functioning or poor family support;
3. School failure;
4. Substance abuse; or
5. 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.”

A sixth risk area, Attitudes, Values, and Beliefs, was added based on research subsequent to enactment of the legislation.

The JCP Assessment assists counties and Tribes with determining the level and number of risk, helps communities decide on appropriate services for youth and families, and serves as the follow-up assessment to measure changes in risk and protective indicators over time.

² Oregon Revised Statutes 417.855

JCP EVALUATION RESULTS

What is the demographic profile of assessed youth?

JCP programs conducted initial JCP assessments of 5,270 youth during the period July 2009 through June 2011, and 81% of those youth were eligible for JCP services.³ 5,201 youth received JCP services during this biennium and comprised the main sample for this evaluation report. The youth in service either had an initial assessment during the biennium (a proxy for the start of JCP services) or had a reassessment during the biennium. Some youth with a reassessment during the biennium started service prior to June 2009.

The initial JCP assessments for these youth were obtained from 34 of the 36 Oregon counties and all 9 of the federally recognized Oregon Tribes. Of the served youth, approximately 18% had assessments that were conducted prior to June 2009.

Table 1. Youth Assessed and Served by JCP July 2009 – June 2011

Number of Youth Assessed 2009-11	Number of Youth Assessed as Eligible ⁴	Number of Youth in Continued Service ⁵	Total Youth in Service 2009-11 ⁶	Number of Youth in Service: Juvenile Departments ⁷	Number of Youth in Service: Community Programs ⁸
5,270	4,289 (81%)	912	5,201	2,087 (40%)	3,114 (60%)

Youth who were assessed as eligible for JCP were primarily male (57%⁹). The average age was approximately 14 years of age (the age range of eligible youth was approximately 7 – 19 years). The racial/ethnic backgrounds of JCP-eligible youth can be found in Table 2.

³ Not all youth screened by programs are eligible for JCP services, and not all eligible youth enter services.

⁴ JCP program eligibility varies by county, with most counties defining eligibility as youth having 1 or more risk in 2 or more domains. Crook, Jackson, and Washington Counties require youth to have 3 or more risk domains in order to be eligible for JCP service; Lane County requires that both 3 domains and 14 or more risk factors be identified for JCP; and Malheur County requires 2 domains and 3 or more risk factors.

⁵ These youth received their initial JCP assessment prior to July 2009, but were still active in JCP services during the current biennium.

⁶ Total youth in service is the sum of youth assessed as eligible and the number of youth in continued service.

⁷ Juvenile Department data are provided to the evaluation team from the Juvenile Justice Information System (JJIS).

⁸ Community Program data are provided to the evaluation team from OCCF's Data Manager system.

⁹ Females made up 40% of the sample. An additional 3% of the sample did not report gender.

Table 2. Race/Ethnicity Reported for JCP-Eligible Youth

Race/Ethnicity	Number (%) of Youth Assessed Eligible
White/Caucasian	2,737 (66%)
Hispanic/Latino/Mexican	685 (16%)
Native American/Alaskan Native	158 (4%)
Black/African American	135 (3%)
Asian	32 (1%)
Other race/ethnicity	50 (1%)
Multiracial/multiethnic (one or more of above)	238 (6%)
Unreported	121 (3%)
Total	4,156¹⁰

PRESENTING BEHAVIOR

Assessments on youth referred to community JCP programs/services indicated (from a list of 29) which presenting behavior brought the youth to the attention of the JCP assessor. Presenting behaviors¹¹ were categorized into the six risk areas and mental health. The frequency of presenting behaviors (by risk area) is listed here from most to least prevalent:

- School Issues (31%)
- Behavior Issues (20%)
- Family Issues (20%)
- Substance Use Issues (21%)
- Peer Issues (5%)
- Mental Health Issues (3%)
- Anti-Social Attitude Issues (1%)

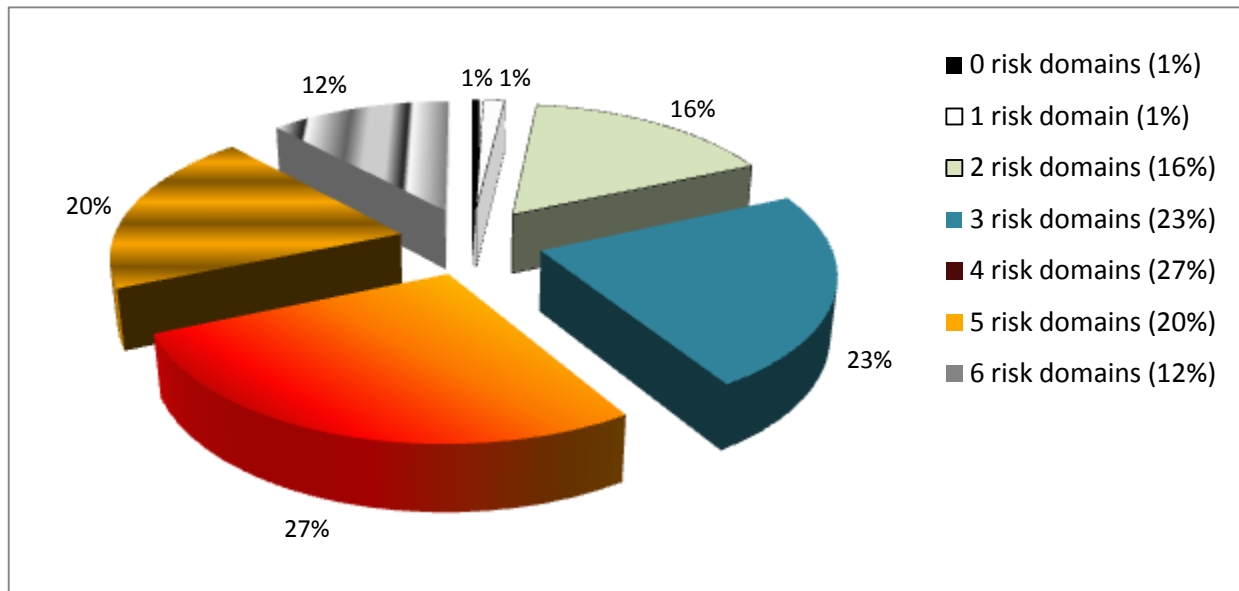
¹⁰ All identified youth were included for the purpose of describing the number of youth assessed and served. However for specific profile analyses, youth who did not consent to share their specific information with the evaluation team are taken out of the remainder of analyses for this report.

¹¹ Only assessments conducted in community programs are asked to include the youth’s presenting behavior. This information helps us understand the reasons for the youth coming to the attention of the community agency. Youth seen through juvenile departments are typically there as a result of a law violation, which is included in the record on the youth accompanying the assessment.

What is the risk and protective profile of served youth?

The average number of risk domains for youth was approximately four out of six possible domains. Figure 1 describes the number of risk domains¹² JCP youth had at the time of their initial assessment. Youth might have any combination of risk domains. For example, in the group of youth with two risk domains, some may have school failure and poor family functioning; others may have negative peers and substance abuse.

Figure 1. Number of Risk Domains (JCP Served Youth)



¹² Youth who had a valid reassessment regardless of whether they met eligibility, were considered eligible for service in these analyses since the programs made a decision to serve the youth.

Table 3 describes the percentage of youth with and without at least one risk indicator in each of the six risk domains. Youth tended to frequently have risks in the peer and behavior domain (89% and 87%, respectively); fewer youth had issues in the attitudes, values and beliefs domain (26%).

Table 3. Risk Domain Profile of JCP-Eligible & Served Youth

Risk Domain	Percent with Domain on the Initial Assessment	Percent without the Domain on the Initial Assessment
School Issues	65%	35%
Peer Relationships	89%	11%
Behavior Issues	87%	13%
Family Functioning	74%	26%
Substance Use	41%	49%
Attitudes, Values & Beliefs ¹³	26%	74%

RISK AND PROTECTIVE INDICATORS

The JCP Assessment has 24 scored risk indicators and 6 scored protective factors. Youth receiving JCP service had an average of 6 scored risk indicators (range = 0 – 22) on their initial assessment.

In addition to having risk indicators assessed, youth are also assessed on a variety of protective indicators—strengths in our environment, family, or ourselves that help keep us healthy and support us making positive decisions. As such, youth who have greater numbers of protective indicators or who are able to increase their number of protective indicators over time are less likely to commit crimes than youth with fewer protective indicators. JCP served youth had an average of 4 protective indicators (range = 0 – 6).

The youth’s risk score is the total number of risk indicators present and number of protective indicators lacking (a maximum total score of 30). JCP served youth had an average risk score of 9 (range = 0 – 27).

Risk and protective scores can also be categorized into three risk levels (low, medium, and high) based on the presence of risk indicators and the absence of protective indicators. Table 4 describes the percentage of all JCP-eligible youth, as well as the subset of JCP youth, with a reassessment at these various risk levels.

Validation work¹⁴ conducted on an earlier version of the JCP Assessment suggested that for those youth with 4 risk indicators, there is an approximate 25% chance (probability) that they

¹³ This domain is currently based on a single scored risk indicator.

¹⁴ Seljan, B. J., Mackin J. R., & Tarte, J. M. (November 2002). Development of a statewide risk and protective factor assessment for crime prevention and case planning. Paper presented at American Society of Criminology, Chicago, IL.

will commit a new criminal offense within the next 12 months. Youth with 9 risk indicators have approximately a 50% chance of re-offending. Finally, there is a 75% chance of re-offense for those youth with 14 risk indicators.

Table 4. Risk Level (on Initial Assessment) of JCP Served Youth

Risk Level	Number (%) of Served Youth at Each Risk Level
Low Risk¹⁵ (0-5 risk indicators present and/or protective indicators lacking)	1,702 (34%)
Medium Risk (6-13 risk indicators present and/or protective indicators lacking)	2,438 (48%)
High Risk (14 or more risk indicators present and/or protective indicators lacking)	909 (18%)
Total	5,049

MENTAL HEALTH INDICATORS

The JCP Assessment also includes five screening items that indicate possible mental health concerns and suggest a referral for a mental health assessment may be warranted. Mental health issues are important to identify and treat to help the youth be most successful in her/his life.

The five JCP mental health indicators (in order of prevalence for this group of youth) were:

- Depressed or withdrawn (29%)
- Social isolation: Youth is on the fringe of her/his peer group with few or no close friends (23%)
- Difficulty sleeping, or eating problems (22%)
- Actively suicidal or prior suicide attempts (7%)
- Hallucinating, delusional, or out of touch with reality, while not on alcohol or drugs (3%)

¹⁵ Youth with 2 or fewer risk indicators at the initial screen who received service (and have a reassessment) from a JCP program based on local decisions are included in these analyses.

To what extent does the risk and protective profile change after receiving service?

Based on a sample of 3,893 youth with information at both the initial assessment and re-assessment, youth spent about 3 months (98 days) in JCP programs/services (services ranged from approximately 1–15 months). Many JCP programs and services addressed a specific domain area, or combination of areas. In this sample, youth received services that were focused on: school issues (44%), peer issues (28%), family issues (26%), behavior issues (22%), substance use issues (19%), and antisocial attitudes (21%). Many youth received services addressing more than one area.

Table 5 shows the proportion of youth whose total dynamic risk score (out of a possible 20 *changeable* risk and protective indicators) increased, decreased, or stayed the same from the initial assessment to the follow-up assessment. Many youth (50%) saw a decrease in their total risk score over time (this decrease was statistically significant¹⁶). However, youth who had higher total risk scores on the initial assessment had greater decreases in total risk score over time. Specifically, 58% of youth with a medium total risk score on the initial assessment and 71% of youth with a high total risk score on the initial assessment had a decrease in their total risk score, compared to 34% of youth who scored low risk on the initial assessment.¹⁷ It is important to note that youth tend to accumulate additional risk over time and that without intervention and support youth would be expected to face additional challenges and increases in their risk score.

Table 5. Changes in Total Risk Score by Risk Level

Risk Level at Initial Assessment	Percent with Reduced Risk Score	Percent with No Change in Risk Score	Percent with Increased Risk Score
Low Risk (0-5 risk indicators present and/or protective indicators lacking)	34%	38%	28%
Medium Risk (6-13 risk indicators present and/or protective indicators lacking)	58%	17%	25%
High Risk (14+ risk indicators present and/or protective indicators lacking)	71%	12%	17%
Total Matched Sample	50%	25%	25%

¹⁶ $t = 15.874 (3892), p < .01$.

¹⁷ It is important to keep in mind, however, that a youth scoring low risk on the initial assessment (4 or fewer risk indicators) has very little room to show improvement compared with youth who start off with more risks on the initial assessment. It is also possible that staff do not have information about all of the factors that are present at the initial assessment for youth in this category.

RISK INDICATORS SHOWING GREATEST/LEAST CHANGE OVER TIME

Risk indicators in the behavior domain showed the greatest amount of change. Specifically:

- The item “Recent runaway [past month]” was reduced by 77% (306 youth had the risk indicator on the initial assessment. Of those, 70 had it on the reassessment),
- The item “Behavior harms others [past month]” was reduced by 74% (481 youth had the risk indicator on the initial assessment. Of those, 123 had it on the reassessment), and
- The item “Aggressive behavior at school [past month]” was reduced by 72% (655 youth had the risk indicator on the initial assessment. Of those, 184 had it on the reassessment).

The risk indicators showing the least amount of change included:

- The item “Friends engage in unlawful or serious acting out behavior” was reduced by 28% (1,806 youth had the risk indicator on the initial assessment. Of those, 1,295 had it on the reassessment),
- The item “Substance use beyond experimental use” was reduced by 25% (816 youth had the risk indicator on the initial assessment. Of those, 610 had it on the reassessment), and
- The item “Has friends who have been suspended or expelled or dropped out of school” was reduced by 16% (2,253 youth had the risk indicator on the initial assessment. Of those, 1,901 had it on the reassessment).

The protective indicators with the greatest amount of change were:

- The presence of an adult in the youth’s life (other than a parent) who the youth can talk to increased by 62% (911 youth lacked the protective indicator on the initial assessment. Of those, 345 lacked it on the reassessment), and
- “Significant school attachment” increased by 45% (1,368 youth lacked the protective indicator on the initial assessment. Of those, 751 lacked it on the reassessment).

The protective indicators showing the least amount of change included:

- The item “Friends disapprove of unlawful behavior” was increased by 35% (1,321 youth lacked the protective factor on the initial assessment. Of those, 855 lacked it on the reassessment), and
- The item “Involved in extra-curricular activities” was increased by 24% (2,236 youth lacked the protective factor on the initial assessment. Of those, 1,701 lacked it on the reassessment).

What is the relationship between risk and protective factors?

For analysis of the relationship between risk/protection and offending, NPC categorized youth into two groups: (1) those who had no criminal referrals in the 12 months prior to JCP (non-offenders), and (2) those with any criminal referrals in the 12 months prior to JCP. In addition to looking at the total number of risk factors a youth could have (maximum number of risk factors was 30), risk level was broken down into three categories: low risk (0-5 risk factors), medium risk (6-13 risk factors) and high risk (14 or more risk factors).

Findings are described below.

DEMOGRAPHIC AND RISK COMPARISONS

Over half (56%) of youth involved with JCP entered services as non-offenders. Youth who were non-offenders were about the same age as youth who had referrals prior to their JCP involvement (14 years old). The proportion of males increased in the population of youth with criminal referrals (53% male for non-offenders compared to 67% male for those with any referral); however, the proportion of male offenders is less than prior years.

The racial/ethnic composition was fairly similar across most offender and non-offender groups. Caucasian youth represented 64% of the non-offenders and 65% of the offenders, Hispanic/Latino youth represented 16% of the non-offenders and 18% of the offenders, African American youth represented 3% of the non-offenders and 7% of the offenders, Native American youth represented 4% of the non-offenders and 3% of the offenders, and Asian youth represented about 1% of both non-offenders and offenders.

Youth with referrals prior to their JCP involvement had similar risk scores (average risk = 9) than those who did not have referrals (average risk = 8). However, youth with one or more referrals prior to their JCP involvement were more likely to have a high risk level (risk scores of 14 or more). Specifically, of those youth with prior referrals, 22% were at high risk level, compared to 15% of youth who were non offenders prior to JCP involvement.

Youth with criminal referrals after starting JCP tended to look slightly different on their reassessments compared to youth with no criminal referrals after starting JCP. Specifically:

- Youth with post referrals had a higher dynamic risk score (out of 20) on the reassessment (average score = 5) compared to those youth with no post referrals (average score = 4).
- Males were more likely to have referrals after their JCP assessments (13%) compared to females (9%).

Table 6. Comparison of Offender and Non-Offender Youth at JCP Entry

	All JCP-Eligible Youth (In Referral Check Sample)	Non-Offenders in 12 Months Prior to JCP	Offenders in 12 Months Prior to JCP
DEMOGRAPHIC PROFILE¹⁸	5,049	2,837 (56%)	2,212 (44%)
• Average (mean) age	14	14	15
• Male	59%	53%	67%
• Female	39%	45%	31%
• Gender unreported	2%	3%	2%
• Caucasian	64%	64%	65%
• Hispanic/Latino	17%	16%	18%
• African American	5%	3%	7%
• Native American	4%	4%	3%
• Asian	1%	1%	1%
• Other race/ethnicity	1%	1%	1%
• Multiracial	6%	8%	3%
• Race unreported/missing	3%	4%	2%
INITIAL RISK PROFILE			
• Domains, out of 6	4	4	4
• JCP Total Score, out of 30	9	8	9
• Scored Protective Indicators, out of 6	3	3	2
• Percent “Low” Risk (0-5 indicators)	34%	32%	36%
• Percent “Medium” Risk (6-13 indicators)	48%	53%	42%
• Percent “High” Risk (14 + indicators)	18%	15%	22%

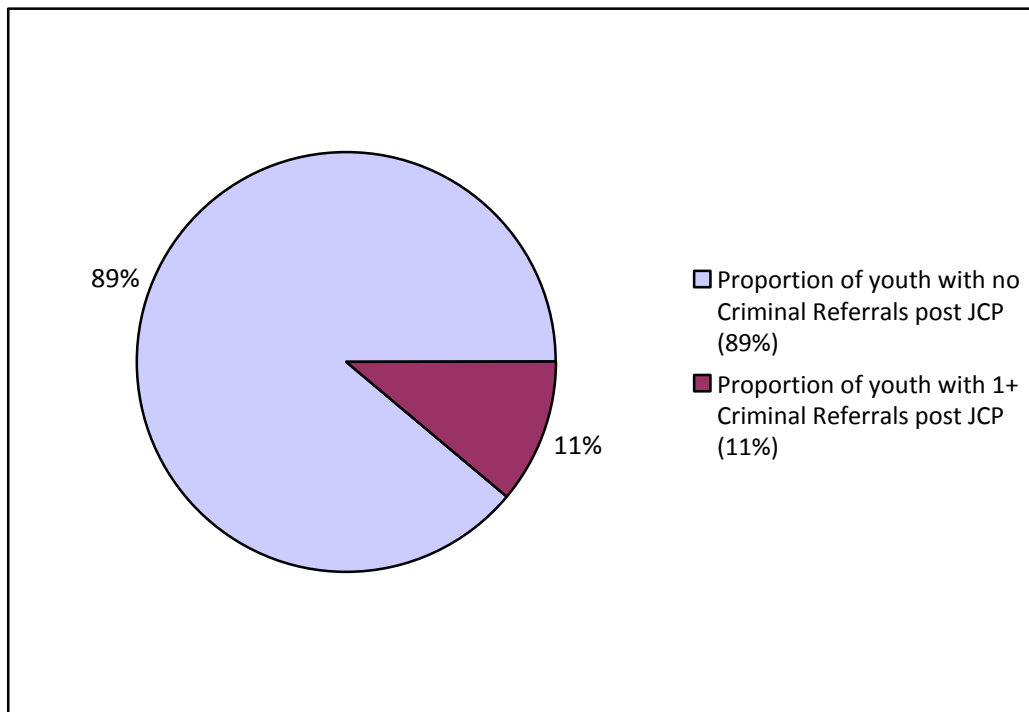
¹⁸ Percentages may not add up to 100% due to rounding.

CRIMINAL REFERRALS AFTER JCP ENTRY

Figure 2 describes the proportion of youth with and without criminal referrals in the 12 months after starting JCP services. Of this sample, 89% of JCP-involved youth did not have a criminal referral by the end of 12 months after starting JCP.

Additionally, 93% of the youth brought to the attention of JCP services with no criminal referral in the 12 months prior to their JCP involvement continued to be free of criminal referrals in the 12 months after their start of JCP services (for more on non-offender youth, see below). Further, 84% of the youth starting JCP services with at least one criminal referral had no additional criminal referrals in the 12 months after starting JCP services.

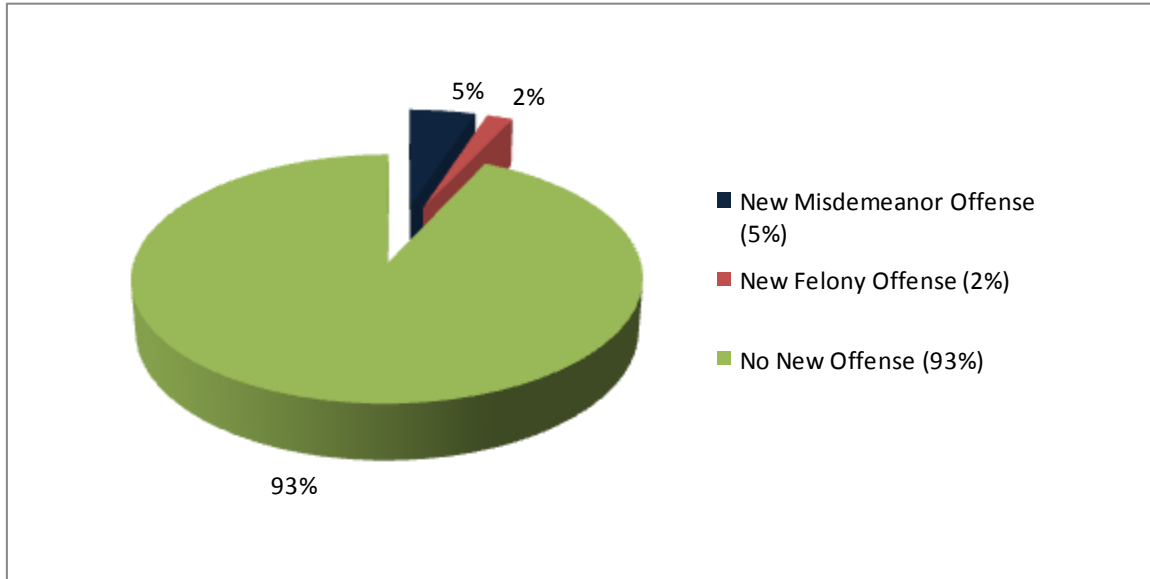
Figure 2. Criminal Referrals 12 Months Post JCP Service



NON-OFFENDERS

The majority of youth who began JCP services as non-offenders did not have any referrals in the 12 months following their JCP entry. About 7% of these youth had a subsequent criminal referral (2% of the non-offenders had a felony referral). Figure 3 illustrates the percentage of non-offender youth who had a criminal referral recorded in JJIS in the 12 months following JCP entry.

Figure 3. Referral Rates of Non-Offenders in 12 Months Following JCP Assessment



CONCLUSION

The Juvenile Crime Prevention Program served over 5,000 youth during the 2009-11 biennium who were identified at risk for delinquency. A large majority of these youth, even those with prior history in the juvenile justice system, did not receive a criminal referral during the 12 months after starting JCP services. This program appears to be effectively identifying and serving youth, reducing risk factors for delinquency, increasing protective factors, and decreasing juvenile crime.