
Secretary of State

State of Oregon

OREGON YOUTH AUTHORITY

Juvenile Justice System Review



Audits Division

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No. 1999-04

March 10, 1999

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This report contains the results of our limited review of juvenile justice at county juvenile departments. It is the third of a multiple-phase review of our state's juvenile justice system, as required by Senate Bill 1 (SB1) enacted during the Legislative Assembly's 1995 session. This report follows a June 1997 report on safety and security matters and a February 1998 report on treatment and educational programs at the MacLaren and Hillcrest youth correctional facilities.

Each county juvenile department maintains its own database of information on the delinquent youths it processes. Because statewide data is unavailable, the focus of our work and this report is limited to the availability and extent of data on juvenile justice both statewide and in Oregon's 36 counties. Other issues, including resource availability, are discussed in Chapter 2 of this report.

OREGON AUDITS DIVISION

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Fieldwork Completion Date:
October 29, 1998

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EXECUTIVE SUMMARY

Juvenile Justice System Review

Background and Introduction

It is important to recognize that Oregon's juvenile justice system is comprised of the Oregon Youth Authority (OYA), private providers, and 36 counties that operate fairly independently of each other.

Because Oregon's juvenile justice system is a decentralized system, we were unable to obtain statewide data.

The Oregon Legislative Assembly passed Senate Bill 1 (SB1) in 1995. This bill emphasizes the importance of accountability and community protection in Oregon's juvenile justice system.

Although Senate Bill 1 refers to the "juvenile justice system," it is important to recognize that Oregon's juvenile justice system is comprised of the Oregon Youth Authority (OYA), private providers, and 36 counties that operate fairly independently of each other. Each county juvenile department maintains its own database of information on the delinquent youths it processes. Each county also has different funding streams and makes different choices on how available funds will be used. Within each county, local police departments, juvenile departments, local public safety coordinating councils, the Oregon Commission on Children and Families, courts, and district attorneys all are significant players in the juvenile justice system. Recognizing the challenges inherent in a decentralized system with multiple players, county and OYA officials told us about their efforts toward a more collaborative approach, as evidenced by various written agreements between county juvenile departments and between county juvenile departments and OYA. County officials further explained that county juvenile departments are members of the Oregon Juvenile Department Directors' Association, an organization of juvenile department directors that meets regularly to discuss and share information.

Early in our review, we tried to obtain statewide data on juvenile justice including statewide data that is comparable from year to year and from county to county. Because Oregon's juvenile justice system is a decentralized system, we were unable to obtain such statewide data. Therefore, we focused our work on gaining an understanding of how youths are processed through the county juvenile departments and on determining the availability and location of data on delinquent youths. Our work included site visits to seven different county juvenile departments, and interviews with numerous individuals, including state officials, juvenile department management, probation officers, information specialists, and judges.

This report focuses on the availability and extent of data on juvenile justice, both statewide and in Oregon's 36 counties. Other issues, including resource availability, are discussed in Chapter 2 of this report.

Review Results

- **Data Availability**

During our review, we asked counties whether summary reports were available to answer questions, such as the average time that elapses between the commission of a crime and the related disposition. We were told that for many counties additional computer software programming would be necessary to extract data from the counties' databases. We also found that for some questions, such as those relating to completion of treatment programs, summary data was either not available or partially available, with some information in paper files. To compound matters further, acquiring information on one delinquent youth could involve accumulating data from several different sources. Thus, the county may not have readily available all of the information on a youth offender.

A centralized statewide database could assist county juvenile department personnel in making an accurate assessment of a youth entering their system. Further, centralized data could provide accurate and timely information to the citizens of Oregon, legislators, OYA, and county juvenile departments to assist them in making key decisions, such as those relating to program direction and the allocation of resources to areas that are having the greatest effect on reducing juvenile crime.

A new statewide information system is being developed at an estimated cost to the state of Oregon of \$9.6 million.

In response to the need for a centralized data system OYA, in collaboration with a steering committee comprised mostly of state and county officials, is developing a new statewide information system known as the Juvenile Justice Information System (JJIS) at an estimated cost to the state of Oregon of \$9.6 million. According to county officials, counties are spending additional resources for computer hardware, training and support.

Concerns were voiced that raise doubts about the participation of two counties in the project.

During our work, concerns were voiced that raise doubts about the participation of two counties in the JJIS project. Both counties had previously given letters of support and signed intergovernmental agreements with OYA. One of these counties represented approximately 18% of 1997 at risk youth in Oregon.¹ Even though doubts were voiced regarding this county's participation in JJIS, the county's information systems manager told us that the county would still provide the data needed for JJIS. Other concerns include the quality and consistency of data entered into the database. We also noted that any delays in county implementation or production release dates through the third of ten modules being developed could cause counties problems as a result of year 2000 limitations we were told may exist in current software programming.

- **Other Matters**

During our work, we also identified other matters that warrant review. These issues include a review of the availability of detention beds, facilities for juvenile females, shelter and residential beds, and openings in residential and non-residential treatment programs.

Agency Response

The Oregon Youth Authority generally agreed with the conclusions in this report.

¹ At risk youth are defined as youths aged 10 through 17. The percent of at risk youth was calculated using population estimates for Oregon and its counties as provided by Portland State University's Center for Population Research and Census.

Background and Introduction

Oregon Law Emphasizes Accountability and Community Protection

Oregon's Juvenile Justice System is founded on the principles of personal responsibility, accountability and reformation within the context of public safety and restitution to the victims and to the community.

Oregon's juvenile justice system is comprised of the Oregon Youth Authority (OYA), private providers, and 36 counties that operate fairly independently of each other.

Senate Bill 1 (SB1), passed by the Oregon Legislative Assembly in 1995, emphasizes the importance of accountability and community protection in Oregon's juvenile justice system:

The Legislative Assembly declares that in delinquency cases, the purposes of the Oregon juvenile justice system from apprehension forward are to protect the public and reduce juvenile delinquency and to provide fair and impartial procedures for the initiation, adjudication and disposition of allegations of delinquent conduct. The system is founded on the principles of personal responsibility, accountability and reformation within the context of public safety and restitution to the victims and to the community. The system shall provide a continuum of services that emphasize prevention of further criminal activity by the use of early and certain sanctions, reformation and rehabilitation programs and swift and decisive intervention in delinquent behavior. (Section 1a. (1)).

Although the bill refers to the "juvenile justice system," it is important to recognize that Oregon's juvenile justice system is comprised of the Oregon Youth Authority (OYA), private providers, and 36 counties that operate fairly independently of each other. Each county juvenile department maintains its own database of information on the delinquent youths it processes. Each county also has different resource streams and makes different choices on how available resources will be used. Within each county, local police departments, juvenile departments, local public safety coordinating councils, the Oregon Commission on Children and Families, courts, and district attorneys all are significant players in the juvenile justice system. Recognizing the challenges inherent in a decentralized system with multiple players, county and OYA officials told us about their efforts toward a more collaborative approach, as evidenced by various written agreements between county juvenile departments and between county juvenile departments and OYA. County officials further explained that county juvenile departments are members of the Oregon Juvenile Department Directors' Association, an organization of juvenile department directors that meets regularly to discuss and share

information.

In addition to the database of information maintained by county juvenile departments, information on youth offenders may be found in other locations. For example, the Oregon Youth Authority (OYA), a state agency created by Senate Bill 1, also maintains information on delinquent youths.

Typical Case Flow Through the Juvenile Justice System

The following describes how a youth's case generally flows through the juvenile justice system in Oregon. Much of the process is driven by specific state statutes. For example, Oregon Revised Statutes 419C.230 through 419C.245 set forth the requirements for use of formal accountability agreements. A glossary of key terms can be found at the end of this report beginning on page 27.

- **Arrest**

When a youth is arrested, a police report is prepared and sent to the appropriate county juvenile department. Depending in part upon the nature of the alleged crime, the youth may or may not be physically transported to the juvenile department, or a shelter or detention facility.

- **County Actions**

The action taken by the county juvenile department varies from county to county. The department may decide to handle the case informally. For example, it may send a letter to the youth's parents or guardian notifying them of the violation. The juvenile department may also decide to handle the case by entering into a written agreement with the youth called a "formal accountability agreement" or by sending the case through juvenile court for adjudication and disposition.

- **County Diversion Programs**

County officials told us that they are using a range of programs to treat and sanction youths, such as drug and alcohol programs, peer courts, victim offender mediation, and anger management programs. The type and availability of programs vary from county to county.

- **Formal Accountability Agreement**

Formal accountability agreements between the youth and the juvenile department are used in lieu of proceeding with the case through the juvenile court, and may include but not be limited to such requirements as the performance of community service, payment of restitution to the victim, and participation in a counseling or treatment program. By signing a formal accountability agreement, the youth agrees to comply with specific terms laid out in the agreement.

- **Disposition**

For adjudicated youths, who are youths having gone through the juvenile court process, the judge, generally with recommendations from the county juvenile department or OYA personnel, determines an appropriate disposition based on the type of crime committed, the youth's previous criminal history, and the needs of both the community and the offender. Dispositions may include detention, probation, community service, restitution, counseling, treatment, and assignment of guardianship to OYA or SCF. For non-adjudicated youths, juvenile departments can determine dispositions.

Objectives, Scope and Methodology

SB1 requires the juvenile justice system to be regularly and independently audited.

Senate Bill 1 provides that:

Programs, policies and services shall be regularly and independently audited as to their effectiveness in providing public safety and preventing a child's return to criminal behavior. The Secretary of State shall select and oversee the auditors. (Section 1a. (2)).

The Secretary of State Audits Division conducted two prior audits focusing on OYA. Our first audit was a June 1997 audit on safety and security in OYA facilities. (Report No. 97-65) Our second audit was a February 1998 audit that focused on OYA's treatment and educational programs at the MacLaren and Hillcrest youth correctional facilities. (Report No. 98-05)

Early in our review, we tried to obtain statewide data on juvenile justice. We were unable to

Because the juvenile justice system begins in the community, we embarked upon a review of juvenile justice at the county juvenile departments. Early in our review, we tried to obtain statewide data on juvenile justice including statewide data that is comparable from year to year and from county to county. Because Oregon's juvenile justice system is a decentralized

***obtain such
statewide data.***

system with each county and other entities maintaining separate data on juvenile offenders, we were unable to obtain such statewide data.

Therefore, we focused our work on gaining an understanding of how youths are processed through the county juvenile departments and on determining the availability and location of data on delinquent youths. As part of our work, we reviewed pertinent state and federal statutes, rules, OYA budget documents, and other reports and studies. We interviewed OYA officials and other interested parties. In addition, we made site visits to seven different county juvenile departments, and interviewed numerous officials, including juvenile department management, probation officers, information specialists, and judges. We also observed court hearings related to delinquent youths and toured detention facilities. We conducted our work from March to October 1998 in accordance with generally accepted government auditing standards.

This report focuses on the availability and extent of data on juvenile justice, both statewide and in Oregon's 36 counties. Other issues, including resource availability, are discussed in Chapter 2 of this report.

Chapter 1: Data Availability

Juvenile Justice System Needs Statewide Database

No statewide information system currently exists to collect and report data related to juvenile crime.

OYA expects a statewide information system to be completed by June 2001.

Statewide Data Unavailable

No statewide information system currently exists to collect and report data related to juvenile crime. Thus, we were unable on a **statewide basis** to gather critical information that would enable program managers and policy makers to determine the effectiveness of the juvenile justice system as a whole or to compare counties to each other.

For example, we were unable to obtain **statewide** information, such as the average time that elapses between the commission of a crime and signing of a court order or formal accountability agreement. We also could not obtain basic statistical information, on a statewide basis, such as the total number of offenses referred to county juvenile departments that were dismissed, closed at intake without juvenile department action, or handled formally or informally by juvenile departments.

Although we were unable to obtain statewide information, the Oregon Youth Authority (OYA), along with a steering committee comprised mostly of state and county officials, is developing a statewide information system known as the Juvenile Justice Information System (JJIS). This system, which OYA expects to be completed by June 2001, is discussed beginning on page 13 of this report.

County Summary Data Varies

Even if we were to visit all 36 counties, we may still not be able to answer the above questions. We were told that for many counties additional computer software programming would be necessary to extract the data from the counties' databases. We also found that for some questions, such as those relating to completion of treatment programs provided by a variety of organizations in addition to juvenile departments, summary data was either not available or partially available, with some information in paper files.

Furthermore, even if summary data could be obtained at the counties, the counties may not be entering data consistently. As a result, the usefulness of comparisons of data between counties and the overall conclusions made about the condition of Oregon's juvenile justice system would be limited.

Multiple Data Sources Exist on Youth Offenders

The difficulty of collecting county summary information is compounded by the fact that acquiring information on one delinquent youth could involve accumulating data from several different sources. For example, an offending youth may have paper and electronic files in more than one county, in addition to having files at the Oregon Youth Authority (OYA). The following is a list of the several different sources of information where data on delinquent youths may reside:

- Each county juvenile department maintains data files that contain information on the delinquent youths they process through their department. Of the thirty-six counties, four of the larger counties use unique mainframe data processing systems. Most of the remaining counties use a computer system called the Juvenile Department Information System (JDIS), while a few smaller counties may use a manual system or some combination of a manual system and JDIS. Because the systems are not integrated, the information the departments keep on a particular youth may not be complete. For example, a county juvenile department may be unaware of a criminal record for the same youth in a different county.
- Counties also maintain paper files that contain treatment information, family, or other information that may not be available on any computerized information system.
- The Oregon Youth Authority (OYA) also has its own records on youths when guardianship for youths initially processed by the county juvenile department is given to it. In instances in which guardianship is given to the State Office for Services to Children and Families (SCF), SCF also has records on the youths.
- County or state authorities enter arrest information into a statewide information system known as the Law Enforcement Data System (LEDS). Although this is a statewide information system, arrest information is only one piece of the juvenile

The current decentralization of data is inherent to the structure of Oregon's juvenile justice system

Centralized data is the foundation for evaluating the effectiveness of Oregon's juvenile justice system.

justice picture.

- Court employees enter court-related information on delinquent youths into the Oregon Judicial Information Network (OJIN). In addition to court information, the amount of restitution owed and payments made are also entered into OJIN. Some counties rely on OJIN for restitution information, while others track restitution payments internally.
- County District Attorneys and the Oregon Department of Corrections are involved in Measure 11 cases and maintain information files on these offenders. Measure 11, approved by Oregon voters in 1994 requires youths 15 through 17 years of age at the time of certain serious person-to-person offenses to be prosecuted as adults in criminal court.

The current decentralization of data is inherent to the structure of Oregon's juvenile justice system, where contact with youths can involve multiple entities, such as OYA, local police departments, county juvenile departments, county juvenile courts, and district attorneys. As citizens and legislators become more focused on results of the system as a whole, however, the need for a centralized information system becomes vital.

Need for Centralized Data

Centralized data is the foundation for evaluating the effectiveness of Oregon's juvenile justice system. Having a centralized database with information readily available on all of Oregon's delinquent youths could:

- Assist county juvenile department personnel in making an accurate assessment of a youth entering their system. These intake personnel make initial decisions such as whether or not to release the youth or keep the youth in shelter or detention. Even though information on the youth may exist in the county making the assessment, treatment information as well as criminal history information may exist elsewhere, unknown to intake personnel, that could affect their decision. As one probation officer explained to us, trying to find information to make a proper assessment of the youth is currently like "shooting in the dark."

Although county juvenile department intake personnel have arrest data from the Law Enforcement Data System (LEDS), concerns were expressed to us regarding the reliability of

LEDS information. One probation officer told us that LEDS is not always reliable. The director of one of the county juvenile departments we visited expressed his concern about the lack of data input into LEDS. Not updating data in the LEDS system was also a concern voiced by an OYA regional coordinator. For the purposes of this review, we did not test the reliability of the LEDS system.

- Provide accurate and timely information to the citizens of Oregon, legislators, OYA, and county juvenile departments to assist them in making key decisions, such as those relating to program direction and the allocation of resources to areas that are having the greatest effect on reducing juvenile crime.

1994 Statewide Recidivism Report Unavailable

Data on recidivism is one measure of the effectiveness of Oregon's juvenile justice system.

Another problem created by the decentralized data systems is that a required recidivism report could not easily be compiled. Data on recidivism (definition can be found in the "Glossary" located after Chapter 2) is one measure of the effectiveness of Oregon's juvenile justice system.

Section 129 of Senate Bill 1 requires counties to annually submit to OYA statistical recidivism data for the prior year, beginning in 1996. This section also requires OYA to publish an annual comprehensive report on the recidivism data provided by counties.

According to an OYA Research Analyst, the reason for the delay in issuing a report [on recidivism for 1994] is directly linked to problems in obtaining recidivism data from the counties.

The comprehensive recidivism report for 1994 is not expected to be released until late December 1998. According to an OYA Research Analyst, the reason for the delay in issuing a report is directly linked to problems in obtaining recidivism data from the counties. As of September 1998, only 22 of the 36 counties had provided the required information. However, since the larger counties responded, OYA's analyst estimated that the data covered approximately 90 percent of youth, accounting for approximately 21,000 total youths and 90,000 offenses.

The counties where most of the problems occurred were using JDIS (a stand-alone database system used by most counties), and some smaller counties that still process data manually, according to OYA's Research Analyst. The analyst explained that the problems with JDIS are basic to its design, and indicated that perhaps the system was not designed as a tool to extract data. As further explained by OYA officials, JDIS was designed before the passage of Senate Bill 1; thus, the system was not designed

to satisfy Senate Bill 1's data requirements. This criticism about JDIS was also echoed at the county level and is covered in more detail in the "Summary Report Data Available at County Juvenile Departments" section of our report, on page 10.

Annual Reports Prepared by County Juvenile Departments

County juvenile departments are not required by law to publish extensive annual reports on their operations.¹ However, during our work we inquired about the existence of published annual reports in order to identify county juvenile department information readily available to county commissioners, citizens, and other interested parties.

As a result of our inquiries, five counties sent us copies of their 1997 annual reports. We compared these reports and found that the information included in the reports varied by county. For example, all counties provided the number of admissions into detention, while only one county provided the average number of youths released early from detention. Four of the five counties provided the dollar amount of restitution collected during the year. Only one county provided information on their juvenile department's funding sources. Some counties do not publish annual reports.

Legislators and policy makers may not be receiving the information they need to make informed decisions.

Our review of reports further illustrates that legislators and policy makers may not be receiving the information they need to make informed decisions. Information is also not readily available to interested citizens. The following quote from a cover letter sent to us with one juvenile department's annual report may provide insight into why annual reports are either not prepared or may lack sufficient detail to be useful.

Please understand that while the data may be entered into our JDIS [Juvenile Department Information System], I have not been real successful in pulling out meaningful reports for my county commissioners or District Attorney.

¹ Under ORS 419A.014, juvenile departments are required to report annually to the State Commission on Children and Families the frequency with which juveniles are held in preadjudicative detention and the duration of the detention.

Well-designed summary reports are important tools to assist juvenile department officials and key personnel in evaluating their departments and programs.

Summary Report Data Available at County Juvenile Departments

Well-designed summary reports are important tools to assist juvenile department officials and key personnel in evaluating their departments and programs. On a larger scale, if summary reports were available on a statewide basis, the reports could provide useful information to legislators and citizens for determining the status and success of Oregon's juvenile justice system as a whole, as well as identifying those counties whose effectiveness should be further evaluated.

We interviewed computer information system personnel at five of the seven counties we visited, asking whether specific information related to juvenile crime was currently available in summary reports. The following are examples of the types of information we inquired about and the availability of this information in summary reports:

- The total number of offenses referred to the county for crimes against persons, property, and other crimes, for a specified time period. (Similarly, we also asked about the total number of youths involved in the offenses.)

We were told that the JDIS system and the counties included in our interview could provide this information.

- The average time elapsed between the commission of a crime and signing of a court order or a formal accountability agreement.

Only one county indicated that they could provide this information and only then for the signing of a court order. Other counties and JDIS could either not provide this information or the information could be provided if additional computer programming was performed.

- The total number of referrals during a specified time period, that were dismissed, closed at intake without juvenile department action, or handled formally through a petition (court), or informally.

For most counties, officials told us that they could

provide this information, or a piece of this information. JDIS is unable to provide this information unless additional computer programming is done.

- The number of referrals for a specified time period resulting in ordered or agreed-upon community service for misdemeanors and felonies. (We also asked about similar reports for restitution.) Of this number:
 - ❖ the total number where community service was finished,
 - ❖ the total number where community service was not finished by the court ordered or agreed upon final completion date,
 - ❖ the total number with final completion dates not yet due, and
 - ❖ for the number with final completion dates not yet due, the total number current in meeting all terms ordered or agreed upon.

Regarding community service, we were told that for one county additional programming would have to occur to obtain the information. We were also told that the JDIS system is unable to provide such a report for community service. However, for one of the counties we visited that uses JDIS, we were told they could provide a portion of what we inquired about by using the JDIS database and a different software tool. For restitution information, officials from one of the counties stated they rely upon reports from the state's Oregon Judicial Information Network (OJIN) system. Officials from another county using JDIS, told us they were able to obtain the information using JDIS and a separate software tool; however, they were unable to break the information down into felonies and misdemeanors. This official also questioned the reliability of the information from the state's OJIN system.

- For youths sentenced to each level of disposition during a specified time period, the total number and average number of criminal and status referrals preceding placement. (For example, for a specific time period such a report would provide the total and average number of prior referrals for youths that entered into a formal accountability agreement.)

County officials we spoke to told us that they were

JDIS does not provide standard reports that can link a particular group of youths to dispositions of related crimes.

One juvenile department director told us that JDIS does not allow for statistical analysis of youths referred to various sanctions or treatment programs, so counties are forced to rely on mostly anecdotal evidence.

unable to provide this information without additional computer programming. We were told that JDIS would also require additional programming in order to report this information.

The types of reports available from county to county varied and reporting limitations of the JDIS system, used by most counties, were evident from our interviews. All counties stated that they could provide basic reports, such as the total number of referrals for crimes against persons, property, and other crimes and the total number of dispositions for a specified time period. JDIS, however, does not provide standard reports that can link a particular group of youths to dispositions of related crimes. For example, information from JDIS on the number of dispositions received on 1996 referrals and the average time between intake at the juvenile department and disposition is not readily available. The ability to link this information is important for decision-makers, because without this link, one year's referrals cannot be directly tied to their corresponding dispositions. Furthermore, we were told that JDIS is not able to provide information on completion dates of required sanctions or treatment. We were told that the system was not designed with a field where completion dates could be entered. There is a field used for recording the date the referral was closed; however, closing a referral does not mean that all treatment or sanctions were completed. In addition, detail kept on the system for sanctions or treatment is limited. For example, we were told that "residential treatment" would just show as "probation" on the system.

The perceived limitations of JDIS may have been most appropriately summed up by one juvenile department director, who told us that JDIS does not allow for statistical analysis of youths referred to various sanctions or treatment programs, so counties are forced to rely on mostly anecdotal evidence. Two probation officers told us, when we asked how they knew about the effectiveness of the treatment they recommend, that this was done anecdotally. They explained to us that, historically, collecting information has not been a priority and the juvenile justice system has not been "results oriented."

New Statewide Juvenile Justice Information System

In response to the need for a centralized data system, a new statewide information system is being developed.

In response to the need for a centralized data system OYA, in collaboration with a steering committee comprised mostly of state and county officials, including representatives from county juvenile departments, Oregon Department of Corrections, the Oregon State Police, and others, is developing a new statewide information system known as the Juvenile Justice Information System (JJIS). This system is estimated to cost the state of Oregon \$9.6 million. According to county officials, counties are spending additional resources for computer hardware, training and support.

The JJIS system is being developed in a series of 10 modules. According to the JJIS project coordinator, the elements in Module 1 were included in the production release of Module 2.1. The following table shows Modules 2.0 through 10.0, estimated staff hours to complete, estimated duration of effort and, if available, anticipated production release dates. All of the information, except the estimated duration of effort, was obtained from a schedule prepared by OYA in October 1998. ***The anticipated production release dates only apply if the modules are completed in the order listed. After the modules are released, the modules must be implemented at the counties; thus, the module will be functioning statewide sometime after the dates given below.*** According to the JJIS project coordinator, the order of the modules may change; however, the entire project is expected to be completed by June 2001.

TABLE 1
Juvenile Justice Information System
Module Release Schedule

JJIS Module	Title	Estimated Staff Hours	Estimated Duration of Effort	Anticipated Production Release Date
2.0	Post Intake Processing	Completed	Completed	Completed
2.1	Production Release	Completed	Completed	Completed
3.0	Detention Management	2,250	5 months	March 1999
4.0	Health Care/ Schools	1,780	4 months	July 1999
5.0	Service Planning & Evaluation	2,400	3.5 months	November 1999
6.0	Service & Provider Management	2,500	4 months	March 2000
7.0	Partner Access	1,830	5 months	August 2000
8.0	Automated Interfaces	3,200	Not estimated	N/A ²
9.0	Workflow	1,750	Ongoing	N/A ²
10.0	Report/Document Development	Ongoing	Ongoing	Ongoing

² OYA did not provide an anticipated production release date for this module.

Delays in county implementation or further changes to production release dates could cause counties problems as a result of year 2000 limitations that may exist in current software programming.

During our work we were told that JDIS and one of the other systems currently used may not be Year 2000 compliant. According to the JJIS project coordinator, the first three modules of JJIS are basically equivalent to what JDIS currently provides. We noted during our work that the anticipated production release date for the third module changed from January 1999 to March 1999, as of a schedule prepared in October 1998. Delays in county implementation or further changes to production release dates could cause counties problems as a result of year 2000 limitations that may exist in current software programming.

Concern Over County Participation

As of October 1998, not all counties had agreed to participate in JJIS. According to information provided by OYA, eight counties had not yet entered into intergovernmental agreements with OYA. Two of these counties also had not yet given letters of support showing their intent to participate.³

Furthermore, OYA officials were unsure whether two of the counties that had previously given letters of support and signed intergovernmental agreements would participate in JJIS, after all. One of these counties represented approximately 18% of 1997 at risk youth in Oregon;⁴ however, as explained below, the information systems manager for this county told us that the county still would provide the data needed for JJIS. During our work, officials from both counties expressed to us their concerns regarding the project:

- The information systems manager for one county explained that the county has unique needs that will not be immediately addressed by JJIS. As an example, the information systems manager told us that the police use the county system, which must interface with LEDS.⁵ The information systems manager explained that the county is developing a new information system and has also hired an independent

³ An update received from OYA in February 1999 shows that four counties have not entered into intergovernmental agreements. One of these counties also has not given a letter of support.

⁴ See footnote on page vii.

⁵ A LEDS interface is included in planned Module 8. Although OYA did not provide us with an anticipated completion date for this module, OYA is expecting the JJIS project to be fully completed by June 2001.

consultant to determine if JJIS meets the needs of the county.

The information systems manager also explained that attempts to develop an interface between the county's new information system and JJIS did not work because of technological differences. It was also determined there was too much risk of failure for both the county's new information system project and JJIS if they tried a shared database approach. The information systems manager told us that the county would still provide the data needed for JJIS.

- An employee in the information section of the second county told us that the county will enter data into both the county's mainframe system and into JJIS, until JJIS can adequately meet their county's needs. According to this employee, the county's mainframe system performs functions that JJIS may not be able to perform for several years.⁶ For instance, the county relies on its mainframe system to produce automated letters to crime victims, and first-time status offenders, such as youths in possession of alcohol. The mainframe automatically prepares these letters once the police report is entered into the system.

We were told that this county has purchased the required computer hardware and plans to comply with the signed letter of support, although it may be some time before the county begins to use the new system exclusively.

Other Concerns About JJIS Voiced

Another potential problem exists in that the quality of information generated by JJIS will be directly dependent upon the quality of data entered into the database. For the counties we visited, the original source of information entered by the counties into their information systems comes from police reports. The quality of information generated by the JJIS system will be dependent upon the quality of the police reports used by the counties to input data. One juvenile department director expressed his concern that police reports are sometimes incomplete, and some police officers see their reports simply as an internal document and not as a data source for the county. An intake officer at another county expressed his concern that police officers may avoid

⁶ OYA is expecting the JJIS project to be fully completed by June 2001.

The more counties that participate and the more control exercised over the quality and consistency of data input into the system, the better the system will be able to track and measure Oregon's juvenile justice system.

bringing a youth to detention or writing a police report for non-serious crimes because they perceive the juvenile department will not take any action on the youth. This intake officer believes these concerns may stem from police officers not understanding what is done at the juvenile department. All of these factors contribute to differences in the quality and extent of data between counties.

Additionally, with 36 different counties and the extent of detailed information that will eventually need to be entered into the system, there is a risk that counties may omit or inconsistently enter information into data fields. One county information systems manager explained concerns about possible resistance to technology and change, especially from the smaller non-automated counties. For statewide information to be useful, counties will need to enter data and enter it consistently. This will require training of county personnel and periodic reviews by non-county personnel to determine that data fields are being used, and used consistently from county to county. OYA officials told us that they are working with counties to develop consistent definitions for data fields and will provide standardized training to the counties and state.

Overall Conclusions

In order for JJIS to be a successful statewide database system, capable of generating useful information to legislators, policy makers, and citizens, county participation is essential. The more counties that participate and the more control exercised over the quality and consistency of data input into the system, the better the system will be able to track and measure Oregon's juvenile justice system.

Chapter 2: Other Matters

Each county has different funding streams and makes choices on how available funds will be used.

Officials in three of the seven counties we visited expressed concern over the availability of detention beds.

During our work, we identified other matters that warrant further review. These issues include a review of the availability of detention beds, facilities for juvenile females, shelter and residential beds, and residential and non-residential treatment programs.

Resource Availability

Each county has different funding streams and makes choices on how available funds will be used. These choices will effect the type of resources, such as detention and shelter beds, available for delinquent youths. Decisions made by the Oregon Youth Authority (OYA) also effect the availability of these resources. OYA houses adjudicated youths in regional correctional facilities and also enters into contracts with providers to supply a variety of residential, shelter, and treatment services. The availability of beds and treatment programs through OYA impacts residential and shelter beds and treatment program availability at the county level.

During our work, county officials voiced concerns to us regarding the availability of detention beds, facilities for juvenile females, shelter and residential beds, and openings in residential and non-residential treatment programs. The following describes some of these issues:

Detention Bed Resources

County Officials' Views and Other Information Obtained

During our work, officials in three of the seven counties we visited expressed concern over the availability of detention beds. One of these counties has a new facility under construction that is scheduled for completion in 1999.

A probation officer from one of the three counties citing availability concerns explained how small crimes are not usually addressed until perhaps the fifth or later referral, and how youths committing crimes, such as Theft 2, are not held in detention. This probation officer contrasted this to his experience from 12 years earlier when runaways were locked in detention. An intake

One county's 1997 annual report shows a monthly average of 13.87 youths released early [from detention].

officer for the same county explained that youths committing property crimes are likely to be released because the detention facility is almost always full and decisions sometimes have to be made to release one youth to make room for another.

While observing juvenile court proceedings in one county, we noticed that the judge told several juveniles that he would have sentenced them to detention, if the county had available detention bed space. The judge later explained to us that he threatens youths with detention time in an effort to scare them into refraining from committing more crimes. If a youth returns a second or third time the judge will order detention just to maintain credibility. As a result, another youth must be released from detention in order to make bed space available. This judge explained that youths housed in detention have typically committed very serious crimes, which does not leave room for the judge to sentence the more minor offenders for short stays, which this judge believes to be an effective deterrent.

The county's 1997 annual report shows an average length of stay in detention of 10.7 days, and a monthly average of 13.87 youths released early. This report explains that Measure 11 youths awaiting trial filled several beds for 6 months or longer. As stated earlier in the report, these Measure 11 youths reduced the number of beds available in detention for use as a consequence or pre-adjudication placement.

According to the 1997 annual report of a different county, the average length of stay was 8.2 days for males and 6.3 days for females. This report explained the county's need to limit court sentences to eight days or less in detention because a sufficient number of detention beds is not available.

Detention Statute Requirements

State statutes place strict requirements on placing youths in detention. As explained by the assistant director of one county juvenile department, unlike the adult corrections system, youths have no right to bail; thus, to help guarantee substantial fairness, the legislature enacted tough standards for detaining youths. Therefore, delinquent youths released early most likely have committed serious crimes.

These standards include a maximum of 36 hours in which youths can be held prior to a hearing.

Oregon Revised Statutes (ORS) Section 419C.130 through 419C.159 provides detention requirements for youths. These standards include a maximum of 36 hours in which youths accused of committing a crime (if committed by an adult) can be held prior to a hearing. Beyond that, youths can be held prior to adjudication a maximum of 28 days. According to ORS 419C.150, detention may be extended for no more than an additional 28 days unless the adjudication is continued with the express consent of the youth (ORS 419C.150). To be held in pre-adjudication detention, ORS 419C.145 (1) requires that a youth meet one or more of the following conditions:

- Youth is a fugitive from another jurisdiction;
- Youth committed or attempted to commit a crime involving infliction of physical injury to another person or any felony;
- Youth has willfully failed to appear at one or more juvenile court proceedings by having disobeyed a proper summons, citation or subpoena;
- Youth is currently on probation and probable cause exists to believe the youth has violated one or more conditions of that probation;
- Youth has violated a condition of release and is subject to conditions of release pending or following adjudication of a petition;
- Youth is alleged to be in possession of a firearm in violation of statutes.

ORS 419C.145 (2) places further restrictions on placing a youth in detention. This section of the statutes requires a youth meeting the above requirements to be released to the custody of a parent or other responsible person or released upon the youth's own recognizance or placed in shelter care, unless there is probable cause to believe:

- No less restrictive means to the youth's liberty would give reasonable assurance that the youth will attend the adjudicative hearing; or
- The youth's behavior endangers the physical welfare of the

youth or another person, or endangers the community.

Methods Used by Some Counties to Manage Detention Beds

To allow the county judge the ability to sentence a youth to detention, one county juvenile department reserves two detention beds for court ordered sentencing. The judge in this county schedules youths for detention in these beds. In some cases, youths are sent immediately to detention. In other cases, youths are scheduled to go to detention on a future date.

Another county juvenile department utilizes home detention. The 1997 annual report for this county reports 95% of youths on home detention complete the program without re-offending, and 85% of youths on probation are not referred for a new offense.

Some concerns regarding availability of facilities to serve juvenile females were voiced.

Facilities for Juvenile Females

In two of the seven counties we visited, concerns regarding availability of facilities to serve juvenile females were voiced. One county official, responsible for making placement recommendations, told us there is only one secure treatment facility for females and a six-month wait is not unusual. An intake officer in another county told us that there were no beds available in the county for females needing residential alcohol and drug treatment.

Oregon Revised Statutes (ORS) Section 417.270 declares it is public policy to have equal access to services for females under 18 years old, including juvenile corrections programs.

Residential and Shelter Beds and Residential and Non-Residential Treatment Resources

During our work, we heard concerns about a lack of placement options for delinquent youths. For example, we heard concerns regarding waiting lists for treatment programs that extend as long as a year. One probation officer told us about a 13-year-old youth who was recently sent to one of the OYA's correction facilities because the program best suited for the youth had a waiting time of about one year. A judge we interviewed voiced his concern that delays in openings at certain programs allow youths time to commit more crimes instead of receiving proper and timely punishment.

Some officials expressed concern about access to placement options after the creation of the OYA.

There are likely multiple causes impacting the availability of placement options. During our work, however, officials in five of the seven counties we visited expressed concern about access to placement options after the creation of the OYA. Although they expressed some frustration, officials in one of the five counties did not believe the effect on placement options was a significant issue. County officials in the remaining four counties expressed more concern.

Prior to January 1, 1996, the date when OYA came into existence, the Children's Services Division (CSD), now known as the State Office for Services to Children and Families (SCF), was the guardian for both dependent and delinquent youths. Beginning with OYA's creation in 1996, SCF emerged as the state agency responsible for dependent youths and OYA as the state agency responsible for delinquent youths. Under the former structure, CSD contracted with providers for a variety of residential, shelter, and treatment services. Some of these services were used by both delinquent and dependent youths. Prior to OYA's inception, a work group was formed to make recommendations on how to split residential treatment and local shelter resources between OYA and SCF. Access to these resources depends upon whether SCF or OYA is guardian. County officials told us that dual guardianship over youths is rare.

The juvenile court has the power to place a youth with SCF or OYA; however, in the case of a post adjudicative commitment to SCF, ORS 419C.478 (3) places restrictions on when placements can be made. For example, placement in SCF programs can be made if the court finds that, because of a youth offender's mental or emotional condition, the youth offender is not amenable to reform and rehabilitation through participation in the programs provided and administered by OYA and is amenable through participation in programs provided and administered by SCF. The court also requires that SCF be able to provide adequate security to protect the community and the youth offender and must provide for periodic review of the placement.

Two probation officers in one county we visited charged delayed treatment of youths to administrative problems, such as the funding streams of OYA and SCF. As an example, they explained what might happen at a facility with a designated number of OYA and SCF beds. At the time of placement there may only be an SCF bed available. The juvenile department has to "jump through hoops and red tape" to try to get a youth into the

facility on a dependency issue (SCF) rather than a delinquency issue (OYA). These probation officers gave us their opinion that in some cases dual guardianship would be appropriate.

A judge we interviewed in a different county explained the difficulty in categorizing some youths as either dependent or delinquent. The judge told us that sometimes a youth might fall under both categories because a youth may have a history of criminal activity as well as neglectful parents.

County Purchases Additional Beds

According to a diversion counselor in one county juvenile department, the county has a diversion team that has a pool of funds that can be used to buy additional shelter and residential treatment beds. The counselor indicated that in some instances beds are available if a county has the resources to pay for them.

Commendation

The courtesies and cooperation extended by officials and staff of the Oregon Youth Authority and the County Juvenile Departments were commendable and sincerely appreciated.

Audit Team

Drummond E. Kahn, MS, CGFM, Audit Administrator

Sandra K. Horst, CPA

Jason M. Stanley, CPA

GLOSSARY

<i>Adjudication</i>	A court hearing in juvenile court without a jury. According to ORS 419C.400 (2), the facts alleged in the petition showing the youth to be within the jurisdiction of the court, unless admitted, must be established beyond a reasonable doubt.
<i>Detention</i>	As defined in ORS 419A.004, a facility for the detention of dependent children or delinquent youths pursuant to a judicial commitment or order.
<i>County Juvenile Departments</i>	<p>Juvenile departments are considered county agencies. The duties of a juvenile department director or counselor, as set forth in ORS 419A.012, include:</p> <ul style="list-style-type: none"> • Make or cause to be made an investigation of every child brought before the court and report fully thereon to the court. • Be present in court to represent the interests of the child when the case is heard. • Furnish such information and assistance as the court requires. • Take charge of any child before and after the hearing as may be directed by the court. <p>ORS 419A.022 requires counties with greater than 400,000 inhabitants to provide detention rooms and hospital wards as may be necessary for the care, custody and discipline of minor children.</p>
<i>Disposition</i>	Outcome of a juvenile department or court action that may include such determinations as probation, restitution, community service, and treatment or commitment to a state agency.
<i>Formal Accountability Agreement</i>	As described in ORS 419C.233, a formal accountability agreement is a voluntary contract between a youth and a juvenile department whereby the youth agrees to fulfill certain conditions in exchange for not having a petition filed against him or her.
<i>Juvenile Court</i>	As defined in ORS 419A.004, the court having jurisdiction of juvenile matters in the several counties of this state.
<i>Juvenile Department Information System (JDIS)</i>	This is an information system currently used by most county juvenile departments to track information on juvenile offenders having contact with their counties' juvenile departments.

Juvenile Justice Information System (JJIS)

New statewide information system under development by OYA, in collaboration with a steering committee comprised mostly of state and county officials, including representatives from county juvenile departments, Oregon Department of Corrections, the Oregon State Police, and others.

Law Enforcement Data System (LEDS)

This is the central state criminal justice telecommunications and information system. Arrest data is entered into this system.

Local Public Safety Coordinating Council

According to ORS 423.560 and ORS 423.565, a local public safety coordinating council, comprised of civil and criminal justice officials, is responsible for developing and recommending plans for use of state and local resources to serve the local offender population, including the local youth offender population. The council also is responsible for coordinating local criminal justice policy and local juvenile justice policy among affected criminal justice and juvenile justice entities. This council is further responsible, in consultation with the local commission on children and families, for the development and recommendation of a plan to the county board of commissioners designed to prevent criminal involvement by youths.

Oregon Commission on Children and Families

Formerly the Oregon Community Children and Youth Services Commission, the Oregon Commission on Children and Families was created by 1993 legislation. The commission is an advocacy group for children and families in Oregon whose members are appointed by the Governor for four-year terms. All 36 counties have local commissions responsible for major decision making, comprehensive planning, fiscal management and grant making.

Oregon Judicial Information Network (OJIN)

The state courts at the counties maintain this information system. Court information, as well as restitution orders and payments, are maintained on the system.

Oregon Youth Authority (OYA)

Created by 1995 legislation, OYA came into existence on January 1, 1996. OYA is responsible for supervising the management and administration of youth correctional facilities, parole and probation services, community out-of-home placement for youth offenders, and other functions related to state programs for youth offenders between the ages of 12 and 25 years who have been committed to the OYA by county juvenile courts.

Petition

A petition is a document that initiates a court proceeding. In accordance with ORS 419C.250, a petition alleging that a youth is within the jurisdiction of the court may be filed by the state, acting through the district attorney, Attorney General, or when authorized by the district attorney, through the juvenile

	<p>department counselor.</p>
<p>Recidivism</p>	<p>OYA provided us with the following definition required by Senate Bill 1 and agreed upon by the Commission on Children and Families, the Oregon Juvenile Department Directors’ Association and the Oregon Youth Authority: As a measure of public safety, recidivism is defined as a new criminal referral. A referral is a law enforcement report to a juvenile department alleging one or more felony and/or misdemeanor acts. Measurement of recidivism includes the rate and severity of new crimes and other relevant factors. As a further measure of behaviors that put youths and communities at risk, referrals to juvenile departments for non-criminal violations, including status offenses, will be reported.</p>
<p>Referral</p>	<p>A referral is a law enforcement report to a juvenile department alleging one or more offenses.</p>
<p>Residential Beds</p>	<p>Residential beds include:</p> <p>Foster care — long-term care given in a family setting; and</p> <p>Family group home care — certified family-based living environment. Group home providers have received specialized training in dealing with difficult youths.</p> <p>Residential care also includes residential treatment programs.</p>
<p>Restitution</p>	<p>As defined in ORS 137.103, restitution means full, partial or nominal payment of pecuniary damages to a victim. Under ORS 419C.465, the court may order a youth within its jurisdiction to perform personal service for the victim as a condition of probation. Personal service performed pursuant to the order shall constitute full or partial satisfaction of any restitution ordered by the court.</p>
<p>Shelter Care</p>	<p>As defined in ORS 419A.004, a home or other facility suitable for the safekeeping of a child who is taken into temporary custody pending investigation and disposition where the circumstances are such that the child does not need to be kept in secure custody.</p>
<p>State Office for Services to Children and Families (SCF)</p>	<p>Formerly known as the Children’s Services Division, SCF is a state agency whose mission is to protect Oregon’s abused and neglected children and provide them with safe and permanent families.</p>

Status Offenses

Non-criminal violations, such as curfew, smoking, runaway and incorrigible behavior.

Youth Offender

As defined in ORS 419A.004, a person at least 12 years of age and under 18 years of age who has been found to be within the jurisdiction of the juvenile court.

AGENCY'S RESPONSE TO THE AUDIT REPORT



Oregon

John A. Kitzhaber, M.D., Governor

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February 19, 1999

John N. Lattimer, Director
Audits Division
Office of the Secretary of State
255 Capitol Street NE Suite 500
Salem, Oregon 97310

Dear Mr. Lattimer:

RE: Response to Oregon Secretary of State Audits Division

The Oregon Youth Authority is pleased to respond to the Secretary of State Audits Division's third review of the Oregon Youth Authority specifically focusing on Oregon's Juvenile Justice System, as required by Senate Bill 1, now codified in ORS 419C.001(2).

OYA concurs with the Audits Division's review and report. Our agency generally agrees with the substantive positions documented in the report. We do, however, wish to comment briefly on several items in regard to the report. We have also included comments made by the County Juvenile Departments who participated in the audit.

Complexity and Multi-Faceted Nature of Oregon's Juvenile Justice System (as discussed on pages 1-2 of the audit report):

The report accurately refers to the complexities of Oregon's system and its multi-faceted nature. It also describes the commitment to partnerships and collaboration among the players in the system and the steady strengthening of relationships that have developed during recent years. Efforts toward cooperation include, among other efforts, the following agreements between OYA and counties. Roles are clarified and planning efforts enhanced by these agreements among Juvenile Justice partners.

John N. Lattimer, Director
 February 19, 1999

County	Co-Mgmt. Agreement ¹	Regional CAP Agreement ²	JJIS IGA ³	Diversion Agreement ⁴
Baker	X	X	X	X
Benton	X	X	X	X
Clackamas	X	X	X	X
Clatsop*		X	X	X
Columbia	X	X		X
Coos	X	X	X	X
Crook	X	X	X	X
Curry	X	X	X	X
Deschutes	X	X	X	X
Douglas	X	X	X	X
Gilliam	X	X	X	X
Grant	X	X	X	X
Harney	X	X	X	X
Hood River	X	X	X	X
Jackson		X		X
Jefferson	X	X	X	X
Josephine		X	X	X
Klamath				X
Lake	X	X	X	X
Lane	X	X	X	X
Lincoln*		X	X	X
Linn	X	X	X	X
Malheur	X	X	X	X
Marion		X	X	
Morrow	X	X	X	X
Multnomah	X	X	X	X
Polk*		X	X	X
Sherman	X	X	X	X
Tillamook	X	X	X	X
Umatilla	X	X		X
Union	X	X	X	X
Wallowa	X	X	X	X
Wasco	X	X	X	X
Washington	X	X	X	X
Wheeler	X	X	X	X
Yamhill*		X	X	X
TOTAL	28	35	32	35

¹ **Co-Management Agreement** – agreement between OYA and county that outlines shared vision and principles of objectives both parties will be working collectively to accomplish during the duration of the agreement.

² **Regional CAP Agreement** – OYA and counties agree to operate under a combined Area capacity for management of closed custody bed resources.

³ **Juvenile Justice Information System Intergovernmental Agreement** – sets forth responsibilities of OYA and a county for successful operation of an effective, coordinated, and integrated juvenile justice system, particularly in terms of hardware, software, maintenance, support, and training.

⁴ **Diversion Agreement** – agreement between OYA and county on how predisposition and evaluation services, disposition of parole violators, community programs, detention backup, and CAP management will be operated.

* Currently in final negotiations.

John N. Lattimer, Director
February 19, 1999

Lack of Statewide Data and the "Promise" of JJIS (as discussed on pages 5-8 of the audit report):

While there is agreement related to the lack of statewide data available for a more specific evaluation of programs and services as reported, there is also overwhelming confidence surrounding the development and future implementation of Oregon's new Juvenile Justice Information System (JJIS). When fully implemented, JJIS will provide statewide data on arrests, performance measures, minority and gender-specific issues and recidivism. The outcome will be an integrated statewide information system that will support program development, case management and program planning evaluation for all levels of the Juvenile Justice system.

Recidivism Reporting (as discussed on page 8 of the audit report):

The scope of Oregon's effort to define and analyze juvenile offender recidivism is believed to be at the forefront nationally. The development of recidivism reporting has been a collaborative effort between the Oregon Juvenile Department Directors Association, the Oregon Youth Authority, and the Oregon Commission on Children and Families. While early in its development, the initial round of recidivism data collection (for 1994) has been completed with the first report due for release by the end of February 1999. Data is currently being collected for 1996, 1997, and 1998 that would report on the recidivism of juvenile offenders in 1995, 1996, and 1997. Report release will be later this year.

Response from Participating Counties

Participating County Juvenile Departments also concur with the substance of the audit report. They have responded as follows:

JJIS

As partners in JJIS with the Oregon Youth Authority, we support full development of the system as a tool to keep better data and better understand and communicate how the juvenile justice system works. It will also assist us in conducting research dealing with strategies and program effectiveness.

As we developed the vision for JJIS we discovered through a national search that there are no other data bases currently available that provide the full range of features of JJIS.

County juvenile departments and Boards of Commissioners believe this project is important enough that they have agreed to participate and to commit significant local resources to optimize its functionality at the local level.

The large county identified in the report as not taking part in JJIS did participate in the planning and development of JJIS. However, the county decided to develop a separate computer data system to meet specific needs in that county. The system will use the same code and data elements as JJIS to help facilitate the exchange of information between the two

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systems. Mandatory state reporting requirements will be met and information will be provided on a time frame as needed.

Research

Although the juvenile justice system's research capacity can and needs to be enhanced, significant efforts have been undertaken to identify promising approaches to juvenile crime. Organizations such as the Oregon Social Learning Center, the University of Oregon, Oregon State University and Portland State University have done significant work in this area.

Measurable outcomes tied to the Oregon Benchmarks will also be a key feature of the Juvenile Crime Prevention Partnership the Oregon Legislature is currently considering, with \$1 million proposed for evaluation, training and administration.

Best practices and meta-analysis research have been the themes of the last two Oregon Juvenile Department Directors' Association annual conferences and national experts, including the deputy director of the Federal Office of Juvenile Justice and Delinquency Prevention presented the latest information on program effectiveness to the Oregon Legislature the first week of the current session.

Recidivism

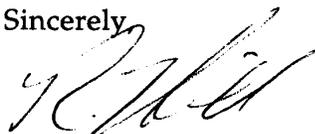
After working out the discrepancies in the existing data for 1994 for most of the counties, the first recidivism report required by Senate Bill 1 will be released by the end of February 1999. The 1995 and 1996 calendar year reports are expected to be available this spring.

Resources

We concur with the audit report that there continues to be a significant and nearly universal need for additional detention, shelter and residential treatment resources. Inability to hold youth accountable is a concern in most counties and the anecdotal reports of long waiting periods to place youth is not overstated.

In closing, we would like to give recognition to the Secretary of State's Audit team for their professional demeanor during the process of the audit. Their positive manner was well received by the OYA staff and reflected well on the Audits Division.

Sincerely,



Rick Hill
Director

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<i>Deputy Director</i>	Catherine E. Pollino, CGFM
<i>Deputy Director</i>	Sharron E. Walker, CPA, CFE

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