

# **Equal Access to Services for Female and Male Youth**

## **Report on House Bill 3576 (ORS 417.270)**

### **Oregon Youth Authority**

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#### **INTRODUCTION**

On July 28, 1993, Governor Barbara Roberts signed into law House Bill 3576 (ORS 417.270) — a law that, for the first time in Oregon, required state agencies serving children under the age of 18 to plan, implement and provide equal access to gender-appropriate services, and ensure parity in the allocation of moneys and services to males and females.

Senate Bill 1 (1995) established the Oregon Youth Authority (OYA) and charged the OYA with the responsibility to "apply the equal access provisions of ORS 417.270 in the development and administration of youth correction facilities, programs and services..." The OYA is pleased to submit this 2007 report outlining the agency's efforts to ensure a continuum of gender-appropriate services for all youth offenders.

#### **OUTLINE**

This report is divided into five sections:

- Section I details ORS 417.270, Oregon's Equal Access statute
- Section II describes the youth served by the Oregon Youth Authority
- Section III describes the services provided by the Oregon Youth Authority
- Section IV describes the OYA's accomplishments for 2005-07
- Section V describes the Agency Plan for 2007-09

February 12, 2007

## **Section I**

### **ORS 417.270, Equal Access statute**

ORS 417.270 requires that:

“(3) (a): Any state administrative agency that regularly provides services to minors shall, when the agency submits its annual budget to the Legislative Assembly, specify the percentages of moneys allocated to, and expended for, the two separate groups, males under 18 years of age and females under 18 years of age;

“(b): all state agencies providing human services and juvenile corrections programs shall identify existing disparities in the allocations of moneys and services to, and expended for, the two groups, males under 18 years of age and females under 18 years of age, and shall document such disparities, if any, for the purpose of reporting the information to the next session of the Legislative Assembly; and

“(c): The state agencies described in subsection (1) of this section shall:

(A) Develop a plan to implement equal access to appropriate services and treatment, based on presenting behaviors, for both male under 18 years of age and females under 18 years of age, by January 1, 1995; and

(B) Monitor the implementation and result of newly enacted legislation intended to improve services for females under 18 years of age.”

“(4): As used in subsection (3) (b) of this section, disparities include, but are not limited to, disparities in:

“(a) the nature, extent and effectiveness of services offered for females under 18 years of age within the areas of teen pregnancy, physical and sexual abuse, alcohol and drug abuse, services offered for runaway and homeless females under 18 years of age and services offered for females under 18 years of age who are involved in gangs or other delinquent activity; and

“(b) The equity of services offered to at-risk children and youth with respect to gender within the areas of physical and sexual abuse, alcohol and drug abuse and service offered to runaway and homeless children and youth.”

## **Section II**

### **Youth served by the Oregon Youth Authority**

ORS 417.270 requires state agencies to submit documentation regarding funds allocated to and expended for males and females under the age of 18. SB 1 mandates that the Oregon Youth Authority (OYA) serve offenders to age 25, and so, the data and information in this report reflects the entire population served by the OYA, not just youth under the age of 18. The OYA has taken the position that continuums of gender-specific and culturally appropriate care and services will be available to all offenders under OYA custody, regardless of age. The OYA provides services to offenders, ages 12 to 25, who have committed a crime prior to their 18<sup>th</sup> birthday. These youth are either adjudicated in juvenile court and committed to OYA, or are committed to the Department of Corrections but, due to their age, are placed in the physical custody of OYA. The OYA works in collaboration with county juvenile departments and the Department of Corrections to provide services to youth under both adult and juvenile court jurisdictions.

Approximately 63% of young women in close custody and 78% of young women under community supervision are under the age of 18, with one third of females in close custody and more than one fifth of females under community supervision being over age 18. Approximately 48% of male offenders in close custody and 68% under community supervision are under the age of 18, with over one half in close custody and one third under community supervision being 18 or older. (source: Juvenile Justice Information System [JJIS] July , 2006). This requires a high degree of collaboration with both child-serving and adult-serving community programs.

Male offenders represent 87% of the total number of offenders served by OYA and 92% of the agency's close custody population. Female offenders represent 13% of the total number of offenders served by OYA and 8% of the agency's close custody population (source: JJIS).

The prevalence of mental illness and addictions in young women involved in Oregon's juvenile justice system continues to far exceed that of female adolescents and young adults in the general population. Young female offenders with severe mental health and/or addiction problems require more intensive treatment intervention and resources than do females without these issues. Young women's complex problems and needs, often the result of trauma and abuse, require more psychiatric and psychological assessment and intervention.

In aggregate, young women receive significantly more mental health and physical health care than males in close custody settings, as is evidenced by use of medical staff time and medication costs. (source: 2005-07 OYA expenditure data).

There are distinct differences between females and males committed to OYA custody. Females are much less likely to have been committed for a sexual offense, and are far less likely to have had previous referrals for illegal use of weapons. On the other hand, OYA data indicates that females are far more likely to have been committed for an offense involving illegal substances and to have documented histories of sexual abuse.

The following charts (data obtained from the 2006 OYA Mental Health Gap Survey and JJIS) demonstrate the similarities and differences in the criminal activity and social characteristics between the young women and young men served in March 2006:

Female Offenders in OYA Custody	Male Offenders in OYA Custody
<p><b><u>Criminal activity:</u></b>            6% Sex Offense            2% Homicide Related            29% Person            4% Robbery            35% Property            2% Arson            12% Substance/Alcohol            1% Weapon            1% Public Order            8% Other Criminal            77% have committed at least 1 serious crime (felony or homicide-related)            5% have had a prior weapon referral</p>	<p><b><u>Criminal activity:</u></b>            40% Sex Offense            2% Homicide Related            14% Person            6% Robbery            28% Property            2% Arson            3% Substance/Alcohol            2% Weapon            1% Public Order            2% Other Criminal            91% have committed at least 1 serious crime (felony or homicide-related)            9% have had a prior weapon referral</p>

Female Offenders in OYA Custody	Male Offenders in OYA Custody
<p><b><u>Social characteristics:</u></b>            93% Use Alcohol or Drugs            77% Diagnosed Mental Health Disorders<sup>1</sup>            49% Diagnosed Conduct Disorder            16% Past Suicidal Behavior            57% Sexually Abused            29% Special Education            79% Parents Use Alcohol or Drugs            65% History of Jail/Imprisonment in Family<sup>2</sup>  <small><sup>1</sup> excluding Conduct Disorder</small>  <small><sup>2</sup> only includes youth with moderate/high risk levels on the Full Risk Assessment</small></p>	<p><b><u>Social characteristics:</u></b>            75% Use Alcohol or Drugs            65% Diagnosed Mental Health Disorders<sup>1</sup>            53% Diagnosed Conduct Disorder            8% Past Suicidal Behavior            31% Sexually Abused            34% Special Education            67% Parents Use Alcohol or Drugs            62% History of Jail/Imprisonment in Family<sup>2</sup>  <small><sup>1</sup> excluding Conduct Disorder</small>  <small><sup>2</sup> only includes youth with moderate/high risk levels on the Full Risk Assessment</small></p>

## **Section III**

### **Services provided**

#### **Assessment of youth**

All youth committed to OYA receive the OYA Risk Pre-Screen. The pre-screen instrument evaluates items such as history/current drug use, history/current alcohol use, history of physical, sexual, or emotional abuse, neglect, and any history of mental health problems to determine the level of risk for future criminal behavior presented by the youth. Youth who score high on the pre-screen receive the comprehensive OYA Risk/Needs Assessment. Any youth scoring high in any section of this assessment (e.g., mental health, alcohol and drug) will receive more in-depth assessment in that domain. Assessments are utilized to establish goals and interventions that are individualized based on the offender's abilities and learning style and to establish the level of service commensurate with the offender's risk for re-offending.

#### **Case planning**

A comprehensive, individualized case plan is developed for each offender. Case plans are designed to follow the youth throughout the different types of services and levels of care they may receive through the OYA. The case plan evaluates the youth's strengths and needs, and focuses on reducing criminogenic risk and developing pro-social skills. Progress is measured through re-assessment, which measures changes to risk or protective factors during a youth's involvement with the OYA.

#### **Treatment matching**

Risk levels assist the OYA in matching individual youth to treatment. Research has shown that matching service types and intensities to the level of risk presented by the offender is most effective in reducing recidivism. Evidence-based, curriculum-driven treatment groups are incorporated as treatment interventions, based on the presenting problems identified during the process of assessment. Where applicable, gender-specific treatment services are applied in individual and group settings, e.g., "*Seeking Safety*", a gender-specific curriculum for young women, addressing Post-Traumatic Stress Disorder (PTSD) and substance abuse, and "*A New Freedom Program*", which addresses gender-specific issues, both female and male, related to gang involvement. The OYA continues to build its capacity to provide evidence-based services, including those with particular benefits for young women.

#### **Community Services**

The OYA's community-based services are provided in collaboration with community partners, including the county juvenile departments, mental health departments, the Oregon Department of Human Services, and other community-based service providers, some of whom are under direct contract with the OYA. A multi-disciplinary team process in each county provides for the planning and resource development for each youth offender, based on the individualized needs identified during the assessment process. Approximately 17% of the population served by the OYA consists of young women in the community. (JJIS data, July 2006).

Co-management agreements with county juvenile departments stress individualized planning for each youth offender, and include a commitment to provide a full continuum of gender-appropriate and culturally relevant services. State Diversion, Juvenile Crime Prevention funds, and Individualized Service funds are utilized to provide an array of services including Multi-Systemic Therapy (MST), Functional Family Therapy (FFT), Youth of Color resources, and Independent Living Services. Each community develops its own process, resources, and services to reflect the needs of its youth through a collaborative planning process. During this biennium, each county contracted individualized services to customize services and interventions.

Female sex offenders represent 3% of the total population of youth committed for sexual offenses. (JJIS, November 2006). Overall, from 2004 to 2006, the number of youth committed to the OYA for sex offenses decreased by 9%, from 690 to 635 youth (JJIS data). Treatment services for both male and female youth with sex offending issues focus on both risks and needs of the individual youth. The goal of treatment is to reduce offending behaviors and to provide opportunity to gain skills and competencies that enable the youth to lead a productive and non-offending life. Treatment approaches are gender-appropriate and address the specific needs of male and female youth.

### **Community Placement Services**

As of November 2006, the OYA has foster homes which are certified to provide up to 139 foster care placements. OYA has foster homes which are exclusively certified to provide foster care to young women. Foster care initial training standards have been revised to reflect information and awareness about issues such as child/adolescent development, mental health, substance abuse, trauma, grief and loss. Multi-Dimensional Treatment Foster Care (MTFC), an evidence-based foster care model, is currently being used for both males and females whose risk/needs levels allow them to be served in a program-supported foster care setting. The current capacity for MTFC is 30 beds.

The OYA contracts for community residential beds in both program-based and proctor care-based settings. These resources are allocated as 55% male-only, 15% female-only, with 30% available for either males or females. The OYA continues to provide a continuum of dedicated community-based residential resources and supports for youth offenders, from secure residential placements to independent living. Youth are served in proctor care or residential program settings depending on the type of service determined to be the most appropriate based on the youth's level of public safety risk and identified needs. Living environments are single-gender for all youth. All community residential program contracts require that gender-appropriate supports and services be provided or made available to youth.

Services are either provided by the contracted provider program or are coordinated by the program through outpatient services in the local communities. Services currently include either on-site or public school, vocational services, alcohol and drug education/treatment/support groups, and individual, group, and family counseling. Psychiatric and mental health services are also available, including medications management and specific therapies to address issues of abuse and other conditions. Sex offender treatment services, physical health care services, and transition and aftercare services, including specific skills building services, e.g., daily living skills, behavior management, psycho-social skills training, work skills training, job search and support, and independent living skills training are also either provided or coordinated through the contracted provider programs. Programs serving young women

also offer gender-specific support and education regarding family planning, physical health care and wellness needs and parenting skills training.

During the last biennium, the OYA developed contracts to provide assessment/evaluation services. This service had been eliminated during the 2001-03 biennium due to budget cuts, and had been recommended by the Young Women's Workgroup, which supported the reintroduction of short term placement services for young women. This service provides an opportunity for "re-assessment" of youth who have not been successful in other programming. The assessment/evaluation beds are short term (up to 90 days) and located in secure environments. This service allows an extensive battery of assessments to be conducted for the purpose of obtaining recommendations for ongoing services.

Independent living capacity is available in resources throughout the state. These resources are for youth who are 17½ or older, who have no viable community living resource, and who are working toward a transition to their own apartment, a college dormitory or other independent living situation. Youth can be in an independent living program for 60-120 days. Most youth placed in the independent living program are also involved in the Service Intervention and Transition Program which provides them assistance and support in developing independent living skills, such as budgeting, nutrition, and accessing resources such as housing and medical care.

Additional capacity specifically designed to serve young women and young men who have been adjudicated for sexual offenses was also added during this biennium. These community-based beds are available to offenders who may have completed sex offender treatment within close custody or to offenders whose risk levels are such that they can live and participate in treatment while living in a proctor home setting.

## **Close custody services**

Approximately 8% of youth in close custody settings are female. Using the OYA Risk/Needs Assessment, 87.5% of the females in close custody have been assessed as being at high risk, an additional 10.7% have been assessed at moderate risk, and 1.8% are at low risk for re-offending. Males have been assessed as 79.9% at high risk, 17.2% at moderate risk, and 2.9% at low risk for re-offending (JJIS, July 2006).

The agency serves males at six of its close custody facilities: Eastern Oregon Youth Correctional Facility (YCF), Hillcrest YCF, MacLaren YCF, North Coast YCF, Rogue Valley YCF, and Tillamook YCF. The agency serves females at two of its close custody facilities: Hillcrest YCF and the Young Women's Transition Program in Corvallis.

The close custody facilities are being reorganized in order to be responsive to the individualized needs of youth offenders. Living units are organized by type of youth, e.g., by risk levels and types of services needed. Intake has been centralized, and includes comprehensive assessments which address any issues identified in the OYA pre-screen and Risk/Needs Assessment. A comprehensive array of assessment instruments has been incorporated into the intake process to assure both consistency in application and rapid identification of service and treatment needs. The assessments have been standardized for both males and females.

The OYA screens for mental health problems which have been traditionally under-diagnosed in juvenile justice populations, and particularly, for the young women served by juvenile corrections. Research has shown that gender makes a difference in how an offender's treatment should be provided, and what issues should be addressed. One example is that trauma and Post-Traumatic Stress Disorder (PTSD), which are prevalent in female corrections populations, are more associated with delinquency in female youth offenders than male youth offenders. In response to this specific need, the OYA is piloting an evidence-based, female-specific curriculum entitled "*Seeking Safety*" at the Hillcrest Youth Correctional Facility. The curriculum, specifically designed to address issues pertaining to trauma and substance abuse, is also being piloted by residential and outpatient programs contracted with the Department of Human Services.

Close custody programs provide treatment services focusing on skills and competency development. Services are designed to target the specific risks for future criminality posed by each youth offender. Services are provided individually, or in single-gender groups, and are designed to be gender-appropriate in terms of materials and presentation. Young women's programming additionally provides family planning and parenting skills development, spirituality and meditation that many women recovering from trauma find helpful, substance abuse relapse prevention skills and recovery specific to females needs, women's issues regarding treatment for emotional, physical and sexual abuse, and education to restore or develop the girls' positive self concept.



## **Transition Programs**

The Young Women's Transition Program in Corvallis exclusively serves female offenders. Male offender transition programs are located at Camp Florence, Camp Tillamook, and RiverBend. These programs provide a transition from the secure, close custody facilities back into community settings. They are still considered 'close custody', offering youth an alternative, appropriate level of care based on the youth's level of risk for reoffending. These programs allow offenders to continue their treatment in environments which provide opportunities to practice new skills in the community, and emphasize a graduated skills development approach, where offenders continue to practice and refine their new pro-social skills in different and more challenging environments. Offenders have varying options for community activities, such as work crews, employment, education, and vocational training depending on their identified needs and risk levels. Transition programs assure that services are available for youth offenders when they return to the community by coordinating with community providers of medical and mental health services, sobriety support, education/vocation/employment services, pro-social leisure and recreational activities, and other services as needed, depending on the individual youth's identified needs. Housing is arranged, either through family connections, independent living programs, or an independent living setting.

## **Education/Vocational Training**

All youth in OYA custody have access to educational services. In close custody, youth are engaged in school, work, or vocational training. Individualized instruction is available for each youth to assist that youth in obtaining his/her General Equivalency Diploma (GED) or high school diploma. In close custody, 42% of females receive Individualized Educational Program (IEP) services, compared to 34% of males. (source: 2006 Mental Health Gap Survey, JJIS). Community college coursework is available to those youth who have already completed their high school education. Vocational services are also available, including vocational assessments, career interest exploration, pre-employment activities such as interview skills, resume development and writing, job application skills, and volunteer opportunities for job skills development. Work crew provides paid community work experiences under the supervision of OYA staff. Youth are trained in safe operation of all tools and equipment, including personal safety gear. Examples of types of jobs performed by both females and males are: landscaping and landscape maintenance, painting, house demolition, and light construction. Community-based paid work experience is available for youth who have demonstrated the ability to manage themselves safely in a more independent work setting.

## **Cultural Competency/Gender-Specific Services**

The OYA participates in ensuring culturally competent and gender-specific services throughout Oregon's youth services systems through the Partners for Children and Families process. The OYA Advisory Committee has representation from the Coalition of Advocates for Equal Access for Girls, with subcommittees assigned to address young women's issues. These subcommittees are multi-disciplinary in membership and include representatives with diverse roles in the service delivery system. OYA's partner agencies and community programs have access to, and benefit of, consultation regarding the provision of gender-specific services.

## **Allocations of funds and services**

The OYA continues to place emphasis on equity of service provision and funding, based on individual offenders' criminogenic risks and needs. A comparative analysis of moneys spent compared to populations served is reflected below:

<b>Type of Service</b>	<b>Male Offenders</b>		<b>Female Offenders</b>	
Community Placement Services \$51.2 Million	80 % population	81 % expenditures	20 % population	19 % expenditures
Close Custody Facilities \$117.4 Million	92 % population	youth-specific data not maintained in facilities	8 % population	youth-specific data not maintained in facilities
Individualized Services \$4.1 Million	87 % overall OYA population	92% expenditures*	13 % overall OYA population	8 % expenditures*

\*Not all contracts can be monitored by gender, because some contracts specify a type of service rather than specific clients. The expenditures asterisked above reflect individually named-youth contracts only.

(source: 2005-07 Legislatively Approved Budget)

## Section IV

### Accomplishments for 2005-07

Recidivism rates for both males and females are continuing to decline for both probation commitments and parole releases. A comparative analysis between rates of recidivism of youth committed to OYA probation in 2000 and 2001 shows a 5% drop in recidivism for males and a 3% drop for females at 36 months after probation commitment. A similar drop in recidivism is shown of youth paroled from OYA close custody facilities. Parolee recidivism rates of youth paroled during the same periods shows a 3% drop for males and a 4% drop for females at 36 months after release. The Department of Corrections (DOC) population cohort was too small for valid statistical representation. (data sources: JJIS and DOC information systems).

Specific accomplishments during the 2005-07 biennium include:

- Gender separation in the facilities — Female offenders' living and treatment environments were separated from male offenders as much as possible in the Hillcrest facility. Additional separation is planned during the 2007-09 biennium.
- Facility intake has been centralized, and assessment protocols have been established to provide consistency and continuity in the case planning and treatment processes for youth offenders, utilizing evidence-based practices proven to reduce recidivism
- The development of the Young Women's Workgroup, and the inclusion of their recommendations into the Governor's Recommended budget
- The evidence-based "*Seeking Safety*" curriculum has been piloted to address co-occurring mental health and substance abuse issues for female offenders
- Additional placement resources were developed for sex offenders
- Short term assessment/evaluation services were developed
- Vocational programs have been expanded
- Functional Family Therapy has been implemented as an evidence-based model of service provision
- A parenting program which focuses on skills building has been piloted in the facilities

## Section V

### Agency Plan for 2007-09

In 2005, the Oregon Youth Authority's Advisory Committee sponsored a Young Women's Workgroup. This workgroup was convened to analyze OYA's programs and services being provided to young women and to make recommendations regarding its findings. The findings and recommendations of this workgroup were presented to the Ways and Means Public Safety Sub-Committee in April 2005. In October 2005, the Young Women's Implementation Committee was established. This committee was charged with planning for the implementation of the recommendations made by the Young Women's Workgroup. Two sub-committees were developed, one to address access issues that had been identified in close custody settings and the other to address access issues that had been identified in community settings. Both sub-committees were multi-disciplinary in membership and consistency was assured by both committees being chaired and facilitated by the same individuals.

The Implementation Committee recommended that the OYA provide a continuum of services and programs for young women that are gender-specific and based on research and best practice. It further recommended that these services and programs allow young women to fully complete their programs based on the case plan that has been developed for them. These statements have been identified as the conceptual framework for the development and implementation of female-specific services provided to young women by the Oregon Youth Authority.

The OYA has identified the following as action steps for this biennium:

- Continue to provide and enhance a continuum of services and programs for young women that is gender-specific and evidence-based by continuing to pilot and study research-based treatment models.
- Provide gender-specific foster care and/or proctor and residential treatment services for young women in the community.
- Provide a full range of close custody programming in a single facility that is "single-gender" so that young women have access to the full range of programs specific to their risk/needs. This recommendation is reflected in the Governor's Recommended Budget for 2007-09.
- Reinstate shelter care services for young women. Short-term shelter assessment/evaluation services are reflected in the Governor's Recommended Budget.
- Develop a 45-90 day secure alcohol and drug treatment and mental health stabilization program, located either in an OYA close custody facility or in a secure community-based program. Funding for this recommendation is reflected in the Governor's Recommended Budget.
- Develop a DVD-based training module (with technical assistance from the Young Women's Implementation Committee) specific to serving young women in foster care as part of the ongoing foster parent training program.
- Continued development of short term Stabilization and Intervention Services, as well as Assessment and Evaluation Services for youth needing assessment to determine long term care and service needs.
- Increase vocational opportunities for young women, particularly "non-traditional" career opportunities.
- Work with Oregon Juvenile Department Directors' Association to address appropriate local services for young women at risk of OYA commitment.
- Develop an ongoing process to review the Agency Plan and evaluate progress toward achievement of identified goals.