



Response to Questions from February 17, 2021

What are the reasons for recidivism? (Representative Sollman)

In the data presented, recidivism was defined as an individual who had been adjudicated or convicted of a new felony offense within 36 months. In every circumstance the recidivating event was a serious crime (felony), where an individual was actually adjudicated/convicted. The Criminal Justice Commission (CJC) also publishes a juvenile recidivism report - [Oregon Juvenile Justice System Recidivism Analysis](#). It goes further in how it defines recidivism, including new referrals, arrests, incarceration and supervision as well as new adjudications or convictions. The CJC report and [our own reporting](#) get more into *what* happened (e.g. an arrest, conviction, incarceration) but not *why*, or the causal factors for the arrest or conviction.

In response to the question, we offer two different sets of data. First an overview of the felony crimes that individuals are adjudicated or convicted of, and the second a look at the reasons for parole revocations in an effort to better understand the reasons behind escalating behavior.

The following three tables provide an overview of offenses for individuals identified as having an adjudication or conviction for a new felony within 36 months of (1) commitment to Oregon Youth Authority (OYA) probation or (2) release from OYA close custody (parole).¹

Table 1 presents an overview of recidivism events for youth committed to OYA probation during FY2017. In all, 23.3% (59 of 253 youth) recidivated within 36 months of commitment to OYA probation.

¹ In some situations, a person may have multiple offenses that qualify as a recidivism event. For the purposes of this analysis, the first recidivating event is reported.

**Table 1: OYA Probation 36-Month Recidivism Outcomes
(FY2017 Cohort): First Recidivating Crime**

Category of Recidivating Offense	Female	Male	Grand Total
Criminal Other	1	8	9
Person Other	2	14	16
Property Other		20	20
Public Order Other		1	1
Robbery	1	5	6
Sex Crime		2	2
Substance/Alcohol		4	4
Weapons	1		1
<i>Did Not Recidivate</i>	41	153	194
Grand Total	46	207	253

Source: results derived from JJIS Reports 00248j, 00248c; and 00255c for OYA FY2017 recidivism cohorts. Oregon Youth Authority, Research Team (2/18/21).

Table 2 presents an overview of recidivism events for juvenile youth released from OYA close custody during FY2017. In all, 30.5% (75 of 246 youth) recidivated within 36 months of release from OYA close custody.

**Table 2: OYA Parole 36-Month Recidivism Outcomes
(FY2017 Cohort): First Recidivating Crime**

Category of Recidivating Offense	Female	Male	Grand Total
Criminal Other		9	9
Person Other		22	22
Property Other	2	11	13
Public Order Other		3	3
Robbery	1	12	13
Sex Crime		3	3
Substance/Alcohol		5	5
Weapons		5	5
Not Classified ¹		2	2
<i>Did Not Recidivate</i>	45	126	171
Grand Total	48	198	246

¹ Based on ORS codes, these offenses appear to related to adult drug crimes.

Source: results derived from JJIS Reports 00248j, 00248c; and 00255c for OYA FY2017 recidivism cohorts. Oregon Youth Authority, Research Team (2/18/21).

Table 3 presents an overview of recidivism events for Department of Corrections (DOC) youth released to DOC post-prison supervision from OYA close custody during FY2017. In all, 21.6% (16 of 74 youth) recidivated within 36 months of release to DOC post-prison supervision. Please note that the DOC analysis does not include recidivism for youth transferred to DOC physical custody (adult prison).

**Table 3: DOC 36-Month Recidivism Outcomes
(FY2017 Cohort): First Recidivating Crime**

Category of Recidivating Offense	Female	Male	Grand Total
Criminal Other		1	1
Person Other		1	1
Property Other	1	1	2
Robbery		1	1
Sex Crime		1	1
Substance/Alcohol		2	2
Weapons		7	7
Not Classified ¹		1	1
<i>Did Not Recidivate</i>	2	56	58
Grand Total	3	71	74

¹ Based on ORS codes, these offenses appear to related to adult drug crimes.

Source: results derived from JJIS Reports 00248j, 00248c; and 00255c for OYA FY2017 recidivism cohorts. Oregon Youth Authority, Research Team (2/18/21).

In an attempt to get to the root of the question around reasons for recidivating, we looked at data on why youth on parole return to a youth correctional facility. This gives more insight into what the issues and risks are for those that needed a higher level of intervention than could be provided in the community. The tables below provide summary information for youth were released to the community from a youth correctional facility, supervised by OYA, and were revoked (returned) to a youth correctional facility.

In 2020, OYA had 145 revocation events, which included 129 unique youth. When a youth is revoked, their Juvenile Parole/Probation Officer (JPPO) records the reason(s) for the revocation. JPPOs have the option to note down more than one contributing factor. For the revocations that occurred in 2020, an average of 5.5 reasons were selected, making it difficult to point to one leading contributor of revocations. It should be remembered that available resources in the community for any given youth also play a role. For example, there may be less tolerance for a youth who has “failed” out of several programs than for a youth who is expressing negative behavior for the first time.

As seen in the table below, youth running away from their community placement was most frequently selected as a contributing factor to the revocation (occurring in 96 of the 145 revocations or 66.2%). Lack of engagement and nuisance behavior in

their community placement were the next most common contributing factors (39.3% and 37.2% respectively), followed by new law violation or pending criminal investigation (34.5%). Severe or dangerous drug use contributed to a revocation 29% of the time.

2020 Total Revocations ²	Unique Youth Revoked	Average # reasons listed
145	129	5.5

Factor Contributing to Revocation ³	Percentage of Total Revocations	Count of Total Revocations
Runaway	66.2%	96
Non-compliant or nuisance behavior	39.3%	57
Lack of treatment/program engagement	37.2%	54
New Law Violation or Pending Criminal Investigation	34.5%	50
Severe or Dangerous Drug Use	29.0%	42
High Risk Behavior ⁴ - Threatening/Menacing	19.3%	28
High Risk Behavior - Gang/Criminal Association or Activity	18.6%	27
Violent/Assaultive Behavior	13.8%	20
Weapon or Contraband Possession	10.3%	15
High Risk Behavior - Sexual	9.7%	14

² The numbers are based on the number of assessments completed at intake and may differ from total revocations (not all intakes may have had a completed assessment). These assessments are just done on male intakes due to OYA having multiple facilities for males and needing to assess placement options.

³ These are not the technical reasons for a revocation as noted in the parole agreement. These are reasons around a revocation that help the facility staff understand the issues in the community for the purposes of case management. It assists in the immediate interventions that may be used.

⁴ High Risk Behavior – This indicates that the behavior showed a high risk related to re-offense (such as a new sex crime), was in violation of parole agreement and/or community safety plan, or the youth was at risk of harm or to cause harm that could not be mitigated in the community.

**How do we know the value we get from county prevention dollars?
(Representative Kropf)**

As noted in the presentation, the distribution to each county is based on population. Each county submits a plan on how they intend to use the dollars, and OYA approves the plan and tracks and monitors for adherence to the plan. The Central and Eastern Oregon Juvenile Justice Consortium (CEOJJC) – a collaboration between 16 Oregon counties that pool their funding - is a great example of this, as they spend a great deal of time examining data and building a collective spending plan for the use of their funds. These local plans are shaped to meet the needs of the local communities.

Juvenile Crime Prevention Basic dollars must be spent on youth 10-17 and Diversion dollars must be spent on youth who are adjudicated and at risk of commitment to OYA. Counties can only spend money on what they put into their plans.

The counties, through the testimony to HB 5039 by the Oregon Juvenile Department Directors Association, will speak to the use of these funds as well as efforts around diversity, equity and inclusion (DEI). As noted, the Youth Development Division also provides funding to the counties, and that funding does integrate plans for DEI. In addition, YDD, OYA and OJDDA worked to develop language for SB 54 (YDD) and SB 83 (OYA) both include language that, “the youth authority, in consultation with county juvenile departments and the Youth Development Division, shall adopt rules to coordinate and align the high-risk juvenile crime prevention plans, the juvenile diversion plans and the juvenile crime prevention basic services.” This language was developed to allow the parties to see how funds are used across the state, create synergies, reduce gaps, and strive towards shared outcomes in intervention, prevention and diversion, including reducing overrepresentation of youth of color in the juvenile justice system.

In order to understand what services are provided by the counties, we looked to our program tracking. The following table indicates high level categories of spending by funding type across the state.

FY 19-21 Juvenile Crime Prevention Basic & Diversion Amounts ALL COUNTIES			
	Budget Amount Basic	Budget Amount Diversion	Combined Basic and Diversion
Accountability	\$423,034	\$0	\$423,034
Competency Development	\$89,772	\$465,300	\$555,072
Family	\$432,762	\$493,846	\$926,608
Gang	\$490,008	\$0	\$490,008
Mental Health	\$49,000	\$224,470	\$273,470
Co-Occurring	\$0	\$11,000	\$11,000
Sex Offender	\$1,000	\$70,016	\$71,016
Substance Abuse	\$24,000	\$0	\$24,000
Other Youth Specific Services	\$1,781,522	\$786,157	\$2,567,679
Detention	\$2,711,639	\$1,520,468	\$4,232,107
Shelter	\$1,099,271	\$847,994	\$1,947,265
Basic Supervision	\$1,714,389	\$1,166,415	\$2,880,804
Intensive Supervision	\$330,597	\$2,212,266	\$2,542,863
Other Basic Services	\$682,688	\$79,000	\$761,688
Non Youth Services	\$169,342	\$502,384	\$671,726
Materials & Supplies	\$5,052	\$1,432	\$6,484
Administration – limited by contract	\$438,392	\$389,629	\$828,022
Total	\$10,442,468	\$8,770,377	\$19,212,845

In order to understand what services counties provide, the list of program categories and their definitions are provided here. While this list includes a lot of things, it provides detail to the above categories and shows the diversity of services.

JCP Basic and Diversion Program Categories and Definitions

Accountability	
Accountability	<p>Services designed to provide a consequence or an accountability experience for a youth. Examples include Extended detention, Community service, and Restitution.</p> <p>Includes services designed to provide alternative service coordination for accountability experiences such as Sanction Court, Peer Court and Youth Court.</p>
Competency Development	
Cultural Enrichment	Services designed to enhance one’s awareness of different cultural practices.
Educational	Elementary and secondary education programs and services designed to assist a youth in obtaining either a high school diploma or a GED.
Independent Living	Services designed to assist a youth transition into independent living.
Skill Development – Non-Residential	<p>Non-residential services that assist youth in changing values, attitudes and beliefs in order to demonstrate pro-social thinking and behavior and in developing life skills and competencies for pro-social thinking and behavior.</p> <p>Interventions in this category include Anger Management, Conflict Resolution, Effective Problem Solving, and Cognitive Restructuring.</p>
Skill Development – Residential	<p>Residential services that assist youth in changing values, attitudes and beliefs in order to demonstrate pro-social thinking and behavior and in developing life skills and competencies for pro-social thinking and behavior.</p> <p>Interventions in this category include Anger Management, Conflict Resolution, Effective Problem Solving, and Cognitive Restructuring.</p>
Therapeutic Foster Care	Foster care in homes with foster parents who have been trained to provide a structured environment that supports youth’s learning social and emotional skills.
Vocational Training	Services to teach basic vocational skills, career exploration, skills and vocational assessment, vocational training, work experience, work readiness and life skills related to maintaining employment.
Work Experience	Services that provide participants with the opportunity to gain knowledge and develop skills and work habits that increase the potential for employment success.

Co-Occurring	
Co-Occurring – Non-Residential	Non-residential and aftercare services designed to treat youth with co-occurring specific DSM-V Mental Health diagnoses and substance abuse issues.
Co-Occurring – Residential	Residential services designed to treat youth with co-occurring specific DSM-V Mental Health diagnoses and substance abuse issues.
Family	
Family Counseling	General family counseling services.
Family Education	Family & Parent Training and Education services. This category excludes family mental health programs and multi-dimensional family services like Family Counseling, Multi-Systemic Therapy & Functional Family Therapy.
Functional Family Therapy	Empirically based family intervention services for youth and their families, including youth with problems such as conduct disorder, violent acting-out, and substance abuse. Service is conducted both in clinic settings as an outpatient therapy and as a home-based model.
Multidimensional Family Therapy	An evidence-based intervention that is an integrated, comprehensive, family-centered treatment for youth problems and disorders.
Multi-Systemic Therapy	Empirically based family intervention service for youth and their families that works on multi-systems within the family and extended family structure.
Firesetter	
Firesetter – Non-Residential	Non-residential treatment services for youth with inappropriate or dangerous use of fire.
Firesetter – Residential	Residential treatment services for youth with inappropriate or dangerous use of fire.
Gang	
Gang – Non-Residential	Non-residential services designed to address juvenile gang related behavior, membership and affiliation.
Gang – Residential	Residential services designed to address juvenile gang related behavior membership and affiliation.
Mental Health	
Mental Health – Non-Residential	Non-residential and aftercare services designed to treat specific DSM-V Mental Health diagnoses.

	Mental Health – Residential	Residential services designed to treat specific DSM-V Mental Health diagnoses.
Other Youth-Specific Services		
	Drug Court	Specialized courts designed to handle cases involving substance abuse where the judiciary, prosecution, defense, probation, law enforcement, mental health, social service and treatment communities’ work together to break the cycle of addiction. Offenders agree to take part in treatment, regular drug screenings, and regular reporting to the drug court judge.
	Foster Care	Foster care
	Mentoring	Services foster a relationship over a prolonged period of time between a youth and older, caring, more experienced individuals who provide help to the younger person to support healthy development.
	Other	
	Other – Residential	Residential services which are unable to be categorized with any of the existing categories.
	Other – Youth Services	Other services which are unable to be categorized with any of the existing categories.
	Victim Related	Services other than Restitution or Community Service that assist youth in developing empathy for victims of their crimes and provide opportunities to repair harm. Interventions in this category include Victim Impact Panels, Victim Offender Mediation.
	Wrap Around	Planning process designed to create individualized plans to meet the needs of children and their families by utilizing their strengths. The exact services vary and are provided through teams that link children, families and foster parents and their support networks with child welfare, health, mental health, educational and juvenile justice service providers to develop and implement comprehensive service and support plans.
Sex Offender		
	Sex Offender – Non-Residential	Non-residential services designed to address juvenile sex offending behavior and prevent subsequent behavior.
	Sex Offender – Residential	Residential services designed to address juvenile sex offending behavior and prevent subsequent behavior.
Substance Abuse		
	Substance Abuse – Non-Residential	Non-residential services designed to address juvenile substance abuse and assist youth in avoiding substance abuse and/or chemical dependency. Interventions include Drug Courts, DUII Impact Panels, Substance Abuse Education and Support Groups and Outpatient Treatment or after care.

	Substance Abuse - Residential	Residential services designed to address juvenile substance abuse and assist youth in avoiding substance abuse and/or chemical dependency.
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Infrastructure Services

Detention		
	Pre-Adjudicatory Detention	Detention based treatment programs may be tracked as a service separate from the custody episode.
	Detention Sanctions	
	Extended Detention	

Basic Service Examples

Basic Supervision													
	<table border="1"> <tr> <td>Probation Supervision</td> <td>Probation supervision in the community</td> </tr> <tr> <td>Court Services</td> <td>Court Services support functions</td> </tr> <tr> <td>Intake</td> <td>Intake and other basic juvenile department functions</td> </tr> </table>	Probation Supervision	Probation supervision in the community	Court Services	Court Services support functions	Intake	Intake and other basic juvenile department functions						
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Basic Supervision		
Medical Services	Medical services such as medication management, routine physicals and dental exams, tattoo removal services and other medical care.	
Medication		
Polygraphs	May be tracked in Services Results of Polygraphs may be tracked in Conditions	
Religious Services	Services that provide the opportunity to improve critical life areas within the context of one's personal faith or value system.	
School Liaison Counselor		
Service Coordinator		
Translation Services		
Transportation & Gas Voucher		
UA's	May be tracked in Services Results of UA's may be tracked in Conditions	
Non-Youth Services		
Office Supplies		
Restitution Coordination Support of Victims		
Services to Parents		
Supervision of Staff		
Miscellaneous		
Administrative Overhead	Per Contract	
Equipment maintenance		
Shelter		
Shelter Care	Shelter based treatment programs may be tracked as a service separate from the custody or service episode. Title IV-E funded shelter programs.	