

**FY 2000**  
**Edward Byrne Memorial**  
**State and Local Law**  
**Enforcement Assistance**  
**Program Grant**

**Annual**  
**Report**



Criminal Justice Services Division  
Oregon State Police

John A. Kitzhaver, MD    Governor

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November 1, 2001

Dear Oregonians:

It is with great pleasure that I present to you *Oregon's 2000 Edward Byrne Memorial State and Local Law Enforcement Assistance Program Annual Report*. This document highlights the accomplishments in Oregon's communities over the past year with the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance, Edward Byrne Memorial Formula Grant funds.

Between July 1, 2000 and June 30, 2001 the state of Oregon allocated over \$2.8 million of Byrne grants to state agencies, local governments, and non-profit organizations. These funds supported over 34 projects to reduce drug abuse and violent crime.

Many of these programs would not exist without these federal dollars. The Byrne funds are focused towards a broad spectrum of issues in Oregon: helping victims and improving the criminal justice system's response to domestic and family violence; preventing delinquent behavior in juveniles; providing drug and alcohol treatment to correctional clients; supporting multijurisdictional narcotics task forces; supporting comprehensive criminal justice information systems infrastructures; and many other important programs within the criminal justice community.

But more importantly, the Byrne funds are used to test new programs that attempt to address old problems with creative innovation. This, in turn, allows Oregon to evaluate the criminal justice system to discover what is most effective in reducing drug use and violent crime in our state. Specifically, the juvenile programs highlighted in the *Annual Report* represent a five-year evaluation effort to better determine "what works" in preventing juvenile crime. I have great hope for the positive results that will be achieved from this effort.

The *2000 Annual Report* shows how we have leveraged Federal funds to develop a more comprehensive criminal justice system in Oregon. It is a story of which we can all be proud.

Sincerely,

John A. Kitzhaber, M.D.



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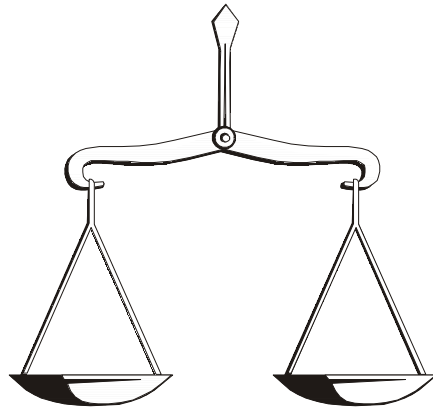
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# Introduction

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# Introduction

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The 1988 Anti-Drug Abuse Act, Title VI (State and Local Narcotics Control and Justice Assistance Improvements) authorizes formula grants to states to implement innovative projects to reduce drug use and violent crime and improve the effectiveness of the criminal justice system. The formula grant program is named after New York City police officer, Edward Byrne, who was murdered by drug dealers. Title VI is administered by the United States Department of Justice, Office of Justice Programs (OJP), Bureau of Justice Assistance (BJA). The Criminal Justice Services Division (CJSD) of the Department of State Police administers the Byrne Program for the State of Oregon.

As part of its application for Byrne funds, Oregon develops an annual statewide *Strategy to Control Drugs and Violent Crime*. The *Strategy* assesses Oregon's drug and violent crime problems, identifies resource needs, and establishes priorities based on the *Oregon Benchmarks*.

In 1989, Oregon adopted measurable indicators called *Benchmarks* which are used at the statewide level to assess Oregon's progress toward broad goals: a state of well-educated, competent people living in thriving communities, working in a well-paying, competitive economy, and enjoying a pristine environment. Progress towards achieving *Benchmarks* on a statewide level is updated every two years.

Oregon allocates Byrne funds to state agencies, local governments, and non-profit agencies for projects which advance both the *Strategy* and the *Benchmarks*. Projects must fall within one of 28 Authorized Purpose Areas (see page 13).

The *2000 Annual Report* covers Byrne program performance and expenditures between July 1, 2000 and June 30, 2001 in five key areas:

## **1. Law Enforcement Programs**

Multijurisdictional narcotics task forces.

## **2. Juvenile Violence Prevention Programs**

Community programs that assist in preventing and controlling juvenile crime and delinquency

## **3. Corrections Treatment Programs**

Identifying and meeting the needs of drug- and alcohol-dependent offenders.

## **4. Information Systems Programs**

Information interchange improvements to assist law enforcement, prosecution, courts, and corrections.

## **5. Domestic and Family Violence Prevention Programs**

Improving the criminal justice system's response to domestic and family violence.

# Governor's Drug and Violent Crime Advisory Board

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The Governor's Drug and Violent Crime Advisory Board is governed by a 16-member board of federal, state, and local leaders from the criminal justice system. The Advisory Board is led by a chairman, who is appointed by the Governor from among the Board's members. Advisory Board members are responsible for making funding recommendations to the Governor, reviewing the progress of funded programs, and setting priority areas for funding.

**Phyllis D. Barkhurst**  
Attorney General's Sexual Assault Task Force

**Janet Bubl**, Title IV Education Program Specialist  
Oregon Department of Education

**Alexander Burgin**, Major General  
Oregon Military Department

**Barbara A. Cimaglio**, Director  
Office of Alcohol and Drug Abuse Programs

**Gary Field, Ph.D.**, Administrator  
Counseling and Treatment Services Division  
Department of Corrections

**Betty Griffiths**, Citizen Representative

**Capt. Ruth L. Jenkin**, Facility Commander  
Deschutes County Adult Jail

**Mark Kroeker**, Chief  
Portland Police Bureau

**Darryl Larson**, Judge  
Lane County  
Chair of the Advisory Board

**Stan Mendenhall**, Juvenile Dept. Director  
Columbia County Juvenile Department

**Donna Middleton**, Director  
Commission on Children and Families

**Michael Mosman**, United States Attorney

**Chuck Pritchard**  
Oregon Department of Justice

**Ronald C. Ruecker**, Superintendent  
Department of State Police

**Jeffrey Tryens**, Executive Director  
Oregon Progress Board

**Ben Westlund**, Representative  
Parts of Deschutes, Jefferson and Wasco  
Counties

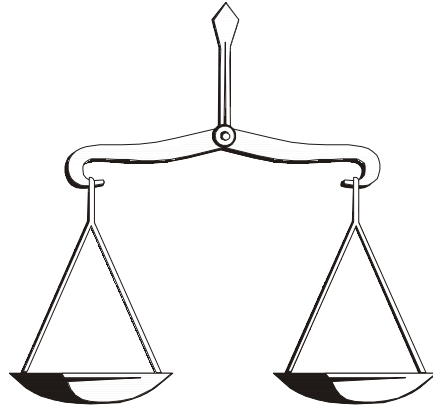
# Byrne Authorized Purpose Areas

- |  |   |
|--|---|
| <ol style="list-style-type: none"> <li>1. Demand reduction education programs in which law enforcement officers participate.</li> <li>2. Multi-jurisdictional task force programs that integrate Federal, State and local drug law enforcement agencies and prosecutors for the purpose of enhancing interagency coordination and intelligence and facilitating multi-jurisdictional investigations.</li> <li>3. Programs designed to target the domestic sources of controlled and illegal substances, such as precursor chemicals, diverted pharmaceuticals, clandestine laboratories and cannabis cultivations.</li> <li>4. Providing community and neighborhood programs that assist citizens in preventing and controlling crime, including special programs that address the problems of crimes committed against the elderly and special programs for rural jurisdictions.</li> <li>5. Disrupting illicit commerce in stolen goods and property.</li> <li>6. Improving the investigation and prosecution of white collar crime, organized crime, public corruption crimes and fraud against the Government with priority attention to cases involving drug-related official corruption.</li> <li>7a. Improving the operational effectiveness of law enforcement through the use of crime analysis techniques, street sales enforcement, school yard violator programs, gang-related and low income housing drug control programs.</li> <li>7b. Developing and implementing antiterrorism plans for deep draft ports, international airports and other important facilities.</li> <li>8. Career criminal prosecution programs, including the development of model drug control legislation.</li> <li>9. Financial investigative programs that target the identification of money laundering operations and assets obtained through illegal drug trafficking, including the development of proposed model legislation, financial investigative training and financial information-sharing systems.</li> <li>10. Improving the operational effectiveness of the court process by expanding prosecutorial, defender, and judicial resources and implementing court delay reduction programs.</li> <li>11. Programs designed to provide additional public correctional resources and to improve the corrections system, including treatment in prisons and jails, intensive supervision programs and long-range corrections and sentencing strategies.</li> <li>12. Providing prison industry projects designed to place inmates in a realistic working and training environment which will enable them to acquire marketable skills and to make financial payments for restitution to their victims, for support of their own families and for support of themselves in the institution.</li> <li>13. Providing programs which identify and meet the treatment needs of adult and juvenile drug-dependent and alcohol-dependent offenders.</li> </ol> | <ol style="list-style-type: none"> <li>14. Developing and implementing programs which provide assistance to jurors and witnesses and assistance (other than compensation) to victims of crime.</li> <li>15a. Developing programs to improve drug control technology, such as pretrial drug testing programs, which provide for the identification, assessment, referral to treatment, case management and monitoring of drug dependent offenders and enhancement of State and local forensic laboratories.</li> <li>15b. Criminal justice information systems to assist law enforcement, prosecution, courts and corrections organizations (including automated fingerprint identification systems).</li> <li>16. Innovative programs which demonstrate new and different approaches to enforcement, prosecution, and adjudication of drug offenses and other serious crimes.</li> <li>17. Addressing the problem of drug trafficking and the illegal manufacture of controlled substances in public housing.</li> <li>18. Improving the criminal and juvenile justice system's response to domestic and family violence, including spouse abuse, child abuse, and abuse of the elderly.</li> <li>19. Drug control evaluation programs which State and local units of government may utilize to evaluate programs and projects directed at State drug control activities.</li> <li>20. Providing alternatives to prevent detention, jail and prison for persons who pose no danger to the community.</li> <li>21. Programs of which the primary goal is to strengthen urban enforcement and prosecution efforts targeted at street drug sales.</li> <li>22. Programs for the prosecution of driving-while-intoxicated charges and the enforcement of other laws relating to alcohol use and the operation of motor vehicles.</li> <li>23. Programs that address the need for effective bindover systems for the prosecution of violent 16- and 17- year old juveniles in courts with jurisdiction over adults for certain violent crimes.</li> <li>24. Law enforcement and prevention programs that target gangs, or youth who are involved with or at risk of involvement in gangs.</li> <li>25. Developing or improving the capability to analyze deoxyribonucleic acid (DNA) for identification purposes. (Requires adherence to DOJ regulations).</li> <li>26. Programs to assist States in the litigation processing of death penalty, Federal habeas corpus petitions.</li> <li>27. Enforcing child abuse and neglect laws, including laws protecting against child sexual abuse, and promoting programs designed to prevent child abuse and neglect.</li> <li>28. Establishing or supporting cooperative programs between law enforcement and media organizations, to collect, record, retain, and disseminate information useful in the identification and apprehension of suspected criminal offenders.</li> </ol> |
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# Executive Summary

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# Executive Summary

Between July 1, 2000 and June 30, 2001, the State of Oregon awarded over \$2.8 million of Byrne formula grant funds to state agencies, local governments, and non-profit organizations for 34 projects designed to reduce drug use and violent crime.

The *2000 Annual Report* reflects Byrne program performance and expenditures during this period in five areas:

## Law Enforcement Programs

- Seven multijurisdictional narcotics task forces were awarded a total of \$1,086,000 to continue coordinated investigations of drug operations.

## Juvenile Violence Prevention Programs

- Four projects were awarded a total of \$170,842 to provide primary prevention to juveniles in an effort to reduce the incidence of youth violence.
- Six programs were awarded a total of \$193,865 to implement sanctions for first-time offenders and provide accountability for serious, chronic repeat offenders.

## Corrections Treatment Programs

- Four projects were awarded a total of \$133,013 to implement residential and outpatient drug and alcohol treatment programs.

## Information Systems Programs

- Two programs were awarded a total of \$166,482 for efforts aimed at establishing standards for data, technology, and information sharing and to implement a public safety data warehouse that will aggregate data from operational criminal justice information systems and allow that data to be used in strategic ways.

## Domestic and Family Violence Prevention Programs

- Eight projects were awarded a total of \$218,178 to provide services to victims and improve the criminal justice system's response to domestic and family violence, including intimate partner abuse, child abuse, and abuse of the elderly.

## In-House and Contracted Program Evaluations

- Three evaluation projects were awarded a total of \$466,815. CJSD has continued its partnership with Program Design and Evaluation Services for contract evaluation services. The contract evaluators have assisted CJSD in conceptualizing and implementing program evaluations of juvenile violence prevention programs funded by the Byrne formula grant.

CJSD's juvenile violence prevention evaluation efforts have been focused towards process and outcome evaluations. The purpose of process evaluation is to assess the extent to which the project is implemented as planned and to determine the degree to which program activities are associated with program goals. The purpose of outcome evaluation is to assess the program impact such as reduction in recidivism rates and improvement in program participants' perception, knowledge, or behavior.

The results of process and outcome evaluation for each of the juvenile programs that were evaluated are presented in the Contracted Evaluations section of this report.

PDES is also assisting CJSD in monitoring and evaluating domestic and family violence prevention programs funded by both the Byrne and STOP Violence Against Women Grant Programs. Specifically, three activities will be undertaken: an evaluability assessment, performance monitoring, and a cultural competency assessment.

An evaluability assessment describes the structure of a program and analyzes the feasibility of its goals and objectives. Expected results of the evaluability assessment include clarification of program struc-

*(continued on next page)*

# Executive Summary

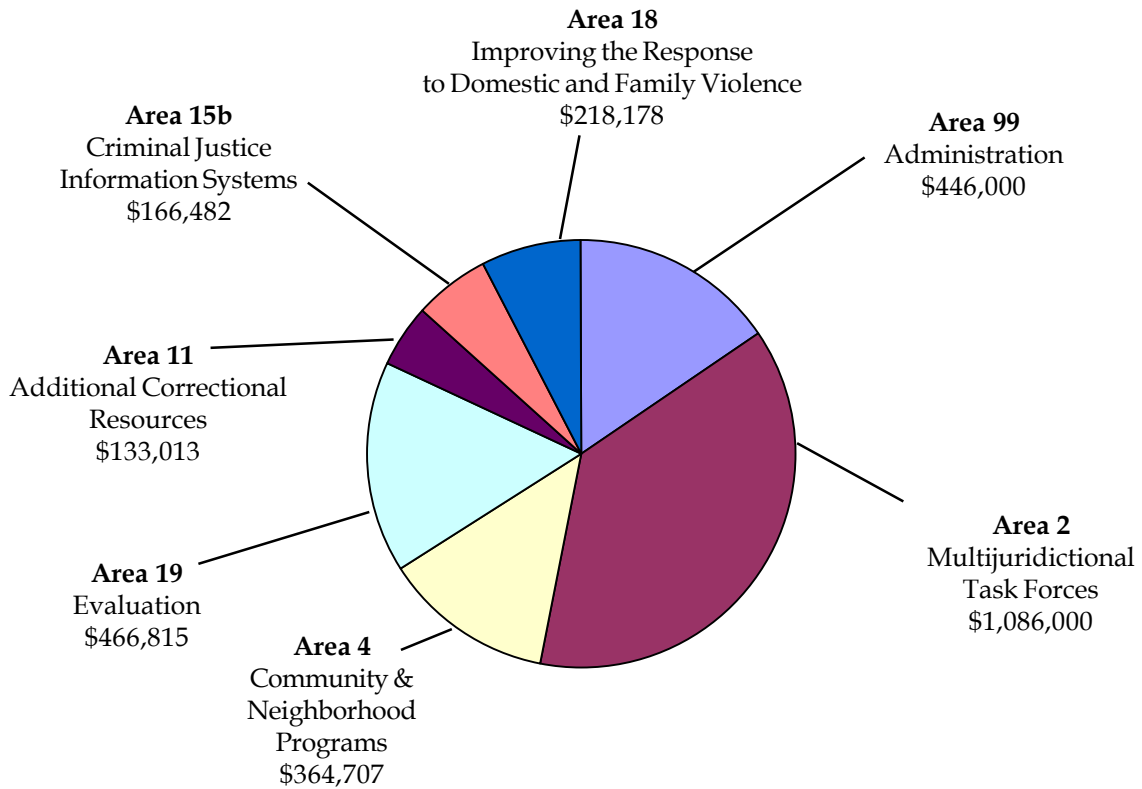
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ture and action and agreement on program objectives central to evaluation and the criteria to be used in assessing whether those objectives have been met. Performance monitoring includes establishing data sources in collaboration with programs and collecting data on program activities, outputs and outcomes with the ultimate goal of developing a minimum data set across all projects to capture key data. Finally, the cultural competency assessment will describe agency organizational practices regarding cultural competency, obtain input from minority advocacy groups regarding the needs of minority victims and the ways agencies could meet those needs, and develop a self-assessment checklist for agencies to assess their own cultural competency.

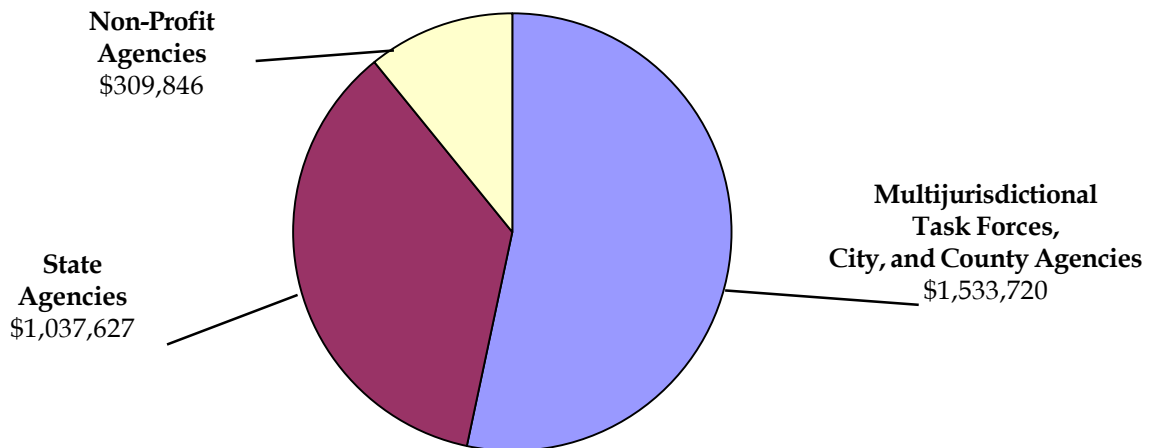
## **Availability of Program Information**

CJSD's web page may be accessed through the Internet at the following address: [\*\*www.osp.state.or.us/\*\*](http://www.osp.state.or.us/) (*Division/CJSD/BYRNE*)

## Distribution of Awards by Purpose Area

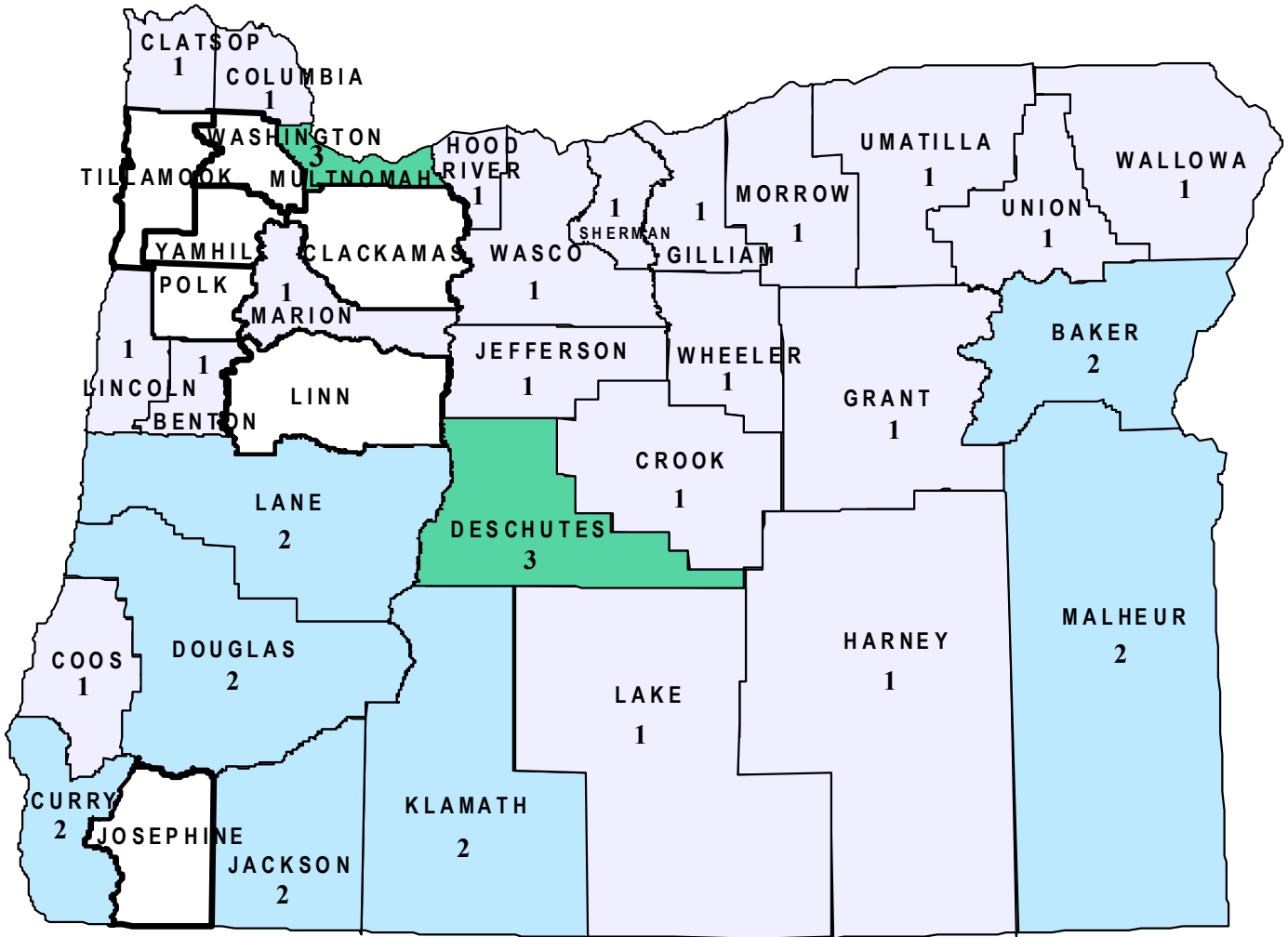


## Distribution of Awards by Agency Type



*Note:* CJSJ is required to pass through to units of local governments no less than 46.98 percent of the state's allocation of funds.

## Geographic Distribution of FY 2000 Byrne Grant Funds



The number of Byrne-funded programs within the county is indicated below the county name. Several programs serve more than one county, therefore this map does not necessarily reflect the actual number of programs, but rather which counties benefit from Byrne grant funds. Although regional narcotics task forces are partially funded by a Byrne grant, they are not included on this map. Multijurisdictional narcotics task force service area is depicted on the map on page 41. The Law Enforcement Data System Program and the Criminal Justice Information Standards (CJIS) Interoperability Research Program provide services statewide and also are not included in the county totals. The counties of Polk, Clackamas, Washington, Tillamook, Linn, and Josephine are not presently served by Byrne programs.





# Summary of Byrne Grant Funded Programs

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# Summary of Law Enforcement Programs

## Multijurisdictional Narcotics Task Forces

Number of Projects Funded: 7

BJA Purpose Area: 2

Federal Funds Expended: \$1,074,940

Multijurisdictional narcotics task forces are organized by geographic region. Members of regional task forces include local police departments, state police, and federal agencies such as the Bureau of Alcohol, Tobacco, and Firearms; the Federal Bureau of Investigation; the Drug Enforcement Agency; the U.S. Postal Service; and the Coast Guard. In the Portland Metropolitan Area, the Regional Organized Crime and Narcotics Task Force (ROCN) undertakes complex cases involving significant drug traffickers and organizations that facilitate drug trafficking by laundering proceeds. Outside the Portland area, the investigation and prosecution of most drug offenses are handled by six umbrella task forces: Central Oregon Regional Narcotics Task Force (CORNTF); Eastern Oregon Regional Drug Task Force (EORTF); North Coast Anti-Drug Task Force (NCADTF); Mid-Willamette Valley Task Force (MWVTF); South Coast Interagency Narcotics Team (SCINT); and Southern Oregon Regional Task Force (SORT).

### Goals/Objectives

- The goal of the multijurisdictional narcotics task forces is to coordinate federal, state, and local drug law enforcement agency investigations for the purpose of pooling resources and enhancing prosecutions.

### Activities/Components

- NCADTF will eradicate marijuana grows in Lincoln, Tillamook, Clatsop, and Columbia counties.
- SCINT will ensure safety for children living in homes with criminal drug activity through vigorous enforcement and prosecution of parents, forcing parents to seek appropriate treatment, and removing those children whose home environment cannot be improved.
- CORNTF will increase the eradication of indoor and outdoor grow operations from the previous year by 10 percent.
- SORT will present 100 educational programs regarding reliable and accurate controlled substances information to 5,000 citizens or staff.
- MWVTF members will work with the U.S. Attorney's Office to pursue federal prosecution and incarceration of 25 manufacturers and distributors to reduce the number of narcotics networks in the Mid-Willamette region.

- ROCN will emphasize and promote interagency cooperation among all federal, state, and local agencies engaged in organized crime and drug law enforcement by coordinating case investigations and 20 agency assists.

- EORTF will encourage and facilitate the sharing and exchange of manpower assets by the involved agencies.

### Accomplishments

- NCADTF eradicated 3,125 marijuana plants, up from 1,487 for the same period last year, however down from 4,000 in FY 1998. This fluctuation could be due to the possible grower hesitancy to mount large scale grow operations. There were 97 arrests related to marijuana, 16 of which were for mid-level dealing; 26 investigations are ongoing.
- SCINT investigators made 43 referrals to SCF for 84 children located in homes with criminal drug activity. There were 72 charges filed for first degree Child Neglect and 84 charges filed for Endangering the Welfare of a Minor.
- More than 734 marijuana plants were seized by CORNTF during the year; a 234 percent increase from what was reported for the same period during the previous year.

*(Continued on next page)*

# Summary of Law Enforcement Programs

## Multijurisdictional Narcotics Task Forces

### **Accomplishments** *(continued)*

- SORT presented 80 educational programs to 2,707 people and attended 190 meetings with other agencies to identify drug related problems.
- A total of 18 defendants were federally charged by the U.S. Attorney's office through MWVTF.
- ROCN conducted seven shared cases and assisted other agencies in 26 cases. Investigations were conducted in cooperation with the Multnomah County Special Investigations Unit, Clackamas County Special Investigations Unit, the Federal Bureau of Investigation, U.S. Customs, Internal Revenue Service, and other task forces.
- A total of 1,200 man-hours were shared between EORTF and other departments/agencies.

# Summary of Juvenile Violence Prevention Programs

## Community and Crime Prevention Programs

Number of Projects Funded: 4

BJA Purpose Area: 4

Federal Funds Expended: \$160,939

### Goals/Objectives

- Develop conflict resolution skills in schools, in homes, and in community programs in elementary and middle school grades in the Phoenix-Talent School District that will result in decreasing the future rate of violent delinquent behavior and youth gang participation.
- Establish, maintain, and evaluate the effects of universal and targeted interventions aimed at educating elementary and middle school students in Lane County on the consequences of participating in violent behavior, as well as problem-solving and anger management skills and personal responsibility and empathy.
- To achieve a long-term reduction in violence related behaviors among Lincoln County's school-aged population through a comprehensive conflict resolution program that enhances student's social, problem-solving, and anger management skills.
- Help at-risk youth living in North/Northeast Portland develop resiliency factors to offset negative factors in their environment through the School-Based Violence Prevention Education Program.

### Accomplishments\*

- Juvenile offenses declined by 21 percent in the Phoenix-Talent School District and by 32 percent in the Talent area where schools implemented the Juvenile Crime Prevention Strategy Program.
- Students who participated in Peaceable Educational Practices (PEP) program in Lane County had significant improvements in conflict reduction skills and most schools that implemented PEP reported reductions in office discipline referrals.
- Students who participated in the Resolving Conflict Creatively Program (RCCP) in Lincoln County used conflict resolution skills more often and reported lower levels of violence-related behaviors than students who did not participate in the program.
- The SEI program in North/Northeast Portland succeeded in reducing student dropout rates and improving academic performance and graduation rates among students who participated in the program.

*\*Note: These programs were funded from October 1, 1999 to September 30, 2000, therefore only one quarter of grant activity falls under the reporting period. Specific summary information for these programs is not provided, however, these programs are overviewed in the Contracted Evaluations section.*

# Summary of Juvenile Violence Prevention Programs

## Additional Correctional Resources

Number of Projects Funded: 7

BJA Purpose Area: 4

Federal Funds Expended: \$213,042

## Goals/Objectives

- Identify and provide at-risk youth and their families with intervention services intended to prevent further delinquent behavior through Curry County's Referral/Diversion Program.
- Foster school completion, improve school attendance, and reduce the involvement of youth in the juvenile justice system through early identification and intervention in the lives of truant youth and their families through Multnomah County's Truancy Diversion Program.
- Provide specialized education services to juvenile offenders ages 14-18 who have been adjudicated through Curry County's Multi-Systemic Treatment Program.
- Reduce juvenile violent crime, reduce the need for out-of-home commitments, and reduce the number of youth sentenced under Measure 11 through the Violent Offender Rehabilitation Treatment Program (VORT).
- Develop and offer a continuum of gender specific, community based services for at-risk, dependent and delinquent girls in Central and Eastern Oregon.

## Activities/Components\*

- Improve system performance by including a better linkage of girls' programs and other community supports in Central and Eastern Oregon.

## Accomplishments

- Of the youth who participated in Curry County's Referral/Diversion Program, 88 percent of the 111 Theft Talk participants have not had new referrals to the juvenile court for this type of offense.
- Students who participated in Multnomah County's Truancy Diversion Program had improved their school attendance by eight percent. Originally started at eight schools, the program has been expanded into a countywide program implemented in 130 public schools.
- Fifty-two percent of the youth who participated in Curry County's Multi-Systemic Treatment Program returned to public middle or high schools, 22 percent earned GED Certificates, and 14 percent returned to drug and alcohol treatment.
- A total of 83.8 percent of youth who participated in the VORT program were not placed in out-of-home placements and had fewer days in secure confinement than youth who received traditional probation services.
- Formal links now exist between Deschutes County agencies serving youth. A training in June 2001 served staff from Crook, Jefferson and Deschutes County and staff from a girl's residential facility in the region.

*\*Note: Only the Deschutes County Commission on Children and Families program was on-going during FY 2000, therefore an Activity/Component is listed.*

# Summary of Corrections Treatment Programs

<p><b>Goals/Objectives</b></p> <ul style="list-style-type: none"><li>■ To reduce revocation and recidivism rates of drug-abusing parole violators sentenced less than 12 months to the Marion County Connections II Program.</li><li>■ To reduce the criminal recidivism of high-risk, drug-involved offenders and improve their transition into the community from the Klamath County Jail. Improve coordination and continuity between jail and post-release programs and continue evaluation of program effectiveness.</li><li>■ To break the cycle of addiction and criminality in high-risk offenders who are supervised in Deschutes and Jefferson counties. This is accomplished by combining intensive community supervision by specialized probation officers with intensive cognitive-based, chemical dependency treatment.</li><li>■ To assist pregnant, substance abusing women in the corrections system to access effective treatment/rehabilitation and to mobilize law enforcement, social services, and community efforts to coordinate treatment and prevention efforts in substance abuse.</li></ul> <p><b>Activities/Components</b></p> <ul style="list-style-type: none"><li>■ Sixty percent of employable clients in the Connections II program will have jobs within six months of release from custody.</li><li>■ Seventy percent of offenders enrolled in the Klamath County Jail Treatment Program will continue in jail treatment until released from custody.</li><li>■ Eighty-five percent of all program offenders in the Deschutes County Chemical Intervention Program will have reduced drug consumption as indicated on drug screens.</li></ul>	<p><b>Additional Correctional Resources</b></p> <p>Number of Projects Funded: 4 BJA Purpose Area: 11 Federal Funds Expended: \$138,413</p> <ul style="list-style-type: none"><li>■ Fifty percent of women who screen positive for drug use will engage in intervention or education programs in Jackson County.</li></ul> <p><b>Accomplishments*</b></p> <ul style="list-style-type: none"><li>■ During the report period, a total of 22 (71 percent) out of 31 employable clients in the Connections II program had jobs within six months of release from custody.</li><li>■ A total of 43 clients (91.4 percent) entering the Klamath County Jail Treatment Program continued in treatment until released from jail.</li><li>■ Of the 26 offenders served in the Deschutes County Chemical Intervention program, 24 offenders or 92.3 percent, showed a measurable reduction in drug consumption.</li><li>■ A total of 66 (50 percent) of the women who screened positive for drug use were engaged in an intervention or education program in Jackson County.</li></ul> <p><i>*Note: The following programs were funded from October 1, 1999 to September 30, 2000, therefore objectives and activities are based on four quarters of grant activity and accomplishments reflect one quarter of progress.</i></p>
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# Summary of Information Systems Programs

## Goals/Objectives

- The Public Safety Data Warehouse (PSDW) will serve as the central repository of criminal justice information and will enable analysis of criminal justice programs and policies to be done across agencies.
- Enable the Criminal Justice Information Standards (CJIS) Program to investigate information systems integration technology approaches and research interoperability implementation issues.

## Activities/Components

- Identify data elements required to satisfy legislative direction under Oregon House Bill 2229 (1997 Legislature) to evaluate the effectiveness of current offender programs and their ability to deter future criminal behavior.
- A partnership was developed with the National Institute of Justice and the U.S. Navy Space and Naval Weapons Research organization to pilot a system developed by Templar Corporation. Agreements were negotiated between the Oregon agencies and the Federal partners. Candidate data bases were selected, inquiry and display capabilities and formats were defined, servers were obtained and configured, and an initial version of the pilot software was developed, tested, and a list of needed modifications was prepared.

## Criminal Justice Information Systems

Number of Projects Funded: 2

BJA Purpose Area: 15b

Federal Funds Expended: \$100,981

## Accomplishments

- Completed a list of specific information gathered from an analysis of DOC data elements that would be available to other stakeholders and worked with each of the stakeholder agencies to create lists of their respective available data elements.
- Candidate data bases were selected, inquiry and display capabilities and formats were defined, servers were obtained and configured, and an initial version of the pilot software was developed, tested, and a list of needed modifications was prepared.

# Summary of Domestic and Family Violence Prevention Programs

## Goals/Objectives

- Provide treatment services for batterers in Baker County.
- Increase the number of domestic violence victims who access services in Coos County.
- Initiate computer link-up and communication with local law enforcement agencies, District Attorney's office and courts, and provide staff support to the Clatsop County Domestic Violence Council.
- Respond to domestic violence calls on a 24-hour-a-day/seven day-a-week basis, providing immediate crisis intervention, resource and referral, and personal advocacy services in Western Douglas County.
- Increase outreach and culturally responsive counseling for Latina women survivors of domestic violence and their children who witnessed violence in Multnomah County.
- Reduce children's and adolescent's vulnerability of assault in Columbia County.
- Support the development of a coordinated statewide response for the prevention of domestic violence.

## Activities/Components

- All convicted batterers in Baker County will complete a 26-to 52-week batterer intervention program or be returned to the court for noncompliance.
- Provide advocacy for victims of domestic violence and sexual assault in Coos County by providing information and referrals on the 24-hour hotline and through weekly support groups.

## Improving the Criminal Justice System's Response to Domestic and Family Violence

Number of Projects Funded: 8

BJA Purpose Area: 18

Federal Funds Expended: \$181,316

- Collaborate with the Clatsop County District Attorney's Office to set up a system for data collection, communication, and monitoring of program offenders. Maintain records and initiate reports for repeat offenders and assist in the prosecution of perpetrators. Track and collect statistical data on restraining orders, including violations, modifications, and hearings. Assist Clatsop County Domestic Violence Council in data collection and monitoring of offender convictions and treatments.
- The Personal Violence Specialist in Western Douglas County will provide crisis intervention at the scene of domestic violence crimes, facilitate communication with law enforcement, accompany victims to the hospital as needed, and provide follow-up advocacy.
- Provide advocacy services to Latina women and their children in Multnomah, Clackamas, and Washington Counties. Empower Latina survivors of domestic violence and sexual assault to obtain self-sufficiency through on-going counseling and support.
- Provide parenting classes and weekly support groups for adult women. Provide community education to local schools and other family programs in the five surrounding communities in Columbia County.
- The Governor's Council on Domestic Violence will establish procedures to ensure public input in developing model domestic violence prevention policy.

*(Continued on next page)*

# Summary of Domestic and Family Violence Prevention Programs

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## Accomplishments *(continued)*

- A total of 35 clients in Baker County were sentenced to batterer treatment. Nine clients completed treatment, two were referred back to court as unsuccessful and 24 remain in treatment. Three clients are near completion.
- A total of 4,356 contacts were made with domestic violence victims, 717 of these were crisis line calls and walk-in contacts to the Domestic Violence Unit located within the Coos County District Attorney's Office.
- A total of 124 Domestic Assault Response Team (DART) responses to victims were tracked by database. All of the victims utilizing DART received follow-up services from Clatsop County Women's Resource Center (CCWRC) and 76 percent of victims also received additional services such as case management, court advocacy, and referrals to other agencies. A total of 49 percent of the 124 DART responses were domestic violence crimes where the child had witnessed the violence.
- A total of 355 clients in Western Douglas County accessed the Personal Violence Specialist by 24-hour hotline, the Reedsport police department, or walk-in services provided by Lower Umpqua Victims' Services. A total of 194 clients received crisis intervention services.
- A total of 348 hours of counseling were provided to Latina women and children survivors of domestic and sexual violence and 1,362 hours of outreach and intervention services were provided to Latina families living in a domestic violence situation in Multnomah, Clackamas, and Washington Counties.

## Improving the Criminal Justice System's Response to Domestic and Family Violence

- Provided two weekly support groups for adult women. Provided 41 school presentations about domestic violence and/or sexual assault to 709 students, teachers and educational staff. This included Teen Healthy Relationships, Family Violence, Harassment Awareness, and Child Assault Prevention Programs and the No Punching Judy programs, in all five surrounding communities in Columbia County.
- Public hearings soliciting input from survivors of domestic violence, victim advocates, the criminal justice system, and interested parties were conducted in Roseburg, Salem, Hood River, Gold Beach and Redmond.
- Translated Family Abuse Prevention Act (FAPA) court forms and instructions into Spanish.



# Summary of Administrative Costs

## Administration

BJA Purpose Area: 99

Federal Funds Expended: \$298,127

### Goals/Objectives

- Develop statewide *Strategy* examining the drug and violent crime problems and resource needs of the state.
- Award and monitor Byrne grant funds to projects which demonstrate the ability to reduce drug use and violent crime or improve the effectiveness of the criminal justice system.

### Activities/Components

- The Criminal Justice Services Division (7 FTE) developed the statewide *Strategy* and submitted the application for FY 2000 Byrne formula grant funds. In FY 2000 Oregon was awarded \$6,304,362.
- CJSD monitored 34 subgrants, assisted subgrantees in meeting their goals and objectives, and ensured that expenditures were allowable, justified, and reasonable.

### Accomplishments

- Staff worked with Program Design and Evaluation Services (PDES) to conduct an independent evaluation of Byrne funded juvenile violence prevention and domestic and family violence prevention programs. Contracted evaluators presented summaries of the Byrne-funded juvenile programs at two Governor's Drug and Violent Crime Advisory Board meetings.
- Reviewed quarterly progress and fiscal reports from subgrantees to ensure compliance with approved goals and objectives. Performed on-site program and fiscal monitoring of funded programs and provided technical assistance as requested.

- Prepared compliance certification and documentation for the Jacob Wetterling Crimes Against Children and Sexually Violent Offender Registration Act.
- Served as staff to the Governor's Drug and Violent Crime Advisory Board and held two quarterly Board meetings.
- Distributed requests for proposals that promote the implementation of well-researched model or promising programs that reduce juvenile violence or known correlates of juvenile violence and programs that improve the criminal justice system's response to domestic and family violence, including intimate partner abuse, child abuse and abuse of the elderly.
- Provided staff support to the Governor's Council on Domestic Violence.
- Assisted in the planning and coordination of the Governor's Summit on the Over-Representation of Minorities in the juvenile justice system.
- Met with Federal program managers during site visits.



# Summary of Evaluation Activities

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# Summary of Evaluation Activities

## Evaluation

Number of Projects Funded: 3  
BJA Purpose Area: 19  
Federal Funds Expended: \$492,400

In 1999, the Criminal Justice Services Division (CJSD) awarded Byrne grant funds to 11 continuing juvenile crime prevention programs. The total amount awarded during the reporting period was \$1,508,826 ranging from \$40,000 to \$250,000 per program. These awards, covering the period from October 1, 1999 to September 30, 2000, marked the final year of their maximum aggregate funding period of 48 months.

Particularly in the criminal justice field, there has been an urgent need for program evaluation in order to facilitate an understanding of program impact and design effective prevention programs. Recognizing this need, CJSD partnered with Program Design and Evaluation Services (PDES) for contract evaluation services. The contract evaluator has assisted CJSD in conceptualizing and implementing program evaluations on juvenile crime prevention programs funded by the Byrne Formula Grant.

Under the advice of the Governor's Drug and Violent Crime Advisory Board and with the assistance from the contract evaluator, CJSD funded grant programs in three areas:

1. Primary prevention.
2. Secondary prevention.
3. Tertiary prevention.

Primary prevention programs are intended to teach students the use of negotiation as a healthy alternative to violence. Essential elements of primary prevention programs are:

- Conflict resolution curricula including anger management, problem solving skill training, negotiation skill training, and peer mediation.
- Teacher training and parent training classes on conflict resolution.

- The use of student organization activities to improve the school climate and develop leadership skills.

Secondary prevention programs identify at-risk youth and their families and provide them with intervention services intended to prevent further delinquent behavior. The main program goal is to reduce criminal recidivism by increasing the effectiveness of the initial juvenile justice system contact. Essential elements of secondary prevention programs are:

- Providing community-based intervention services to first-time non-adjudicated juvenile offenders and their families.
- Enhancing the development of interpersonal communication and problem-solving skills among high-risk youth and their families.
- Helping youth and their families identify and access community resources.
- Providing and teaching empowerment skills to high-risk youth and their families.

Tertiary prevention programs target violent and chronic juvenile offenders who either are currently in the juvenile justice system or are transitioning from the juvenile system into the community. The programs aim to reduce the number of youth entering the adult correctional system or those requiring mandatory sentences under Oregon's Measure 11. Programs in this category provide intervention services that address individual behavioral change with reference to family, peers, and the school. Essential elements are:

- Strong partnership and coordination among the juvenile justice system, health and mental health services, other social services providers, and schools.

*(Continued on next page)*

# Summary of Evaluation Activities

## Evaluation

*(Continued)*

- Working with the youths' family, peers, and school to promote positive behavior change.
- Enhancing youths' social perspective skills.
- Teaching youth how to deal effectively with negative peer influences and family problems.
- Empowering parents with skills and resources to effectively address family problems, resulting in improved family relationships.

Of the 11 funded juvenile programs, eight were evaluated. Of the eight, there were four primary prevention programs, two secondary programs, and two tertiary programs.

The cumulative four-year evaluation summary including the results of process and outcome evaluation for each of the eight programs are presented in the Contracted Evaluations section of this report.

PDES is also assisting CJSD in monitoring and evaluating domestic and family violence prevention programs funded by both the Byrne and STOP Violence Against Women Grant Programs. Specifically, three activities will be undertaken: an evaluability assessment, performance monitoring, and a cultural competency assessment.

With the rapidly increasing diversity of the national demographic profile, there has been an increase in national attention focused on improving the ability of health care, social services, and criminal justice services agencies to provide effective assistance to diverse and underserved populations. Having policies and procedures that translate into the delivery of effective services to diverse and underserved populations (such as those underserved by race, ethnicity, language barriers, geographical location, disability, older age, migrant farm worker status, lesbian identity, and immi-

grant status) has been described as cultural competency. Thus, the aim of improving cultural competency is to produce better outcomes for those receiving services.

Consistent with this national trend, a preliminary assessment of cultural competency within Oregon STOP Violence Against Women Act (VAWA) formula grant funded agencies was conducted. The goals of the assessment were to examine the level of cultural competency and identify unmet needs related to cultural competency among VAWA funded agencies, promote an increased awareness of the need for cultural competency within these agencies, and provide information to CJSD for program and policy development.

The assessment collected information on four aspects of cultural competency: 1) organizational policies and procedures, 2) ability to identify and reach underserved populations, 3) provision of staff training, and 4) agency self-ratings. Information was gathered through mailed surveys of the 66 agencies receiving VAWA grant funds during the 2000-2001 grant period. The survey was designed to capture information regarding each agency as a whole, not just the VAWA grant projects, for the three types of agencies receiving funding: victim service programs (n=43), prosecution services (n=16), and law enforcement units (n=7). The resulting data were analyzed in aggregate across all agencies and by type of agency. This assessment was not intended as a detailed study of individual agencies, but rather as an overview to provide the basis for future efforts to enhance the effectiveness of federal grant programs in Oregon.

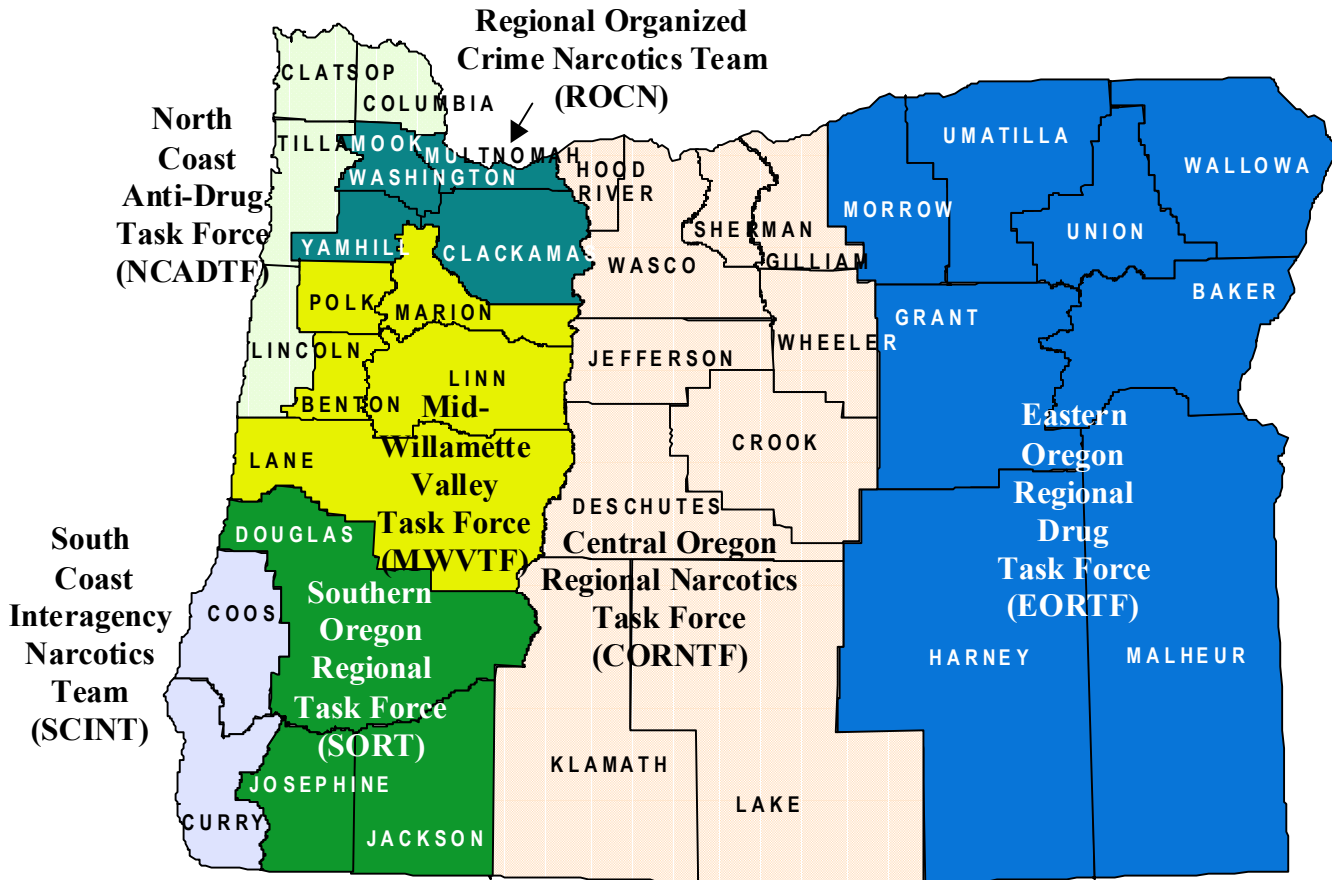
# Project Performance Data Appendix

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# Oregon Regional Narcotics Task Forces



**M**ultijurisdictional narcotics task forces fall under the umbrella of seven Drug Task Force regions: North Coast Anti-Drug Task Force (NCADTF); Regional Organized Crime Narcotics Task Force (ROCN); Mid-Willamette Valley Task Force (MWVTF); South Coast Interagency Narcotics Team (SCINT); Southern Oregon Regional Task Force (SORT); Central Oregon Regional Narcotics Task Force (CORNTF); and Eastern Oregon Regional Drug Task Force (EORTF). These task forces receive funding in part with Byrne grants and are comprised of municipal, county, and state officers. Several task forces have a prosecutor assigned to them.

The multi-agency task forces receiving Byrne grant funds have prepared narcotics seizure information for Oregon State Police’s Analytical Support Unit since January 1996. The information is summarized and returned to agencies in monthly, quarterly, and annual reports. However, summaries are not comprehensive of all narcotics activity throughout Oregon because not all municipal, county, state, or federal law enforcement narcotics information is included. In addition, summarized information is not a good indication of the activities or effectiveness of a task force. The following data offers a preliminary understanding of possible narcotics trends within Oregon.



# Task Force Accomplishments

The data presented on the next three pages summarize the narcotics charges and seizures from the task force regions. The individual task forces provide an event report for each occurrence of a narcotics event.

A narcotics event is defined as an incident where narcotics, or narcotics related money or equipment is seized, bought, or found. In short: if a narcotics related item is removed from the streets, it is reported as an event.

The data is entered into a database for additional analysis to determine drug trends and movement.

## Miscellaneous

<i>Case Information</i>	<b>CORNTF</b>	<b>EORTF</b>	<b>MWVTF</b>	<b>NCADTF</b>	<b>ROCN</b>	<b>SCINT</b>	<b>SORT</b>	<b>Total</b>
Other Agency Assists	17	25	81	9	11	79	251	<b>473</b>
Cases Federally Adopted	3	0	11	1	15	9	31	<b>70</b>
State Search Warrants Served	49	52	154	53	11	68	193	<b>580</b>
Federal Search Warrants Served	0	0	2	0	16	12	2	<b>32</b>
Subjects Contacted	437	348	767	257	79	482	905	<b>3,275</b>
Narcotics Related Events	356	263	612	173	127	342	688	<b>2,561</b>

### *Weapons*

Used/Intended to use	3	0	2	0	0	0	0	<b>5</b>
Immediately Available	29	18	64	23	8	11	33	<b>186</b>
Pistols	34	16	92	15	23	24	62	<b>266</b>
Rifles	52	13	85	33	3	24	49	<b>259</b>
Assault Rifles	3	1	35	6	0	1	2	<b>48</b>
Shotguns	17	9	37	14	7	7	11	<b>102</b>
<b>Total</b>	<b>106</b>	<b>39</b>	<b>249</b>	<b>68</b>	<b>33</b>	<b>56</b>	<b>124</b>	<b>675</b>

### *Contact Was 1st Time Drug Offender*

Yes	68	75	112	40	4	6	56	<b>361</b>
No	111	95	214	77	3	51	240	<b>791</b>
Unknown or No Contact Made	258	267	111	320	430	380	141	<b>1,907</b>

### *Contact Was Employed*

Yes	54	44	97	27	9	8	46	<b>285</b>
No	130	145	257	105	6	67	216	<b>926</b>
Unknown or No Contact Made	253	248	83	305	422	362	175	<b>1,848</b>

### *Contact Was on a Previous Drug Probation*

Yes	106	61	161	79	8	37	141	<b>593</b>
No	110	130	192	41	5	31	114	<b>623</b>
Unknown or No Contact Made	221	246	84	317	424	369	182	<b>1,843</b>
<b>Total</b>	<b>437</b>	<b>437</b>	<b>437</b>	<b>437</b>	<b>437</b>	<b>437</b>	<b>437</b>	<b>3,059</b>

# Charges Filed Against Drug Offenders

<i>Charges by Gender</i>	CORNTF	EORTF	MWVTF	NCADTF	ROC�	SCINT	SORT	Total
Male	725	461	1,032	361	95	547	1,014	4,235
Female	231	153	337	125	20	248	320	1,434
<b>Total</b>	<b>956</b>	<b>614</b>	<b>1,369</b>	<b>486</b>	<b>115</b>	<b>795</b>	<b>1,334</b>	<b>5,669</b>

<i>Charges by Race</i>	CORNTF	EORTF	MWVTF	NCADTF	ROC�	SCINT	SORT	Total
Caucasian	751	434	994	375	39	724	1,095	4,412
African American	8	4	23	6	0	0	9	50
Hispanic	159	172	261	100	64	22	216	994
Native American	29	0	12	3	0	0	0	44
Asian	0	0	20	1	10	0	0	31
Unknown/Other	9	4	59	1	2	49	14	138
<b>Total</b>	<b>956</b>	<b>614</b>	<b>1,369</b>	<b>486</b>	<b>115</b>	<b>795</b>	<b>1,334</b>	<b>5,669</b>

<i>Charges by Age</i>	CORNTF	EORTF	MWVTF	NCADTF	ROC�	SCINT	SORT	Total
Adult	942	582	1,353	483	115	785	1,254	5,514
Juvenile	14	32	16	3	0	10	80	155
<b>Total</b>	<b>956</b>	<b>614</b>	<b>1,369</b>	<b>486</b>	<b>115</b>	<b>795</b>	<b>1,334</b>	<b>5,669</b>

<i>Charges by Type of Drug</i>	CORNTF	EORTF	MWVTF	NCADTF	ROC�	SCINT	SORT	Total
Cocaine	24	25	65	77	36	7	8	242
Cocaine (Crack)	0	0	3	12	0	0	0	15
Methamphetamine	706	397	717	261	27	514	753	3,375
Heroin (Tar)	19	0	67	9	26	8	15	144
Heroin (Powder)	0	0	0	0	0	0	0	0
Marijuana	180	177	216	120	8	256	518	1,475
LSD	9	0	13	0	0	0	6	28
Psilocybin Mushrooms	5	6	0	2	0	3	6	22
Other	13	9	288	5	18	7	28	368
<b>Total</b>	<b>956</b>	<b>614</b>	<b>1,369</b>	<b>486</b>	<b>115</b>	<b>795</b>	<b>1,334</b>	<b>5,669</b>

<i>Charges for Drug Offenses by Type of Offense</i>	CORNTF	EORTF	MWVTF	NCADTF	ROC�	SCINT	SORT	Total
Manufacturing	207	26	260	77	8	94	299	971
Distributing	442	376	440	177	50	241	332	2,058
Possessing	307	212	669	232	57	460	703	2,640
<b>Total</b>	<b>956</b>	<b>614</b>	<b>1,369</b>	<b>486</b>	<b>115</b>	<b>795</b>	<b>1,334</b>	<b>5,669</b>

<i>Other Charges and actions Accompanying Drug Charges</i>	CORNTF	EORTF	MWVTF	NCADTF	ROC�	SCINT	SORT	Total
Endangering Welfare of Minor	44	54	46	33	5	71	186	439
W/in 1,000 ft. of school	45	30	44	11	0	3	33	166
1st Degree Child Neglect	21	3	114	36	0	50	27	251
Children Services Referrals	23	36	40	35	0	40	162	336
<b>Total</b>	<b>133</b>	<b>123</b>	<b>244</b>	<b>115</b>	<b>5</b>	<b>164</b>	<b>408</b>	<b>1,192</b>

# Seizures

## Drug Seizures

<i>Grams</i>	CORNTF	EORTF	MWVTF	NCADTF	ROCN	SCINT	SORT	Total
Cocaine	386	27,735.0	1,352.4	370.9	4,120.4	8.9	299.6	<b>34,273.1</b>
Cocaine (Crack)	0.0	0.0	8.0	50.0	51.1	0.0	0.0	<b>109.1</b>
Hashish	0.0	0.0	21.5	0.0	0.0	0.0	2.6	<b>24.1</b>
Heroin (Powder)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	<b>0.0</b>
Heroin (Tar)	24.6	0.0	1,548.0	26.0	6,787.4	1.3	103.8	<b>8,491.1</b>
Marijuana	583,240.0	20,503.5	190,195.4	30,296.9	64,658.7	9,815.2	76,041.4	<b>974,751.1</b>
Methamphetamine	7,083.6	10,014.1	87,905.4	7,379.1	7,949.7	9,995.0	46,846.3	<b>177,173.1</b>
MDMA	478.2	0.0	0.0	0.0	0.0	0.0	0.0	<b>478.2</b>
Opium	0.0	0.0	103,403.8	0.0	0.0	0.0	0.0	<b>103,403.8</b>
Psilocybin	50.1	135.5	0.0	2.0	0.0	31.3	234.6	<b>453.5</b>
<b>Total Grams</b>	<b>591,262.5</b>	<b>58,388.1</b>	<b>384,434.4</b>	<b>38,124.9</b>	<b>83,567.3</b>	<b>19,851.7</b>	<b>123,528.3</b>	<b>1,299,157.1</b>

### *Units*

LSD	958	0	200	0	0	0	16	<b>1,174</b>
Hash Oil	0	0	194	0	80,028	0	3	<b>80,225</b>
Marijuana Plants	739	1,199	2,914	2,273	19	31,977	2,526	<b>41,647</b>
<b>Total Units</b>	<b>1,697</b>	<b>1,199</b>	<b>3,308</b>	<b>2,273</b>	<b>80,047</b>	<b>31,977</b>	<b>2,545</b>	<b>123,046</b>

## Presursor Chemicals (not always reported)

### *Methamphetamine Labs*

Active	3	4	24	8	2	2	15	<b>58</b>
Boxed/Stored/Inactive	11	13	80	4	4	8	49	<b>169</b>
<b>Total Labs</b>	<b>14</b>	<b>17</b>	<b>104</b>	<b>12</b>	<b>6</b>	<b>10</b>	<b>64</b>	<b>227</b>

### *Grams*

Ephedrine	0.0	0.0	40.0	0.0	0.0	0.0	0.0	<b>40.0</b>
Epsom Salts	0.0	0.0	0.0	0.0	0.0	0.0	0.0	<b>0.0</b>
Iodine	0.0	0.0	113.4	2.4	24,039.6	0.0	7.6	<b>24,163.0</b>
Pseudo-Ephedrine	4.0	0.0	22.7	0.0	68,248.8	28.4	978.2	<b>69,282.1</b>
Red Phosphorous	0.0	0.0	388.4	0.0	0.0	0.0	0.0	<b>388.4</b>
Sodium Hydroxide	0.0	0.0	0.0	0.0	0.0	0.0	0.0	<b>0.0</b>
Unknow/Other	0.0	0.0	5,124.2	0.0	4,535.0	454.4	3.0	<b>10,116.6</b>
<b>Total Grams</b>	<b>4.0</b>	<b>0.0</b>	<b>5,688.7</b>	<b>2.4</b>	<b>96,823.4</b>	<b>482.8</b>	<b>988.8</b>	<b>103,990.0</b>

### *Liters*

Acetone	0.0	0.0	0.0	0.0	0.0	0.0	0.0	<b>0.0</b>
Diluted Meth Solutions	0.0	0.0	0.0	0.0	0.0	0.0	0.0	<b>0.0</b>
Hydriotic Acid	0.0	0.0	0.0	0.0	0.0	0.0	0.0	<b>0.0</b>
Hydrochloric Acid	0.0	0.0	0.0	0.0	0.0	0.0	0.0	<b>0.0</b>
Meth Oil	0.0	0.0	7.6	4.0	0.0	0.0	0.0	<b>11.6</b>
Muriatic Acid	0.0	0.0	0.0	0.0	0.0	0.0	0.0	<b>0.0</b>
Nitric Acid	0.0	0.0	0.0	0.0	0.0	0.0	0.0	<b>0.0</b>
Pseudo-Ephedrine Solution	0.0	0.0	0.0	0.0	0.0	0.0	0.0	<b>0.0</b>
Sulfuric Acid	0.0	0.0	0.0	0.0	0.0	0.0	0.0	<b>0.0</b>
Unknow Precursor Liquid	0.0	0.0	0.0	0.0	0.0	0.0	0.0	<b>0.0</b>
<b>Total Liters</b>	<b>0.0</b>	<b>0.0</b>	<b>64.2</b>	<b>4.0</b>	<b>94.6</b>	<b>0.0</b>	<b>0.0</b>	<b>162.9</b>

**North Coast Anti-Drug Task Force (NCADTF)  
Clatsop County Sheriff's Office**

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**Project Purpose**

Increase felony arrests and prosecutions within the four Northwest counties of Lincoln, Tillamook, Clatsop and Columbia, with the assumption that this will decrease the availability of illegal drugs and to provide support to local organizations involved in reducing the demand for these drugs.

Contact: Sheriff John P. Raichl 503.325.8635

Project No: 00-001

Federal Funds Expended: \$110,000

Match Funds Expended: \$195,589

**Objectives**

1. Reduce the manufacture of illegal drugs.
  
  
  
  
  
  
  
  
  
  
2. Eradicate marijuana grows.
  
  
  
  
  
  
  
  
  
  
3. Reduce the availability and street sales of illegal drugs.

**Outcomes**

1. Over 350 cases were investigated and 253 arrests were made, 35 of which were for mid-level dealing. Thirteen drug labs were destroyed with an estimated \$475,000 worth of drugs seized. A total of 98 convictions have been reported with 51 investigations ongoing.
  
  
  
  
  
  
  
  
  
  
2. NCADTF eradicated 3,125 marijuana plants, up from 1,487 for the same period last year, however down from 4,000 in FY 1998. This fluctuation could be due to the possible grower hesitancy to mount large scale grow operations. There were 97 arrests related to marijuana, 16 of which were for mid-level dealing; 26 investigations are ongoing.
  
  
  
  
  
  
  
  
  
  
3. NCADTF made 132 arrests for street level dealing/possession compared to 225 arrests the year before. According to informants, arrested individuals and other agencies, there was a significant decline in arrests for street level designer drugs in the last four months of the grant period.

# South Coast Interagency Narcotics Team (SCINT) Coos County Board of Commissioners

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## Project Purpose

Enhance interagency cooperation; create partnerships with landlords, property managers, and neighborhoods to make safer communities; coordinate the implementation of drug prevention and life skills classes to middle school students; facilitate multi-jurisdictional investigations and share intelligence information for the purpose of arresting and prosecuting narcotics offenders.

Contact: Laurie Kreutzer 541.267.3375

Project No: 00-002

Federal Funds Expended: \$175,000

Match Funds Expended: \$77,802

## Objectives

1. Impact the importation and distribution of chemicals and drugs from the central valley of California and Mexico, disrupting the availability of heroin, amphetamine and methamphetamine.
2. Deter future narcotics activity by removing the profit from drug law violations and disrupting the supply and flow of narcotics within SCINT's jurisdiction.

## Outcomes

1. Continued long-term undercover buy operations, allowing SCINT officers into the Hispanic drug trade and to their upper-level suppliers. One undercover operation resulted in the arrest of three individuals on federal charges, three individuals on state charges, the placement of nine children in protective custody by Services to Children and Families (SCF), and the seizure of 10 pounds of methamphetamine. This seizure is the largest quantity of methamphetamine seized in SCINT's history.
2. A total of 318 arrests resulted in 125 convictions. Of the remaining 193 arrests, 15 cases are pending, 166 are pending grand jury, two ended in acquittals and there were no charges filed for 10 cases.

Thirty individuals are awaiting indictments from an undercover narcotics buy operation. It's anticipated that between 200 and 250 charges will be filed as a result of the operation. The number of arrests, cases pending grand jury, or convictions/acquittals associated with this case are still to be determined.

Drugs seized included: 6,943 grams of methamphetamine/amphetamine, 8,568 grams of marijuana, .33 grams of tar heroin, 26 grams of psilocybin mushrooms, 7 grams of cocaine, 20 methadone pills, various amounts of prescription medication, and 32,092 marijuana plants, for a total value of over \$48.9 million.

SCINT officers seized six outdoor marijuana gardens, 13 indoor marijuana gardens, one dismantled grow, and 10 methamphetamine labs.

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**South Coast Interagency Narcotics Team (SCINT)  
Coos County Board of Commissioners**

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**Objectives** *(continued)*

3. Ensure safety for children living in homes with criminal drug activity through vigorous enforcement and prosecution of parents, forcing parents to seek appropriate treatment, and removing those children whose home environments cannot be improved.
4. Enhance the ability of local communities to increase their level of involvement in narcotics enforcement by encouraging citizen reporting of criminal drug activity and adoption and utilization of drug house abatement ordinances. Maintain a positive relationship between citizens and law enforcement by identifying and responding to local needs and complaints.

**Outcomes** *(continued)*

3. SCINT investigators made 43 referrals to SCF for 84 children located in homes with criminal drug activity. There were 72 charges filed for first degree Child Neglect and 84 charges filed for Endangering the Welfare of a Minor.
4. Through the Drug House Abatement (DHA) project, 21 letters were sent to landlords notifying them of criminal activity in their rentals resulting in 23 evictions. SCINT counseled 98 landlords regarding the project. One letter was sent to the Chief Enforcement Officer for enactment of a county ordinance.

SCINT continues to provide free training for landlords, property managers and owners regarding their rights and responsibilities, proper screening techniques, and the eviction process. The DHA facilitator responds to concerned neighborhoods and public housing units to guide them through the process of declaring problem houses as nuisances in an effort to “clean up” the neighborhood. Information about the DHA program has been forwarded to other task forces and law enforcement agencies throughout the state for implementation in their own jurisdictions.

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**South Coast Interagency Narcotics Team (SCINT)  
Coos County Board of Commissioners**

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**Objectives** *(continued)*

5. Present training sessions and public talks for landlords, property managers, law enforcement, neighborhoods and community organizations to provide alternatives to communities where law enforcement alone cannot deter drug activity.
  
6. Continue modified Pathfinders curriculum in Coos Bay middle schools. The program teaches 6<sup>th</sup>, 7<sup>th</sup> and 8<sup>th</sup> grade students drug prevention and life skills, promoting assertiveness to resist peer and media pressures.
  
7. Maximize manpower, resources, and information-sharing for law enforcement and civilian agencies.

**Outcomes** *(continued)*

5. The DHA facilitator, along with other SCINT personnel, conducted 31 public talks to a total of 3,077 people. Attendees included public housing tenants and administrators, city council members, school representatives, businesses, public service organizations, and neighborhood citizens.

SCINT also provided 19 training sessions to 889 people including police and reserve officers, assistant district attorneys, and U.S. attorneys.

6. In partnership with the Coos Bay School District, the program curriculum was provided to approximately 500 middle school students by SCINT personnel. The six-week course was taught through the health classes and used skill training and problem solving exercises to help students strengthen social and self-management skills and promote assertiveness and resist peer pressure. Specific classes taught included team building, communication, stress management, anger management, problem solving, choices and consequences, and motivation.
  
7. Assisted the following agencies and task forces: Coos and Curry County Parole and Probation, Housing Authority, Services to Children and Families (SCF), Seniors and People with Disabilities Services, Women's Crisis Center, Educational Service District, Coos Bay School District, Coos County Emergency Response Team, City and County Codes Enforcement personnel, U.S. Coast Guard, Federal Bureau of Investigation, Drug Enforcement Agency, Alcohol, Tobacco

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**South Coast Interagency Narcotics Team (SCINT)  
Coos County Board of Commissioners**

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**Objectives** *(continued)*

**Outcomes** *(continued)*

and Firearms, U.S. Marshals, Oregon Air National Guard RAID, U.S. Customs, Department of Justice, Immigration and Naturalization Services, Bureau of Land Management, U.S. Forest Service, Port of Brookings, Douglas Interagency Narcotics Team (DINT), Josephine Interagency Narcotics Team (JOINT), Del Norte Task Force (Crescent City, CA), Coos County Sheriff's Office, Curry County Sheriff's Office, Douglas County Sheriff's Office, Bandon P.D., Brookings P.D., Coos Bay P.D., Coquille P.D., Florence P.D., Gold Beach P.D., Myrtle Point P.D., North Bend P.D., Port Orford P.D., Powers P.D., Reedsport P.D., and Oregon State Police.



# Central Oregon Regional Narcotics Task Force (CORNTF) Deschutes County Sheriff's Department

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## Project Purpose

Coordinate enforcement by the Central Oregon Regional Narcotics Task Force in a geographic region east of the Cascades, from the Columbia River south to the California border.

Contact: Sheriff Les Stiles 541.383.4393

Project No: 00-003

Federal Funds Expended: \$110,000

Match Funds Expended: \$85,807

## Objectives

1. Increase the eradication of indoor and outdoor grow operations from the previous year by 10 percent.
2. Assign a full-time staff person within each of the three districts that will coordinate team activities and interagency cooperation. Assign major narcotics investigations and facilitate the dissemination of information to the task force and other agencies.
3. Disrupt methamphetamine distribution at the street level and through area and regional distributors.
4. Maximize the utilization of federal and state asset forfeiture laws.

## Outcomes

1. More than 734 marijuana plants were seized during the year; a 234 percent increase from what was reported for the same period the previous year.
2. One full-time staff person was assigned to the Mid-Columbia (MINT), Central Oregon (CODE) and Klamath Falls Police Narcotics Team.

During the last two quarters, two of the agencies contributing to MINT have had to pull assigned personnel for various time periods due to budget constraints. Also for the last two quarters Hood River Police Department did not have an investigator assigned to MINT; CODE and Klamath Falls Police Narcotics Team assumed the caseload.

Each of the three districts share information on cases that impact other districts within CORNTF. CORNTF has initiated regular Central Oregon intelligence meetings and is planning joint interdiction operations.

3. CORNTF seized approximately 7,000 grams of methamphetamine during the grant period. A total of 702 charges for the possession, manufacture and distribution of methamphetamine were filed, an increase of two percent from what was reported for the same period the previous year. In addition, investigations involved 24 instances where methamphetamine was interdicted either coming into, or passing through, Central Oregon.
4. A total of \$10,100 in assets was seized during FY 2000. The passage of Measure 3, which requires a conviction prior to forfeiture of property or assets, effectively ceased asset forfeitures for the last three quarters of the grant period.

**Southern Oregon Regional Task Force (SORT)  
Josephine County Sheriff's Office**

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**Project Purpose**

Investigate, arrest, and prosecute narcotics offenders and promote enhanced interagency coordination and intelligence sharing efforts.

Contact: Sgt. Carroll Huffman 541.474.5151

Project No: 00-004

Federal Funds Expended: \$300,000

Match Funds Expended: \$116,950

**Objectives**

1. Decrease/disrupt individual drug offenders, organizations, and illegal activities associated with drug use and trafficking within the region. Initiate 60 Class I Violators under Western States Information Network (WSIN) criteria and perform 500 searches.
2. Collect, evaluate, and disseminate intelligence and coordinate efforts among law enforcement agencies in three counties while leveraging resources by using the multijurisdictional task force approach. Coordinate 175 criminal cases involving investigators from other local, state, and federal agencies. Submit 900 WSIN/Department of Justice subject reports.
3. Financially curtail drug traffickers by initiating 150 potential claimant forfeiture notices.
4. Coordinate and refer 200 cases of child neglect and endangerment. Document 40 cases of illegal drug activity within 1,000 feet of a school.
5. Present 100 educational programs regarding reliable and accurate controlled substances information to 5,000 citizens or staff. Participate in 100 meetings with public or private agencies to identify drug related problems.

**Outcomes**

1. Initiated 94 Class I Violators and performed 357 searches.
2. Coordinated 112 cases involving other agencies and submitted 621 WSIN/Department of Justice subject reports.
3. Initiated 99 potential claimant forfeiture notices.
4. Initiated 51 cases of child neglect/endangerment and 17 cases of drug activity within 1,000 feet of a school.
5. Presented 80 educational programs to 2,707 people. Attended 190 meetings with other agencies to identify drug related problems.

## Mid-Willamette Valley Task Force (MWVTF) Marion County District Attorney's Office

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### Project Purpose

Reduce drug availability and punish narcotics distributors by using a coordinated approach of enforcement and prosecution that enhances interagency cooperation and intelligence sharing within the six county Mid-Willamette Valley Region.

Contact: Dale W. Penn 503.588.5222

Project No: 00-005

Federal Funds Expended: \$134,145

Match Funds Expended: \$44,715

### Objectives

1. The U.S. Attorney's Office will pursue federal prosecution and incarceration of 25 manufacturers and distributors to reduce the number of narcotics networks in the region.
2. The U.S. Attorney's Office will obtain 15 convictions with an average federal prison term length of 65 months.
3. Four subtask forces will employ local prosecutors to select 160 cases for investigation and prosecution.
4. Local prosecutors and subtask force commanders will meet monthly to exchange case data, intelligence, identify networks, and coordinate activities to enhance interagency cooperation and intelligence sharing.
5. One subtask force will employ officers on an overtime basis on cases that extend beyond standard law enforcement shifts. Three arrests will be completed because of the overtime worked to reduce the narcotics supply and hamper narcotics distribution in Polk County.

### Outcomes

1. A total of 18 defendants were federally charged by the U.S. Attorney's Office.
2. A total of 26 defendants were convicted with 23 defendants sentenced to federal prison for an average length of 69.8 months.
3. A total of 597 cases were referred to local prosecutors for task force investigation and prosecution.
4. Interagency cooperation and intelligence sharing was enhanced by monthly meetings with local prosecutors and subtask force commanders.
5. Overtime work resulted in 58 arrests.

# Regional Organized Crime Narcotics Task Force (ROCN)

## Regional Organized Crime Narcotics Task Force

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### Project Purpose

Identify, target, and remove major narcotics traffickers and organizations through investigation, arrest, prosecution, and conviction.

Contact: Captain Alan Orr 503.234.8892

Project No: 00-006

Federal Funds Expended: \$140,000

Match Funds Expended: \$64,885

### Objectives

1. Conduct multijurisdictional investigations and prosecutions that disrupt or close 10 methamphetamine, heroin, or cocaine distribution networks.
2. Emphasize and promote interagency cooperation among all federal, state, and local agencies engaged in organized crime and drug law enforcement by conducting collaborative operation cases and 20 agency assists.
3. Investigate and prosecute a minimum of two narcotics related or money laundering cases in Federal court.
4. Conduct or facilitate two narcotics investigative training opportunities for a variety of narcotics units within Washington, Multnomah, Yamhill and Clackamas Counties.

### Outcomes

1. There were 42 cases opened that had or will have an impact on the region's drug distribution.
2. Seven cases were shared operations and ROCN assisted other agencies in 26 cases. Investigations were conducted in cooperation with the Multnomah County Special Investigations Unit, Clackamas County Special Investigations Unit, the Federal Bureau of Investigation, U.S. Customs, Internal Revenue Service, and other task forces.
3. ROCN did not open any new cases involving the possibility of money laundering that could have been prosecuted federally, however 33 suspects were arrested and federally prosecuted and 17 federal prosecutions were completed from the previous year's open cases.
4. ROCN officers attended three Oregon Narcotics Enforcement Association (ONEA) training conferences, the annual Western States Information Network (WSIN) conference, the Covert Operations Training Seminar, the Drug Enforcement Association Clandestine Laboratory Investigators Training, and the 2000 Western Canadian Technical Conference.

# Eastern Oregon Regional Drug Task Force (EORTF)

## Eastern Oregon Regional Drug Task Force

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### Project Purpose

Apprehend upper-level drug dealers and main suppliers in Eastern Oregon.

Contact: Sgt. Doug Evans 541.523.5848

Project No: 00-007

Federal Funds Expended: \$105,795

Match Funds Expended: \$48,708

### Objectives

1. Facilitate cooperation between law enforcement agencies in the identification and apprehension of mid-to upper-level drug manufacturers and dealers. Target the largest known dealers or manufacturers, focusing on those that are most visible in the communities by encouraging narcotics investigators to share information and attend intelligence sharing meetings/conferences.
2. Encourage and facilitate the sharing of manpower assets by the involved agencies. Encourage the shared use of equipment throughout the region.
3. Facilitate the education of students and adults to the problems and identification of drug use.

### Outcomes

1. Members attended 46 intelligence sharing meetings or conferences this year. Members submitted 227 Western States Information Network (WSIN) cards.
2. A total of 1,200 man-hours were shared with other departments/agencies. The following types and quantities of equipment were shared with other entities:

Narcotics dogs/handlers	7
Undercover vehicles	30
Bodywire sets	12
Raid/surveillance van	21
Lab Site equipment	12
National Guard Helicopters	6
Oregon State Police Airplanes	4
All-Terrain Vehicles	2
3. Member units facilitated 62 presentations to schools, businesses, and local organizations about identifying drug use and drug activity.

# Helping At-Risk Girls in Central and Eastern Oregon

## Deschutes County Commission on Children and Families

### Project Purpose

Develop and offer a continuum of gender specific, community based services for at-risk, dependent and delinquent girls in Central and Eastern Oregon.

Contact: Deevy Holcomb 541.617.3356

Project No: 99-050

Federal Funds Expended: \$24,811

Match Funds Expended: \$8,311

### Objectives

1. Increase knowledge of ways to serve at-risk girls through an intensive planning process with local stakeholders and state, regional, and national experts. Develop a comprehensive, gender-specific system of services to help at-risk girls in Central Oregon.
2. Review the research and training for logical referral points including family court, county juvenile departments and youth serving agencies for early identification of the needs of girls.
3. Expansion of services by July 2000 including: opening a 12-bed secure shelter facility and program in Bend and expand professional treatment foster care options (six additional beds) in the counties of Crook, Deschutes and Jefferson.
4. Provide management of “cap” (discretionary beds) with more reliance on regionally managed services and less reliance on state programs and services.

### Outcomes

1. An executive committee for the grant continued having meetings and trainings. Accomplishments included several multi-county and regional networking opportunities; formalized relationship with Deschutes County Department of Mental Health and Juvenile Community Justice to improve work with girls; and reviewed process to look at gender implications of current community work service, education, cognitive restructuring groups and aftercare for girls.
2. A 30-page report detailing research-based planning, structure and implementation plan was completed by a consultant. Overall, a medium security program, providing female-appropriate resources to girls in a 30 to 120 day program, was recommended. It was determined that a high security program, serving females in need of long-term intensive treatment, is not needed at this time.
3. The 12-bed secure shelter facility was not funded during the 2000 Interim or 2001 Legislative Session. However, expansion of other existing services has begun despite the non-funding of the secure shelter facility. This includes additional regular group work for girls in long-term detention, training for detention staff, and formal links between the Deschutes County Department of Juvenile Community Justice and Department of Mental Health treating girls in detention.
4. Deschutes County maintained a below-cap average for the duration of the grant period. The average daily population was 6.8, with the “cap” being seven.

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## Helping At-Risk Girls in Central and Eastern Oregon Deschutes County Commission on Children and Families

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### **Objectives** *(continued)*

5. Reduce risk taking behavior (e.g. truancy, run-aways, sexual activity and pregnancy, suicidal behavior) through early identification, better referrals, improved programming, use of foster care, aftercare and family involvement. Assist girls in transition by family involvement.
6. Provide community support to girls participating in the program by local citizen help in furnishing secure shelter.
7. Improve system performance by including a better linkage of girls' programs and other community supports.
8. Share program results with the state, the Juvenile Department Directors Association, Central and Eastern Oregon Juvenile Justice Consortium, and youth service providers.

### **Outcomes** *(continued)*

5. Continued to make improvements in its treatment and aftercare programming, including hiring aftercare specialists to provide case management and to ensure appropriate gender-specific options for girls.
6. Not applicable as a result of the secure shelter facility not being funded.
7. Formal links now exist between Deschutes County's agencies serving youth. A training in June 2001 served staff from Crook, Jefferson and Deschutes County and staff from a girl's residential facility in the region.
8. Representatives from multi-county staff and leaders were involved with the planning, implementation, challenges and successes of the grant program. All involved received progress reports and the 30-page report on needs and plans for improving work with girls in the region.

## Connections II

### Marion County Department of Corrections

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#### Project Purpose

To reduce revocation and recidivism rates of drug-abusing parole violators sentenced less than 12 months to the Marion County Connections II Program.

Contact: Rick McKenna 503.588.8497

Project No: 99-040

Federal Funds Expended: \$62,986

Match Funds Expended: \$9,373

#### Objectives

1. Fifty percent of offenders completing Phases I and/or II of the Connections II program will complete all phases of the program (enrolled in Phase I and/or Phase II) and be returned to a general unit caseload.

Phase I – Participants are involved in a 60-90 day in-custody treatment program.

Phase II– Participants who have successfully completed Phase I are eligible to move to the Marion County Work Center and/or move directly into intensive supervision for a minimum of 90 additional days and are required to be involved in ongoing outpatient substance abuse treatment.

2. Offenders who complete Connections II will have a lower incidence of drug use and criminal convictions than a control group of offenders who did not complete the program.

*\*Note: This program was funded from October 1, 1999 to September 30, 2000, therefore objectives are based on four quarters of grant activity and outcomes reflect one quarter of progress.*

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#### Outcomes

1. During the report period of July 1, 2000 to September 30, 2000, 121 individuals participated in Phase I and/or Phase II of the program. Of these participants, 22 (18 percent) successfully completed Phase I and/or II of the program; 12 (10 percent) were unsuccessful; 19 (16 percent) were released early, transferred or moved to other treatment programs; two (two percent) completed supervision and 28 (23 percent) are still in Phase I of the program while 38 (31 percent) are still in Phase II of the program.

2. An evaluation of the Connections II program demonstrated that out of the 22 individuals in the study group, three (14 percent) had one positive urinalysis sample. Similar results were seen in the 22 individuals in the control group, three (14 percent) had one positive urinalysis sample which contained evidence of drugs or alcohol.

The study group, consisting of 22 individuals, had five (23 percent) offenders with a new probation and/or parole violation, misdemeanor, or felony charge during the same report period. On the other hand 10 (45 percent) of the 22 control group individuals had a new probation and/or parole violation, misdemeanor, or felony charge during this same period.

Additionally, four (18 percent) of the 22 individuals from the study group have been successfully discharged from their supervision requirements and one (five percent) was sent to prison on a new

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## Connections II

### Marion County Department of Corrections

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#### Objectives *(continued)*

3. Offenders who complete Connections II will have a higher rate of employment and fewer residence changes than the control group.
4. Sixty percent of employable clients will have jobs within six months of release from custody.
5. One hundred percent of offenders completing Connections II will have a release plan completed prior to their release from jail.
6. Establish a pre-treatment screening program for participants that involves a series of structured activities that applicants will have to complete before being accepted into the program.

#### Outcomes *(continued)*

conviction during the last year. Of the 22 individuals in the control group three (15 percent) have been successfully discharged from supervision and five (23 percent) have been sent to prison on a new conviction during the same time period.

3. Of the 22 individuals in the study group, eight (36 percent) offenders were employed by the end of September 2000 and 14 (64 percent) were unemployed. Of the 22 individuals in the control group six (27 percent) were employed and 16 (73 percent) were unemployed during this same period

A total of three (14 percent) of the individuals in the study group had changed residences once during the report period, compared to seven (32 percent) individuals from the control group.

4. During the report period, a total of 22 (71 percent) out of 31 employable clients had jobs within six months of release from custody.
5. One hundred percent of the offenders (22) completing Phase I/and or Phase II of the Connections II program had a release plan completed prior to release.
6. The pre-treatment screening program requires participation and completion in the Positive Solutions treatment program, which includes a series of structured group sessions and activities targeting drug and alcohol issues. Participants who meet program criteria upon completing the program are placed on a waiting list to enter Connections II.

# Klamath County Corrections Jail Treatment Program

## Klamath and Lake Community Corrections

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### Project Purpose

To reduce the criminal recidivism of high-risk, drug-involved offenders and improve their transition into the community from the Klamath County Jail. Improve coordination and continuity between jail and post-release programs and continue evaluation of program effectiveness.

Contact: Steve Berger 541.880.5500

Project No: 99-041

Federal Funds Expended: \$35,888

Match Funds Expended: \$11,960

### Objectives

1. Maintain daily client census of at least 30.
2. Serve a minimum of 150 offenders for the year.
3. Seventy percent of enrolled offenders will continue in jail treatment until released from custody.
4. Supervision/aftercare plans will be prepared for all offenders.
5. Staff will engage offenders in a variety of programs.

### Outcomes

1. Daily client census averaged 26 participants.
2. A total of 47 offenders were admitted into the program.
3. A total of 43 clients (91.4 percent) entering the treatment program continued in treatment until released from jail.\*\*
4. All offenders received supervision or aftercare plans.
5. The programs provided to offenders included:
  - Alcohol and Drug Education
  - Breaking Barriers Program
  - Franklin Reality Model Program
  - Cognitive Restructuring Program
  - Thinking Errors groups
  - Relapse Prevention
  - Mediation

In addition, 16 skill-building and Klamath and Lake Employment Training Institute (KLETI) groups in open forum were offered to offenders in two-hour blocks. Those participating included Parent Resource Center, Klamath Community College, Employment Department, a Public Health Nurse, and Vocational Rehabilitation Department.

*\*Note: This program was funded from October 1, 1999 to September 30, 2000, therefore objectives are based on four quarters of grant activity and outcomes reflect one quarter of progress.*

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*\*\* The program was closed September 15, 2000. One offender left the program early and three offenders continued with the program until it closed and were retained for completion of sentence.*

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**Klamath County Corrections Jail Treatment Program  
Klamath and Lake Community Corrections**

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**Objectives***(continued)*

6. Recidivism rates (arrests for new felony or Class A misdemeanor crimes) will be reduced by 60 percent subsequent to offenders' release from treatment compared to their arrest rates prior to treatment.
7. Demonstrate reduced recidivism rates (arrests and convictions for new felony or Class A misdemeanor crimes) for offenders at six months following release from treatment.
8. Complete documentation of protocols and procedures for release planning and definitions of responsibilities for offenders.

**Outcomes***(continued)*

6. Data unreported.
7. The Law Enforcement Data System (LEDS) was searched for new arrests and convictions from the date of discharge from the treatment program to six-months post treatment. The data collected indicated that of 47 clients served, a total of 38 (80 percent) were not convicted of any new felony or class A misdemeanor crime during the period from July 1, 2000 to September 30, 2000.
8. Offender treatment and sanctions protocols and duties were developed and are in place.

# Central Oregon Chemical Intervention Program

## Deschutes County Adult Community Justice

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### Project Purpose

To break the cycle of addiction and criminality in high-risk offenders who are supervised in Deschutes and Jefferson counties. This is accomplished by combining intensive community supervision by specialized probation officers with intensive cognitive-based, chemical dependency treatment.

Contact: Roland Gangstee 541.385.3246

Project No: 99-042

Federal Funds Expended: \$33,190

Match Funds Expended: \$12,264

### Objectives

1. Eighty percent of offenders completing the treatment program will be successful completions.
2. Eighty-five percent of all program offenders will have reduced drug consumption as indicated on drug screens.
3. Eighty percent of offenders who completed the program will be successfully discharged from probation.
4. Eighty percent of offenders completing the program will be employed and/or in school at program completion.
5. Seventy-five percent of all program offenders will make regular payments on fees, fines, and/or probation costs.
6. Eighty percent of Your Choice (in-custody treatment program) graduates will successfully complete their 90-day transition period.

### Outcomes

1. A total of eight (57.1 percent) out of 14 offenders completing the program were successful completions. There were six unsuccessful completions.
2. Of the 26 offenders served, a total of 24 offenders (92.3 percent) showed a measurable reduction in drug consumption.
3. Twelve of the 14 offenders (85.7 percent) were successfully discharged from probation, three of which were early terminations for successful compliance with treatment while two were deported.
4. Ten of the 12 successfully discharged offenders (83.3 percent) were employed and/or in school at program completion.
5. A total of 21 of the 26 offenders served by the program (80.8 percent) were 100 percent compliant with court-ordered financial obligations by making regular payments and/or performing community service.
6. Two of 26 (eight percent) offenders have successfully completed their 90-day transition phase from the Your Choice in-custody treatment program.

*\*Note: This program was funded from October 1, 1999 to September 30, 2000, therefore objectives are based on four quarters of grant activity and outcomes reflect one quarter of progress.*

**FACT/Links to Recovery**  
**Jackson County Health and Human Services**

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**Project Purpose**

To assist pregnant, substance abusing women in the corrections system to access effective treatment/rehabilitation and to mobilize law enforcement, social services, and community efforts to coordinate treatment and prevention efforts in substance abuse.

Contact: Carin Niebuhr 541.774.8200

Project No: 99-043

Federal Funds Expended: \$7,349

Match Funds Expended: \$2,450

**Objectives**

1. One hundred percent of the women who screen positive for drug use will be *referred* for intervention or education programs.
2. Fifty percent of women who screen positive for drug use will *engage* in intervention or education programs.
3. Fifty at-risk elementary school children will receive mentoring services through the Lunch Buddy program.
4. Twenty businesses will participate in the “Drugs Don’t Work Here” program.
5. Seventy educational presentations will be given by the FACT Speakers Bureau.
6. Thirty-five families with substance abuse/corrections issues will receive case management services provided by integrated staff from human services, law enforcement, corrections, and the judiciary.
7. One hundred human service and corrections employees will receive drug and alcohol screening and intervention training.

**Outcomes**

1. A total of 132 (100 percent) of the women who screened positive for drug use were referred for intervention or education programs.
2. A total of 66 (50 percent) of the women who screened positive for drug use were engaged in an intervention or education program.
3. A total of 69 at-risk elementary children in five local schools received mentoring services through the Lunch Buddy Program.
4. Collaborative efforts between the FACT Coalition and the Chamber of Commerce helped direct 35 businesses to participate in the “Drugs Don’t Work Here” program. A successful business-to-business mentoring program within the DDWH program was launched.
5. The FACT Speakers Bureau made 27 educational presentations to increase community awareness.
6. A total of six families with substance abuse/corrections issues received case management services provided by integrated staff.
7. A total of nine human service and corrections employees received drug and alcohol screening and intervention training.

*\*Note: This program was funded from October 1, 1999 to September 30, 2000, therefore objectives are based on four quarters of grant activity and outcomes reflect one quarter of progress.*

# Law Enforcement Data System (LEDS) Public Safety Data Warehouse

## Department of Oregon State Police

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### Project Purpose

Current criminal justice information systems were created autonomously and cannot adequately communicate and share information. Although these information systems gather data on many of the same offenders, often overlapping the same information, data within those autonomous systems are stored in different formats and have numerous meanings, dependent upon the agency from which they are collected. Attempting to analyze the criminal history of an offender or the effectiveness of a particular program or practice within the criminal justice community requires gathering data from several state agencies to evaluate the process. Once gathered, these data must be transformed and merged to a standard format for use in analysis. The Public Safety Data Warehouse will serve as the central repository of criminal justice information and will enable analysis of criminal justice programs and policies to be done across agencies in considerably less time than currently possible.

Contact: David C. Yandell 503.378.3054

Project No: 98-056

Federal Funds Expended: \$56,084

Match Fund Expended: \$20,708

### Objectives

1. Identify data elements required to satisfy legislative direction under Oregon House Bill 2229 (1997 Legislature) to evaluate the effectiveness of current offender programs and their ability to deter future criminal behavior.
2. Develop business plan for managing PSDW services required to address HB 2229 mandates and future initiatives.

### Outcomes

1. Completed a list of specific information gathered from an analysis of DOC data elements that would be available to other stakeholders and worked with each of the stakeholder agencies to create lists of their respective available data elements.
2. Developed quality assurance criteria for project oversight and drafted project scope, project plan, and initial system and development requirements.

# Criminal Justice Information Standards (CJIS) Interoperability Research

## Department of Oregon State Police

### Project Purpose

This project provides consulting services, hardware and software to allow CJIS to address program goals. As needed, this would involve consulting services to study information systems security issues and technologies, research guaranteed delivery of data via the Internet, developing a strategy for universal access to information, and receive assistance in technical areas such as data exchange design and electronic commerce. Concepts and approaches identified may be validated through multi-agency pilot projects. The specific research/pilot project agenda will be in support of projects identified in the Oregon Criminal Justice Information Technology Master Plan and the State of Oregon Enterprise Technology Plan.

Contact: John A. Tawney 503.378.3720  
Project No: 99-044  
Federal Funds Expended: \$44,897

The interoperability research grant would provide technical assistance and other resources to enable the CJIS partners to identify and validate technological solutions to their legislative mandate.

### Objectives

1. Enable the Criminal Justice Information Standards (CJIS) Program to investigate information systems integration technology approaches and research interoperability implementation issues.

### Outcomes

1. During the reporting period four of the Oregon CJIS agencies developed a partnership to explore a data access solution: Oregon State Police, Oregon Judicial Department, Oregon Department of Corrections, and the Oregon Youth Authority. The agency requirements were for a web-based data access tool that allows a user to make a single inquiry against the data bases of each partner and return person information from all of them. The tool had to be easy to install, inquiries had to be powerful yet simple to use. The data accessed had to be real time operational data. Current technology alternatives were reviewed. A partnership was developed with the National Institute of Justice and the U.S. Navy Space and Naval Weapons Research organization to pilot a system developed by Templar Corporation. Agreements were negotiated between the Oregon agencies, and the Federal partners. Candidate data bases were selected, inquiry and display capabilities and formats were defined, servers were obtained and configured, and an initial version of the pilot software was developed, tested, and a list of needed modifications was prepared.

Future activities will include revision of the prototype to increase functionality and usefulness, a pilot implementation to the agencies respective user communities, and a formal review of the capabilities provided and the capacity required. Work has begun on the modifications. The Oregon Department of Administrative Services is considering expanding the scope of the current pilot to evaluate a proposed Oregon computer and data security approach known as Public Key Infrastructure.

## **Domestic Violence Intervention Project New Directions Northwest, Inc.**

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### **Project Purpose**

Provide rehabilitative services for all batterers convicted in Baker County and provide community education on identifying and responding to domestic violence that will complement the services of May Day.

Contact: Fred LeWando 541.523.3648 ext 250

Project No: 00-033

Federal Funds Expended: \$17,032

Match Funds Expended: \$5,679

### **Objectives**

1. All convicted batterers will complete a 26 to 52 week batterer intervention program or be returned to the court for noncompliance.
2. Provide batterer treatment group for women.
3. Provide community awareness and response to domestic violence, using the Duluth Model, to staff and community agencies.
4. Provide non-violent parenting training as a standard portion of the batterer curriculum for both men and women.

### **Outcomes**

1. A total of 35 clients were sentenced to batterer treatment. Nine clients completed treatment, two were referred back to court as unsuccessful and 24 remain in treatment. Three clients are near completion.
2. A total of three women were court mandated to batterer treatment. One woman received individual treatment sessions and successfully completed the program.
3. This year the program expanded to include non-violent parenting classes. Referrals for the parenting classes have come from Services to Children and Families. This program is currently court mandated. Staff from New Directions, May Day (local domestic violence shelter), the Baker City Police Department, and the District Attorney's Office meet monthly to coordinate community awareness regarding domestic violence. A total of ten trainings were provided for May Day staff, volunteers, and clients.
4. A total of 39 clients have completed the non-violent parenting training.



# Reducing and Preventing Domestic Violence Coos County Women's Crisis Services

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## Project Purpose

Increase the number of support and counseling services resources available to victims of domestic and sexual violence. Develop protocols for criminal justice and social service agencies in identifying and responding to victims of domestic violence.

Contact: Judy Moody 541.756-7864

Project No: 00-034

Federal Funds Expended: \$20,683

Match Funds Expended: \$7,906

## Objectives

1. Increase the number of victims of domestic violence who access services.
2. Educate local health care, law enforcement, social services, education, business industry management, and personnel on issues of domestic and sexual violence, prevention, identification, response, referral and support.
3. Increase the number of support and counseling resources available to victims of domestic violence and sexual assault.

## Outcomes

1. A total of 4,356 contacts were made with domestic violence victims, compared to 2,113 contacts made the previous year. A total of 717 of the 4,356 were crisis line calls and walk-in contacts to the Domestic Violence Unit located within the District Attorney's Office.
2. A total of 213 public presentations were attended by 2,478 people representing law enforcement, local medical staff, local businesses, school personnel, and the religious community. This included three consecutive days of an eight-hour training for local law enforcement agencies.
3. Held four monthly support groups in the surrounding rural communities with a total of 968 women in attendance.

# Clatsop County Community Liaison/Volunteer Coordinator Project

## Clatsop County Women's Resource Center

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### Project Purpose

Develop elder abuse program. Provide minority outreach program and expand existing domestic violence program.

Contact: Pat Burness 503.325.3426

Project No: 00-035

Federal Funds Expended: \$31,000

Match Funds Expended: \$10,333

### Objectives

1. Develop and implement elder abuse training and emergency response protocol by partnering with Senior Services, Victim Assistance, and local hospitals.
2. Provide culturally sensitive programs and contract services that respond to the needs of Latina women and their children.
3. Attend all meetings of the Public Safety Coordinating Council, report on agency activities and collaboration projects, and work toward acceptance of community protocols and services which assist and protect the rights of victims.
4. Initiate computer link-up and communication with local law enforcement agencies, District Attorney's office and courts, and provide staff support to the Clatsop County Domestic Violence Council.
5. Expand community education to additional groups such as religious congregations, businesses, and private citizens.

### Outcomes

1. Protocols for elder abuse were developed and adopted. The protocol was presented to the Chief of Police and members of the Domestic Violence Council. A total of 66 cases of elder abuse were reported to Clatsop County Women's Resource Center (CCWRC) staff. The Domestic Assault Response Team (DART) used the protocol in six elder abuse cases. On-going case management was coordinated with Senior Services.
2. Provided court advocacy, transportation, restraining order assistance, and referrals to 420 Latina women and their children.
3. Staff continues to attend Public Safety Coordinating Council meetings working to identify gaps in services for families experiencing violence. Since the adoption of the protocols there have been additional meetings related to victim rights with the Chief of Police and Department of Corrections to focus on victim safety after the release of the batterer.
4. A total of 124 DART responses to victims were tracked by database. All of the victims utilizing DART received follow-up services from CCWRC and 76 percent of victims also received additional services such as case management, court advocacy, and referrals to other agencies. A total of 49 percent of the 124 DART responses were domestic violence crimes where the child had witnessed the violence.
5. Provided 177 presentations to churches, civic organizations, schools, and local businesses.

**Personal Violence Specialist Program  
Lower Umpqua Victims' Services**

**Project Purpose**

To provide a Personal Violence Specialist to accompany police officers to the scene of domestic violence and child abuse incidents and provide early crisis intervention and enhance quality crisis intervention services, personal advocacy, and education to previously underserved victims of domestic violence in Western Douglas County.

Contact: Sequoia Star 541.271.0221  
Project No: 00-036  
Federal Funds Expended: \$22,177  
Match Funds Expended: \$7,392

**Objectives**

1. Respond to domestic violence calls on a 24-hour-a-day/seven day-a-week basis, providing immediate crisis intervention, resource and referral, and personal advocacy services.
  
2. Provide 100 percent crisis response coverage for victims of domestic violence through the response of a Personal Violence Specialist.
  
3. Educate community members on the dynamics of domestic violence through attendance at meetings, networking, and participation in civic programs and trainings.

**Outcomes**

- |                                 |       |
|---------------------------------|-------|
| 1. Total Client Contacts        | 355   |
| Crisis Intervention             | 194   |
| Information/Referral            | 336   |
| Criminal Justice Support        | 152   |
| Safe Housing                    | 12    |
| Emergency Financial Service     | 13    |
| Personal Advocacy               | 254   |
| Crime Victim Compensation Forms | 3     |
| Restraining Orders              | 30    |
| Hotline Calls                   | 36    |
| Transportation                  | 22    |
| Total Client Contact            | 355   |
| Total Services Provided         | 1,105 |
| Total Service Hours Provided    | 1,635 |
| Services to Children            | 310   |
- 
2. The Personal Violence Specialist
    - Provided crisis intervention on-site at the scene of the domestic violence incidents.
    - Facilitated communications with law enforcement ensuring the clients' needs were met.
    - Remained at the scene of the crime and continued to offer support services to victims.
    - Accompanied victims to the emergency room as needed.
    - Provided walk-in clients with crisis intervention and personal advocacy.
    - Provided follow-up, advocacy and education.
    - Provided referrals for emergency financial assistance.
    - Provided assistance with restraining orders and crime victims compensation forms and advocacy.
  
  3. Provided support to Services to Children and Families, Seniors and People with Disabilities Services, local courts, law enforcement agencies, district attorney's office, and other social service providers. The Personal Violence Specialist serves on the Lower Umpqua Domestic Violence Council.

# Culturally Responsive Domestic Violence Intervention Project

## Catholic Charities

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### Project Purpose

Implement a culturally responsive domestic violence intervention project in the Portland metropolitan area for low-income women and children who are survivors of domestic violence and enhance and expand culturally responsive crisis intervention and counseling services.

Contact: Teresa Vasoli 503.669.8350

Project No: 00-037

Federal Funds Expended: \$27,663

Match Funds Expended: \$13,317

### Objectives

1. Increase the number of Spanish support groups for domestic violence survivors.
2. Enhance culturally responsive counseling for Latina women survivors of domestic violence and their children who witness violence.
3. Enhance outreach and crisis intervention among the Latina community in cases of domestic and sexual violence.
4. Bring public education about domestic violence to the Latina community.

### Outcomes

1. Three support groups for domestic violence survivors were offered in Spanish and a total of 902 (duplicated) women attended support groups.
2. A total of 348 hours of counseling was provided to Latina women and children survivors of domestic or sexual violence.
3. Families living in a domestic violence situation were provided with 1,362 hours of outreach contact and intervention services.
4. A total of 38 presentations were made that focused on the dynamics of domestic violence in the Latino culture.

**Women's Resource Center  
Columbia County Women's Resource Center**

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**Project Purpose**

Prevent intimate partner violence and improve the criminal justice system's response to family violence.

Contact: Cathy McClanahan 503.397.7110

Project No: 00-039

Federal Funds Expended: \$45,734

Match Funds Expended: \$15,244

**Objectives**

1. To reduce children's and adolescent's vulnerability to assault.
2. To ease the trauma of children affected by domestic violence and/or child abuse.
3. To develop a community response to family violence. Provide community awareness campaign of Columbia County Women's Resource Center.

**Outcomes**

1. Provided two weekly support groups for adult women. Provided 41 school presentations about domestic violence and/or sexual assault to 709 students, teachers and educational staff. This included Teen Healthy Relationships, Family Violence, Harassment Awareness, and Child Assault Prevention Programs and the No Punching Judy programs, in all five surrounding communities in Columbia County.
2. Weekly play therapy groups were provided for children ages 3-7 and 8-11 during the school year, as well as individual play therapy to several special needs children. Provided parenting information to 40 participating families who were at risk or had experienced intimate partner violence.
3. Conducted a total of 90 domestic violence presentations to the community, including speaking engagements to the Headstart program, various services clubs, schools, churches, other civic groups and television and radio public service announcements. Columbia County Women's Resource Center staff conducts weekly domestic violence classes offered at Adult and Family Services Offices with an emphasis on the effects of children who witness domestic violence. Six of the staff members participate on the Columbia County Domestic Violence Council that develops policy and protocols for local agencies that work with victims of domestic and family violence.

A total of 200 local businesses received crisis-line stickers and participated in the Columbia County Women's Resource Center Sticker Campaign.

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**Women's Resource Center**  
**Columbia County Women's Resource Center**

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**Objectives** *(continued)*

4. Provide training about the effects of domestic violence and post traumatic stress disorder on children witnessing domestic violence.

**Outcomes** *(continued)*

4. A total of 34 staff from St. Helens school district, and the Department of Human Services attended three four-hour trainings.

**Governor’s Council on Domestic Violence  
Criminal Justice Services Division**

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**Project Purpose**

To implement a statewide initiative targeting violence against women and children to determine how the State might best work to support the development of a coordinated community, county, and statewide response for the prevention of domestic violence and protection of domestic violence victims and recommend strategies aimed toward the prevention and reduction of domestic violence.

Contact: Carmen Merlo 503.378.3720  
Project No: 98-054  
Federal Funds Expended: \$12,027

**Objectives**

1. Establish procedures to ensure public input.
  
  
  
  
  
  
  
  
  
  
2. Consider and support law-reform needs in the area of domestic violence.

**Outcomes**

1. Public hearings soliciting input from survivors of domestic violence, victim advocates, the criminal justice system, and interested parties were conducted in Roseburg, Salem, Hood River, Gold Beach, and Redmond. Developed and published the report, *Listening to Survivors: Assessment of the Needs of Domestic Violence Victims in Oregon* which presents the findings from almost 20 public hearings.
  
  
  
  
  
  
  
  
  
  
2. The Council assisted in drafting and supporting legislation that 1) implements a process under which the Attorney General is to adopt rules that establish standards for batterer intervention programs (SB 81-B) and 2) creates the Oregon Domestic and Sexual Violence Services Fund within the Department of Justice, and appropriates \$2.5 million to the Fund (HB 2918-C).





# Overview of Juvenile Violence Prevention Programs and Contracted Evaluations

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## Background and Introduction

In 1996, the Criminal Justice Services Division of the Oregon State Police created a partnership with evaluation researchers in Program Design and Evaluation Services (PDES) of the Health Division of the Oregon Department of Human Services. The immediate objective of this partnership was to incorporate evaluation criteria into the selection and monitoring of Edward Byrne Memorial Formula Grant funded programs aimed at reducing juvenile violence. The long-term objective of this partnership was to promote funding and replication of programs known to be effective.

Oregon's programmatic priorities for allocating 1996-2000 Byrne juvenile violence prevention funds were focused on:

- Primary prevention (school-based programs)
- Secondary prevention (for first-time offenders)
- Tertiary prevention (for repeat, violent offenders)

A newly designed 1996 Byrne Grant Request for Proposals (RFP) incorporated program recommendations made by PDES that were based on state-of-the-art research in the field of juvenile violence prevention and treatment. Three specific programs were recommended in the RFP, including the:

- Resolving Conflict Creatively Program (Linda Lantieri, New York)
- Adolescent Diversion Project (William Davidson, II & Robin Redner, Illinois)
- Multisystemic Treatment Program (Scott Henggeler, South Carolina)

Applicants were also encouraged to propose other promising program strategies, by providing the rationale or empirical evidence that supported their program. In addition, PDES presented enhanced process and outcome evaluation requirements for the 1996 RFP, consistent with the new policy set by CJSD of requiring grantees to demonstrate program effectiveness.

CJSD invited PDES to examine 15 of the funded programs for evaluability. Seven of these 15 programs had been funded and implemented prior to the 1996 RFP. PDES monitored the progress of these seven continuation grantees, and provided technical assistance in data collection and reporting for their duration. For the eight programs that began in 1996 and ended in 2000, PDES had the opportunity to assess their program models and program components, quality of implementation, evaluation designs, and evaluation results. Four of these programs were found to be promising and, therefore, worthy of replication and further study. They include the:

- Resolving Conflict Creatively Program (RCCP), a primary prevention program in Lincoln County
- Peaceable Educational Practices (PEP) Project, a primary prevention program in Lane County
- Truancy Diversion Program, a secondary prevention program in Multnomah County
- Violent Offenders Rehabilitation Treatment (VORT) Program, a tertiary prevention program in Lane County

This report begins with summaries of the RCCP, PEP, Truancy Diversion Program, and VORT Program. Next, detailed cumulative reports are presented on the eight 1996-2000 Byrne funded programs. Finally, general findings and recommendations drawn from the experiences of providing technical assistance to all 1996-2000 Byrne grantees are presented, emphasizing requirements for optimizing the effectiveness of future Byrne funds.

## Summaries of Four Promising 1996-2000 Byrne Funded Juvenile Violence Prevention Programs

	Program Strategy	Target Population	Quality of Implementation	Outcome Measures	Outcomes
<b>Resolving Conflict Creatively Program (RCCP), Lincoln County</b>	School-based, primary prevention program replicating the RCCP conflict resolution model.	Students in K through 8 <sup>th</sup> grades in all 15 elementary and middle schools in Lincoln County.	High quality. The program contracted with the national RCCP center for training and technical assistance. All program components were implemented as designed by the national developers of the model.	<ul style="list-style-type: none"> <li>Changes in pre- and post-program student, teacher, and administrator self-reports of conflict resolution skill use.</li> <li>Trends in student behavior indicators in participating schools.</li> <li>Differences in violence-related behaviors among students who did and did not receive RCCP training.</li> </ul>	<ul style="list-style-type: none"> <li><b>Increased use of conflict resolution skills:</b> Teachers and administrators observed increased use of conflict resolution skills by students. Students reported they used the conflict resolution skills they had learned in the classroom.</li> <li><b>Improvements in school-level violence indicators:</b> In the final year of the program, elementary schools reported decreases in absenteeism, fighting, weapons, vandalism, harassment, and suspensions in comparison to the first year of the program and increases in expulsions and police visits. Middle schools reported decreases in absenteeism, fighting, weapons, vandalism, suspensions and expulsions and increases in harassment and police visits.</li> <li><b>Decreased violence-related behaviors:</b> Students who participated in RCCP reported lower levels of violence on 17 violence-related behaviors than students who did not participate and were significantly (<math>p &lt; .05</math>) less likely to: be involved in a fist fight with other students at school, be involved in a physical fight on or off school grounds (including those requiring medical treatment), carry a gun on school property, carry a weapon other than a gun on school property, and have property stolen or damaged at school.</li> </ul>
<b>Peaceable Educational Practices (PEP) Project, Lane County</b>	School-based, primary prevention program incorporating Second Step and First Step interventions.	Students in K through 8 <sup>th</sup> grades in 55 elementary and middle schools in Lane and Douglas Counties.	High quality. School based management councils were effectively used to monitor implementation and rate the quality of implementation.	<ul style="list-style-type: none"> <li>Changes in students' pre- and post-Second Step knowledge tests scores.</li> <li>Trends in student discipline referrals in participating schools.</li> <li>Teacher ratings of First Step student adaptive and maladaptive behavior.</li> </ul>	<ul style="list-style-type: none"> <li><b>Increased student knowledge:</b> Students in grades 3-8 were given a 15-item test prior to receiving Second Step and again at the end of the year. All grades in all schools showed significant (<math>p &lt; .05</math>) improvement after instruction. Average scores increased from 54 to 61 percent correct.</li> <li><b>Decreased school office discipline referrals:</b> Most schools participating in PEP reported reductions in office discipline referrals over the first three years of the project. Elementary and middle schools reported an average reduction of 40 and 45 percent, respectively. Although referrals increased in the final year, it appears to reflect a change in the reporting system rather than a change in behavior.</li> <li><b>Improved student behavior:</b> Teacher ratings and observation data of First Step students show adaptive behaviors increased following the intervention, and maladaptive behaviors decreased.</li> </ul>

	<b>Program Strategy</b>	<b>Target Population</b>	<b>Quality of Implementation</b>	<b>Outcome Measures</b>	<b>Outcomes</b>
<b>Truancy Diversion Program, Multnomah County</b>	School-based, secondary prevention program aimed at reducing a known correlate of violence.	K through 9 <sup>th</sup> grades in eight schools in the Roosevelt Cluster of Portland Public School District.	High quality. Program evaluation systems were built at program onset to monitor program activities and students' school attendance.	<ul style="list-style-type: none"> <li>Changes in pre- and post-program school attendance rates of participating students.</li> <li>Differences in school attendance between SAI program participants who received an immediate intervention and those who did not.</li> </ul>	<ul style="list-style-type: none"> <li><b>Improved school attendance:</b> Participants' average 45 school-day attendance rate increased by eight percent after the initiation of the intervention. The SAI program, a countywide replication of the Truancy Diversion Program, showed a ten percent increase in attendance.</li> <li><b>Greater attendance improvement among the immediate intervention group:</b> Students who received an intervention within two days of being referred to SAI were compared to those who did not receive an intervention within 30 school days of their referral. Adjusting for intervention team, grade level, and pre-referral absences in a multivariate model, 30 school-day attendance rates improved significantly more (<math>p &lt; .001</math>) for students who received an intervention (70 percent to 81 percent) than for those who did not (67 percent to 72 percent.) The intervention effect of the program was further supported by the improvement in attendance among the delayed intervention group after contact by SAI staff: attendance increased by 11 percent to 83 percent after SAI contact.</li> </ul>
<b>Violent Offender Rehabilitation Treatment Program (VORT), Lane County</b>	Juvenile justice system tertiary prevention program using a family preservation approach modeled after Multi-systemic Therapy.	Violent juvenile offenders in Lane County who were either currently in the juvenile justice system or were transitioning from the juvenile system into the community.	High quality. VORT used a team approach to provide family preservation services to violent youth and their families.	<ul style="list-style-type: none"> <li>Differences between VORT participants and a control group that received traditional probation services in recidivism rates, out-of-home placements, and days in secure confinement.</li> <li>A cost/benefit analysis of VORT services vs. traditional probation services.</li> </ul>	<ul style="list-style-type: none"> <li><b>Reductions in criminal behavior:</b> Both VORT and traditional probation produced significant (52 to 66 percent) reductions in criminal behavior over a 36-month period. VORT did not significantly reduce criminal behavior beyond the level reported by traditional probation.</li> <li><b>Fewer out-of-home placements:</b> VORT youth were significantly (<math>p &lt; .05</math>) less likely to be placed in out-of-home placements than were youth receiving traditional probation services (16 percent vs. 22 percent).</li> <li><b>Fewer days in secure confinement:</b> VORT youth had significantly (<math>p &lt; .05</math>) fewer days in secure confinement than youth who received traditional probation services (94 days vs. 177 days).</li> <li><b>Cost effective:</b> The cost of the VORT program was \$9,443 less per client than the cost of traditional probation services, because youth who received probation services spent more time in secure confinement.</li> </ul>

## **Cumulative Reports: Primary Prevention Programs**

Primary prevention programs are school-based and are intended to provide conflict resolution skills to all students regardless of risk factors. The four primary prevention programs that received 1996-2000 Byrne funding were:

**Juvenile Crime Prevention Strategy, Jackson County**

**Peaceable Educational Practices (PEP) Project, Lane County**

**Resolving Conflict Creatively Program (RCCP), Lincoln County**

**Self-Enhancement Inc. (SEI) School-Based Violence Prevention Project, Multnomah County**

## **Juvenile Crime Prevention Strategy, Jackson County**

*Byrne Formula Grant No: 99-009*

*Funding Period: October 1996-September 2000*

### **Background**

The Juvenile Crime Prevention Strategy for Safe Communities Program is a primary prevention program targeting kindergarten through 8<sup>th</sup> grades in the Phoenix/Talent School District in Jackson County. At the core of the program is the Resolving Conflict Creatively Program (RCCP) curriculum adapted for the local community environment. RCCP is a nationwide school-based program in conflict resolution and personal and inter-group relations. The RCCP curriculum stresses the modeling of nonviolent alternatives for dealing with conflict, teaching negotiation and other conflict resolution skills, and demonstrating to students that they can play an important role in creating more peaceful communities. Built on the basic framework of RCCP, the main components of Jackson County's Juvenile Crime Prevention Strategy for Safe Communities Program are: the RCCP curriculum for middle school students, the Peace Works curriculum for elementary school students, Boys and Girls club activities for at-risk students, a Peer Mediation program, and training for teachers, administrators, community partners, and parents.

The Juvenile Crime Prevention Strategy for Safe Communities Program started in 1996 on a small scale, involving only one of the five public schools in the Phoenix/Talent School District. At that time, the Educators for Social Responsibility (ESR) conducted RCCP trainings for 16 volunteers and staff members of the Jackson County Mediation Works (formerly Community Dispute Resolution Center). The ESR is a nationwide, non-profit organization that provides training for educators in various conflict resolution and violence prevention programs. Mediation Works is a nationwide, non-profit organization that provides community-based service of dispute resolution including case development, mediation, conciliation, and facilitation.

Mediation Works provided training in RCCP for teachers at Talent Middle School, which started implementation of the RCCP curriculum in the 1996-1997 school year. Since implementation of the RCCP curriculum in Talent Middle School, three elementary schools (Orchard Hills, Talent, and Phoenix Elementary Schools) in the school district have formally started a school-based conflict resolution curriculum. Elementary schools adopted the Peace Works curriculum based on the Peace Education Foundation (PEF) model. The PEF model is a nationwide conflict resolution program that has very similar components and structures to those of RCCP. At the time of the application for Byrne funds, the Peace Works curriculum was already being partially implemented in Orchard Hills Elementary School. Byrne funds helped Orchard Hills Elementary School expand Peace Works and two other elementary schools start implementation of the curriculum.

Jackson County has a total population of 174,550 and a 5-17 year-old population of 31,800. Historically, the county has ranked in the top five Oregon counties for juvenile crime with a crime rate of 88 per 1,000 youth ages 0 to 17 years compared to a state rate of 54 per 1,000 youth of the same ages. The number of juvenile crime arrests in the county tripled from 1984 to 1997, although the number has declined in the past two years. In a survey conducted with Jackson County residents in 1996 by The United Way, 92 percent of respondents ranked delinquency prevention as the most serious problem and unmet need facing Jackson County. In 1996, approximately 35 percent of total juvenile arrests in the county were individuals who were 14 years of age or younger.

At the time of the application for Byrne funds, the Phoenix and Talent communities of Jackson County had a high number of juvenile offender residents and were identified as high-risk communities for violent crime. In 1994, Phoenix ranked first in Oregon for violent crime. Talent had the second highest juvenile crime rate in Jackson County and fourth in the state for violent crime. Since the inception of the Juvenile Crime Prevention Strategy for Safe Communities Program in 1996, though, the number of juvenile offenses in Phoenix and Talent has decreased by 21 percent.

Recently, school enrollment in the Phoenix/Talent School District has increased rapidly. Between 1991 and 1999, there was a 32 percent enrollment increase in Talent Elementary School and a 13 percent increase in Talent Middle School. The purpose of Byrne grant funding was to facilitate development and implementation of school-based conflict resolution programs in Phoenix/Talent School District to prevent and reduce juvenile crime. The average annual budget for the Juvenile Crime Prevention Strategy for Safe Communities Program over the four-year Byrne funding period was \$95,000.

### **Program Strategies and Intervention**

The main components of Jackson County's Juvenile Crime Prevention Strategy for Safe Communities Program are: the RCCP curriculum for middle school students, the Peace Works curriculum for elementary school students, Boys and Girls club activities for at-risk students, a Peer Mediation program, training for teachers, administrators, and community partners, and training for parents.

- **RCCP Curriculum for Middle School Students:** The RCCP curriculum is used for 6th through 8th grades in Talent Middle School. The RCCP curriculum is incorporated into Health Science classes. The curriculum is divided into the following 12 units: setting the stage, peace and conflict, communication, affirmation, cooperation, acknowledging feelings, resolving conflict creatively, appreciating diversity, bias awareness, countering bias, peacemakers, and the future- a positive vision. Students receive a weekly lesson on each unit for six weeks per semester. Sessions for 6th and 7th grade students (combined classes) focus on development of skills in the basic curriculum. Teachers act as facilitators, leading students through a series of experiential learning activities. Each session has the same structure: (a) warm-up exercise, (b) review of the class agenda, (c) workshop activities, (d) student evaluation of the workshop, and (e) closing activity. Sessions for 8th grade students frequently use discussion, role-plays, and drama so that students can practice skills learned in lower grades.
- **Peace Works Curriculum for Elementary School Students:** The Peace Works curriculum is used for K through 5th grades in three elementary schools: Orchard Hills, Talent, and Phoenix Elementary Schools. Orchard Hills Elementary School started implementation of the Peace Works curriculum in the 1993-1994 school year, Talent Elementary School in the 1998-1999 school year, and Phoenix Elementary School in the 1999-2000 school year. Students receive two 30-minute lessons per week from their classroom teachers. Based on a framework similar to RCCP, the Peace Works curriculum is built around a set of six core social competency concepts and skills: (a) community building (establishing trust, exploring common interests and respecting differences to promote a positive school climate), (b) rules for fighting fair (defining appropriate and inappropriate behavior in conflict resolution), (c) understanding conflict (defining, analyzing, and de-escalating conflict), (d) perception and diversity (understanding different points of view, expressing empathy, and appreciating diversity), (e) anger management and other emotions (coping with anger and other emotions such as sadness, fear and stress), and (f) effective communication (developing communication skills such as active listening, using "I" statements, and expressing one's needs and emotions in non-inflammatory ways).
- **Boys And Girls Club Activities for At-Risk Students:** Students in Talent Middle School and three elementary schools are assessed by their teachers for risk factors related to juvenile delinquency, as measured by the Student Risk Factor Screening Scale (SRFSS) survey, and disciplinary referrals. At-risk middle school students are referred to the Talent Alternative Program (TAP) housed at the Boys and Girls Club Teen Center. The TAP is an alternative education program in which students are taught by a certified teacher from Talent Middle School. In addition to the basic academic coursework that focuses on reading, mathematics, writing, and problem solving, students receive individual/group counseling, training in development of conflict resolution skills, and training in substance abuse prevention. Students are also engaged in supervised recreational and prosocial activities. Participants usually stay in the TAP for six to twelve months and return to regular middle schools or graduate from the TAP into high schools. Boys and Girls Club activities for at-risk elementary school students are similar to those for at-risk middle school students, except that elementary school students attend their regular school and are involved in program activities after school.



Specific components of the Boys and Girls Club Program include: SMART MOVES, a 12 one-hour weekly session program for drug, alcohol, and tobacco prevention; Talking with T.J., a six 45-minute weekly session program for conflict resolution and teamwork development based on two sets of six 50-minute video tapes; Street SMART, a three-module curriculum focusing on recognizing and avoiding dangerous conflicts (gang awareness and resistance, conflict resolution, and positive peer helpers); Mentorship Program in which high school student volunteers help at-risk youth with homework, organize arts and craft activities, and supervise the recreation room; and Teaching Love and Compassion Program in which youth working in teams train dogs and learn humane treatment.

- **Peer Mediation Program:** The Peer Mediation Program started in Talent Middle School in the beginning of 1998. In this program, trained youth mediators work with their peers to find resolutions to conflicts. The mediation process usually follows the following steps: agree upon the ground rules, each student tells and verifies his/her story, discuss stories, generate and discuss solutions, select a solution, and sign a contract. Peer mediators meet every few weeks and on an as-needed basis to discuss conflict cases and issues. Initially, Mediation Works provided a three- and one-half hour training for mediators who were nominated by their peers. At the end of 1999, peer mediators also started training other mediator candidates. The Peer Mediation Program is in the process of expanding into Talent Elementary School and Phoenix High School.
- **Training for Teachers, Administrators, And Community Partners:** All teachers and administrators in Talent Middle School are required to receive a two full-day training in the basic RCCP curriculum. Staff from collaborating agencies are also invited to participate in RCCP training. Training introduces participants to the RCCP curriculum and helps them develop the concepts and basic skills of conflict resolution and diversity. Training is provided by the county's Mediation Works staff. The Mediation Works staff and Health Science teachers in Talent Middle School receive more intensive follow-up training from the ESR on an as-needed basis. Training in Peace Works is not required for elementary school teachers.
- **Training for Parents:** Parents of at-risk youth who participate in Boys and Girls Club activities are encouraged to participate in four one-hour weekly training sessions in the parent component of the conflict resolution curriculum. Provided by Mediation Works, training focuses on the development of communication, anger management, and basic meditation skills in order to help parents develop better ways of dealing with conflict at home and become positive contributors in their children's schools. Parents are also involved in group sessions in their homes and ongoing communication with teachers to support the use of conflict resolution.

The Juvenile Crime Prevention Strategy for Safe Communities Program is built on strong community collaborations. Collaborating community partners include the Jackson County Commission on Children and Families, the Phoenix/Talent School District, the Boys and Girls Club of Jackson County, and Mediation Works. In collaboration with the school district, the Jackson County Commission on Children and Families assures full contractual implementation and compliance for all aspects of conflict resolution curricula, and oversees program monitoring and evaluation. The Boys and Girls Club and Talent Middle School assure implementation of the Talent Alternative Program and the Boys and Girls Club also assures implementation of other after-school programs. Mediation Works provides training and follow-up in conflict resolution curricula for teachers, school administrators, parents, and staff from collaborating agencies. Other collaborators include the Community Accountability Board, the Local Public Safety Coordinating Council, Phoenix and Talent police departments, Juvenile Department, La Clinica del Valle, and the Multi Cultural Association.

### **Evaluation Design**

The Juvenile Crime Prevention Strategy for Safe Communities Program was evaluated using a pre- and post-program study design. The essential feature of this design is a comparison of participants before and after exposure to the intervention. The evaluation centered on the activities of the conflict resolution program in Talent Middle School. The evaluation framework includes the following main components:

- **Student Attitudes about Conflict Scale (SACS) and Conflict Opinion Scale for Teachers (COST):** The SACS and the COST surveys were used to assess changes in Talent Middle School students' and teachers' perceptions about conflict in their schools after implementing the RCCP curriculum. Pre- and post- program surveys were conducted each year before the introduction of the curriculum at the beginning of each school year and after the completion of the curriculum at the end of the school year. Measures of the SACS and the COST include common causes of conflicts in school, methods of conflict resolution, cooperative school environment, and commitment to school activities.
- **Search Institute's Developmental Asset Survey:** The Developmental Asset Survey is a nationwide survey designed to measure the number of critical factors that are needed to be present in youths lives for positive growth and development. There are a total of 40 developmental assets in the survey: 20 external assets and 20 internal assets. The external assets are related to positive experiences that youth receive from the people and institutions in their lives. The internal assets are related to youth's internal qualities that guide choices and create a sense of centeredness, purpose, and focus. In Fall 1999, Jackson County surveyed 2,375 students in 8<sup>th</sup> and 10<sup>th</sup> grades with the Search Institute's Developmental Asset Survey. The number of assets present in 8th grade students in Talent Middle School was compared to the number of assets in all 8<sup>th</sup> graders in Jackson County and 8<sup>th</sup> graders in the county's other school district.
- **Satisfaction Surveys:** Satisfaction surveys were conducted for teachers and parents who received training in RCCP in order to assess changes in their conflict resolution skills.
- **Teacher Survey for Boys and Girls Club Activities:** A brief survey was sent to teachers of a Boys and Girls Club after-school program participant sample. Teachers were asked to compare school performance of program participants with their non-participant peers.
- **School Performance Indicators:** Talent Middle School students' disciplinary referrals and their school attendance have been tracked since the inception of the program to assess program effects.
- **Juvenile Crime Statistics:** Trends in juvenile offenses were compared between the areas targeted by the program and Jackson County as a whole.

### Evaluation Results

Overall, the results of the program were positive. Teachers in Talent Middle School reported positive effects of the RCCP curriculum, although students reported little change in their perception about the school environment. Results of the Search Institute's Developmental Asset Survey conducted in 1999 for 8<sup>th</sup> and 9<sup>th</sup> grade students in Jackson County indicated that 8<sup>th</sup> grade students in Talent Middle School have the highest number of assets in the county. Teachers and parents who received training in RCCP reported increased conflict resolution skills. Teachers of at-risk students who participated in the Boys and Girls Club activities reported that the majority of participants performed in school better than or at the same level as their non-participant peers. The Peer Mediation Program in Talent Middle School showed a high rate of successful mediation for conflict cases. There was an overall decline in students' disciplinary referrals in Talent Middle School after implementation of the program. Juvenile crime in the target area of the program has declined over the past few years.

- **Students And Teachers' Perceptions about Conflict In School:** Since Year 2 (1997-1998 school year) of program implementation, student and teacher pre- and post- surveys have been conducted each year in Talent Middle School to assess changes in perceptions about conflict in their schools. Annually, results of both student and teacher surveys showed little difference in pre-and post-program scores. However, a comparison of teacher surveys conducted at the beginning of Year 2 (1997-1998, n= 14) and at the end of Year 4 (1999-2000, n= 24) showed overall decreases in the common causes of conflicts in the school in Year 4. There was

a 50 percent decrease in verbal harassment, a 42 percent decrease in nonverbal harassment, a 13 percent decrease in physical harassment, and a 25 percent decrease in disruptive behavior. Teachers also reported that the RCCP curriculum had a positive effect on the students' behavior in the classroom environment where teacher and students were both learning and practicing conflict resolution skills.

- **Developmental Assets for Youth:** Results of the Search Institute's Developmental Asset Survey indicated that Talent Middle School 8<sup>th</sup> graders reported the highest number of assets in the county with an average of 22.0 assets, compared to 20.6 assets reported by Jackson County 8<sup>th</sup> graders. Talent Middle School 8th graders were compared to all 8th graders in Jackson County in the asset areas most directly related to the RCCP curriculum – Social Competencies and Positive Values. Table 1 shows the proportion of Talent Middle School and Jackson County 8th graders reporting each of the Social Competency and Positive Values assets. When compared to all Jackson County 8th graders, Talent Middle School 8th graders were more likely to report that they possessed each of these assets. However, chi square testing showed that there were statistically significant differences ( $p < .05$ ) in only two assets: "cultural competence" and "caring". There were two other marginally significant ( $p < .10$ ) assets: "planning and decision making" and "restraint".
- **Teachers' and Parents' Conflict Resolution Skills:** During the four-year Byrne funding period, training in RCCP was provided to 255 duplicated teachers/school administrators and 94 duplicated parents. Satisfaction surveys were conducted with a sample of 74 teachers/school administrators and 50 parents. In general, more than 90 percent of the teachers/school administrators and 95 percent of the parents reported an increase in their understanding of conflict resolution, communication skills, listening skills, and ability to use these skills in the classroom, at home, or in their community.
- **Boys and Girls Club Activities:** During the 1999-2000 school year, 74 elementary students participated in the Boys and Girls Club after-school program. A brief survey was sent to teachers of 34 sampled participants after their program completion. Teachers were asked to compare the Boys and Girls Club after-school program participants with their non-participant peers in three categories of performance measures: homework completion, school behavior, and school attendance. As shown in Table 2, teachers reported that the majority of program participants performed better than or the same as non-participants in all three categories.

**Table 1**  
**Responses of Eighth Graders from Talent Middle School and**  
**Jackson County Who Answered the Internal Assets Section of the**  
**Search Institute's Developmental Asset Survey, 1999**

<b>Internal Assets</b>	<b>Talent Middle School (n=156)</b>	<b>Jackson County (n=1,349)</b>
<b>Social Competencies</b>		
Planning & Decision Making	35%	28%
Interpersonal Competence	52%	49%
Cultural Competence	57%	48%
Resistance Skills	45%	43%
Peaceful Conflict Resolution	46%	45%
<b>Positive Values</b>		
Caring	57%	48%
Equality & Social Justice	57%	52%
Integrity	66%	64%
Honesty	72%	69%
Responsibility	68%	62%
Restraint	67%	60%

- **Peer Mediation:** During the past two-year implementation of the Peer Mediation Program in Talent Middle School, peer mediators worked on a total of 97 student conflict cases and successfully mediated 92 percent of these cases. The 92 percent success rate compares favorably with the 60 to 95 percent success rate range reported by other peer mediation programs nationwide. Satisfaction surveys were conducted for 17 disputants who were mediated through the program during the 1999-2000 school year. The majority of respondents reported that the mediation process was fair (88 percent) and indicated that they would use conflict resolution skills in settings outside the school (94 percent).

**Table 2**  
**Performance of Boys and Girls Club After-School Program Participants**  
**and Non-Participant Peers, Teacher Survey, 1999-2000**

Performance Areas	Responses of Various Teachers (n=34) Regarding the Performance Level of the After-School Program Participants		
	Better Than Non-Participants	The Same As Non-Participants	Worse Than Non-Participants
Homework Completion	44%	35%	21%
School Behavior	44%	29%	27%
School Attendance	38%	59%	3%

- **Students' School Performance:** In Talent Middle School, there was an 11 percent overall decline in disciplinary referrals from the 1997-98 school year to the 1999-2000 year. The largest declines were in: refusal to dress down for gym (55 percent decline); use of inappropriate language (50 percent decline); general class disruption (43 percent decline); destruction of property (40 percent decline); and skipping class or leaving early (39 percent decline). The 1999-2000 disciplinary referrals, however, increased 26 percent compared to 1998-1999. Possible reasons for this increase include: administration of stricter school regulations, more new students moving into the school district, and an increase in repeated referrals for the same, more troublesome students. There was little change in the average school attendance rates of Talent Middle School students throughout the program (92 percent in the 1997-98 school year and 93 percent in the 1998-99 and 1999-2000 school years).
- **Juvenile Crime:** Table 3 shows annual juvenile crime statistics from 1995 to 1999 in the Phoenix/Talent area and Jackson County. Since implementation of the Juvenile Crime Prevention Strategy Program in 1996, juvenile offenses have declined by 21 percent in the Phoenix/Talent School District and by 32 percent in the Talent area where schools started an early involvement in the Juvenile Crime Prevention Strategy Program and where most program activities have taken place. In comparison, juvenile offenses in Jackson County declined by 17 percent for the same period.

**Table 3**  
**Total Number of Juvenile Offenses in Phoenix/Talent and Jackson County,**  
**1995-1999**

	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>1996-99</b>
<b>Phoenix/Talent</b> (% increase)	409	428 (+5%)	403 (-6%)	390 (-3%)	336 (-13%)	<i>Decline</i> 21%
<b>Phoenix</b> (% increase)	204	146 (-28%)	171 (-17%)	164 (-4%)	147 (-10%)	<i>Little</i> <i>Change</i>
<b>Talent</b> (% increase)	205	282 (+38%)	232 (-18%)	226 (-3%)	189 (-16%)	<i>Decline</i> 32%
<b>Jackson County</b> (% increase)	5,563	6,551 (+18%)	6,576 (+4%)	6,249 (-5%)	5,378 (-13%)	<i>Decline</i> 17%

### Key Success Factors

- **Community Involvement:** Originally started as a small-scale, classroom-based conflict resolution program, the Juvenile Crime Prevention Strategy for Safe Communities Program evolved into a community-wide project. The program succeeded in mobilizing the community through long-term efforts and development of ongoing, strong collaborations with community partners. Involving the entire school staff as well as other major community partners in RCCP curriculum training played an important role in reducing conflicts over program strategies. RCCP training provided an opportunity for consensus building by sending the same message across program staff and participants in diverse environments.
- **Youth Used as Resources:** The program used youth as resources. Throughout the program, teachers and program staff felt that young people were capable of making a significant contribution to violence prevention. Program components such as Peer Mediation and Mentorship Program were designed to provide youth with opportunities to volunteer to help others, increase their self-esteem, and show strong support for violence prevention activities.
- **Program Components Tailored for Youth at Different Risk:** In addition to classroom-based curriculums targeting students in general, program components such as Peer Mediation, the TAP, and the Boys and Girls club after-school program contributed to the success of the Juvenile Crime Prevention Strategy Program. These program components were designed to deliver interventions tailored for youth at different risk.

### Limitations

Although evaluation results of the program are encouraging, they should be interpreted with great caution. The evaluation was based on a very weak study design. There were no control groups for evaluation of the program as a whole or for individual program components. Student performance indicators were tracked for only three years, which did not allow time to show any distinct trends. Changes in student performance indicators and juvenile crime over time might not have been directly related to program effects. Evaluation was not conducted at all for the Peace Works curriculum per se because of late implementation of the curriculum.

**Conclusions**

At the core of Jackson County's Juvenile Crime Prevention Strategy for Safe Communities Program is the Resolving Conflict Creatively Program (RCCP) adapted for local community needs. Implementation of RCCP usually requires program staff and teachers to receive regular, ongoing training and follow-up provided by RCCP national trainers. The budget situation for the Juvenile Crime Prevention Strategy Program did not allow for this avenue. Instead of using RCCP national trainers, the program used training service provided by Mediation Works, a community-based organization. Mediation Works staff initially received training from RCCP national trainers in 1996 and continued their follow-up training on an as-needed basis. For the Juvenile Crime Prevention Strategy Program, this turned out to be a very cost-efficient approach to implementing the RCCP curriculum.

In most cases, it is very difficult for a violence prevention program to succeed without implementing the full set of program components of a sound model or without adhering to the standard implementation procedures of the model. The Juvenile Crime Prevention Strategy Program succeeded because the program not only included all necessary components required by the RCCP framework but also incorporated supplementary components tailored to the needs of each school and youth at different risk. The key elements of Jackson County's Juvenile Crime Prevention Strategy for Safe Communities Program and its implementation process are highly replicable and recommended for schools and communities that need to tailor the RCCP to their individual situation.

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## **Peaceable Educational Practices (PEP) Project, Lane County**

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### **Background**

The Peaceable Educational Practices (PEP) project is a collaborative effort of the University of Oregon Institute on Violence and Destructive Behavior (IVDB), the Lane Educational Services District (ESD), and local school districts in Lane and Douglas Counties. PEP began providing services on October 1, 1996, to establish systems and capacity in schools to prevent violent and antisocial behavior in Lane and Douglas County youth. Public schools are working in partnership with the Institute on Violence and Destructive Behavior to develop a research-based approach to close current gaps and prevent antisocial behavior, school failure, violent crimes, substance abuse, and other major adjustment problems.

The IVDB was established by the Oregon State System of Higher Education to empower schools and social services agencies to address violence and destructive behavior, at the point of school entry and beyond, to ensure safety and to facilitate the academic achievement and healthy social development of children and youth. The IVDB's programmatic activities include research, instruction, and public service. The Institute is strongly committed to public service through addressing Oregon's social agenda and Benchmarks. IVDB staff serves as a resource to a host of local and state agencies concerned with children's healthy development. IVDB staff assigned to the PEP project have a long history of working collaboratively with local agencies including schools, Lane and Douglas ESD, Services to Children and Families, and the Eugene police department. PEP staff provide training, technical assistance, and evaluation support.

Lane County consists of a complex mix of urban and rural areas that are included in the PEP project. The county has a land area of 4,610 square miles – about the size of the state of Connecticut. It stretches more than 100 miles from the Cascade Mountains in the east to the Pacific Ocean in the west, and about 50 miles from Junction City in the north to Cottage Grove in the south. Lane County has a total population of 315,700 and a five to 17 year old population of 55,739. Douglas County, while smaller and more rural, is adjacent to Lane County and has a population of 100,850 and a five to 17 year old population of approximately 19,166.

The Lane County Department of Youth Services' (DYS) report on juvenile crime statistics for 2000 provides a limited illustration of changes since initiation of the project. Because PEP is focused on primary prevention, these data do not directly reflect project impact. In 1995, 2,837 Lane County youth were referred for crimes for a rate of 86 per thousand youth. In 1999, 2,443 youth were referred for a rate of 70 per thousand. The rate of juvenile offenders (cases) per 1,000 youth decreased 14 percent over this period with a decrease of 20 percent in the rate of delinquency. In 1995, 4,001 DYS referrals were recorded in Douglas County and this number decreased to an estimate of 3,552 in 1999.

### **Program Strategies and Intervention**

The mission of the PEP project is to establish, maintain, and evaluate the effects of universal and targeted interventions aimed at educating elementary and middle school students on: (a) the consequences of engaging in antisocial and violent behavior, (b) impulse control, problem solving, and anger management skills, and (c) personal responsibility and empathy. The overall goal of the PEP project is to create safe and orderly schools and to prevent the onset of juvenile delinquency and other adjustment problems in school-age youth.

PEP began providing services on October 1, 1996, to establish systems and capacity in schools to prevent the further development and onset of violent and antisocial behavior in Lane and Douglas County youth. PEP collaborates with local school districts including the Lane Education Service District (ESD), Eugene Public Schools, Roseburg Public Schools, Cottage Grove Public Schools, Springfield Public Schools and Douglas County ESD. PEP is directed by staff from the University of Oregon Institute on Violence and Destructive Behavior (IVDB).



PEP assists schools with implementing universal, school-based violence prevention services for elementary and middle school youth. PEP schools carry out a combination of universal and targeted interventions based on extensive research. The two key intervention programs are: (1) First Step to Success, a targeted intervention designed to address the needs of the five to ten percent of students in elementary school who are already showing early signs of antisocial and violent behavior and (2) Second Step, a K-8 universal violence prevention curriculum. Schools deliver these interventions via the school-wide staff development and support framework of the Effective Behavioral Support model. PEP uses an assessment-based, menu-driven approach in planning and implementing curriculum and intervention packages. Schools select specific universal and targeted interventions based on extensive assessment of risk and protective factors affecting students, their families, and school personnel. PEP delivers its violence-prevention program through a sequential implementation of three main intervention components:

- **School Profile:** Before any violence prevention work can be implemented, schools first assess their strengths and weaknesses. Program coordinators assist school teams to create a school profile that highlights different aspects of the school's overall safety and discipline system. Several specific data collection instruments are used to develop the profile.
- **Effective Behavior Support System (EBS):** The EBS is a school-wide process designed to prevent and decrease problem behavior and maintain appropriate behavior. It is not a model with a prescribed set of practices. Rather, it is a team-based process designed to address the unique needs of individual schools. Based on the information obtained from the school profile, the team of teachers work with program coordinators to determine what direction the school needs to take in making education a more peaceful and safe experience for its students. Teams are provided with empirically validated practices and use the EBS process to arrive at a school-wide plan. It is their responsibility to guide and direct the school as it addresses specific problem areas. Once the EBS team has made its recommendations for improvement, the school's plan of action is tailored to meet the identified needs. Steps in the EBS process include:
  - Clarifying the need for effective behavioral support and establishing commitment, including administrative support and participation.
  - Developing a team focus with shared ownership.
  - Selecting practices that have a sound research base.
  - Creating a comprehensive system that prevents as well as responds to problem behavior.
  - Developing an action plan establishing staff responsibilities.
  - Monitoring behavioral support activities in order to continue successful procedures and change or abandon ineffective procedures.
- **Curriculum Implementation:** As part of the EBS process, schools choose a curriculum for comprehensive implementation. Most participating schools chose to implement the Second Step curriculum, which teaches children conflict resolution skills, empathy, impulse control, anger management, and nonviolent problem-solving approaches. The First Step to Success program is used to address the needs of the small number of students in elementary schools who are already showing the early signs of antisocial and violent behavior.
  - **Second Step:** Second Step is a violence-prevention curriculum designed to reduce impulsive and aggressive behavior in children by increasing their social competency skills. The program is composed of four grade-specific curriculums: Preschool/Kindergarten (Pre/K), grades 1-3, grades 4-5, and grades 6-8. The curriculums are designed for teachers and other youth service providers to present in a classroom or other group setting. A parent education component, for Pre/K through grade 5, "A Family Guide to Second Step" is also available.

Second Step teaches skills in empathy, impulse control, problem solving, appropriate social behavior, and anger management. For example, in the unit on empathy, students learn to identify and predict the feelings of others and to provide an appropriate emotional response. In the impulse control unit, students

learn problem-solving and communication skills, with a focus on how to handle and solve interpersonal conflict. In the anger management unit, students learn techniques for reducing stress and channeling angry feelings into constructive problem solving. The parent education program focuses on teaching these same skills to parents, as applied to parenting situations.

- **First Step:** First Step is an early intervention program based on the early-starter model of the development of antisocial behavior. The model posits that early signs of conduct problems can be detected as early as preschool. Many children bring a pattern of antisocial behavior with them from home when they enter school. This early pattern can be indicative of the beginning of a very stable pattern of maladaptive behavior that predicts more severe problems in middle childhood and adolescence that are then less amenable to treatment. The goal of the First Step program is to divert antisocial kindergartners to more adaptive patterns of behavior and to develop the necessary competencies for social-behavioral adjustment. The total program takes approximately three months. Interventions consist of three components: (a) universal screening, (b) school intervention, and (c) home intervention. A consultant manages the school and home components and maintains a caseload of 2-3 students.

A universal screening process is used to identify behaviorally at-risk children who are in need of early intervention. Next, a school intervention component is implemented which teaches the target student adaptive replacement behaviors (e.g., study skills, cooperation, responding to teacher corrections) through individualized instruction and behavioral rehearsal, feedback, role plays, and activity-based performance incentives. The program is not a curriculum but is designed to work in conjunction with the existing academic program. The goal is to teach the target child more adaptive behavior that fosters academic and social success. Behavioral criteria are set daily and the child is given feedback on their behavior. The child is rewarded if he/she earns 80 percent of the available points. The program usually requires two months (30 program days) to implement because performance criterion must be met each day before the program proceeds. The consultant begins by implementing the program in the classroom (Consultant phase) but eventually turns the program over to the teacher and provides supervision and support (Teacher phase). During the Maintenance phase, the teacher, consultant, and parent maintain the child's improved behavior primarily through praise.

Once the school intervention component is underway, a home intervention component is implemented to provide parents with training designed to give them the skills necessary to teach their child school success skills such as sharing, cooperation, setting and accepting limits, problem solving, developing friendships and self-confidence. A program consultant visits the parent's home once a week for 45-60 minutes for six weeks to conduct the home intervention. Parents are expected to monitor the child's school behaviors, provide privileges as reinforcement for school success, and help build child competencies in: (a) Communication and Sharing, (b) Cooperation, (c) Limit Setting, (d) Problem-Solving, (e) Friendship Making, and (f) Developing Confidence. The consultant provides the parent with a handbook and activities to use after each skill is introduced.

The program consultant is considered a key part of the intervention, investing 50-60 hours in implementation over a three-month period. The consultant confers with teachers to implement the universal screening and identify potential targets, encourages parental participation and conducts the home intervention component, and provides overall program coordination and implementation.

### **Evaluation Design**

PEP was evaluated using a pre-and-post program study design. The essential feature of this design is a comparison of the same participants at two points in time, separated by a period of participation in a program. The differences between the two measurements are taken as an estimate of the net effects of the intervention. This is a weak design for assessing impact because one cannot separate the effects of extraneous factors from the effects of the intervention. However, when before/after findings are reviewed in relation to previous findings from evaluations utilizing a randomized study design, the findings can provide evidence of successful program replication.

Both the Second Step and First Step programs have previously been evaluated using randomized controlled study designs. The Second Step evaluation was conducted in 12 elementary schools in Seattle, Washington. Schools were used as the unit of randomization to reduce potential contamination between intervention and control groups. Schools were paired according to school district, proportion of students eligible for free or reduced-cost lunches, and proportion of minority students. After matching, schools in each pair were randomly assigned to intervention or control groups. Approximately 800 primarily European-American elementary students from 49 second and third grade classrooms participated. Two weeks after the 30-lesson curriculum, students in the intervention group were rated by behavioral observers to be less physically aggressive and to engage in more neutral/positive behaviors on the playground and in the lunchroom (but not in the classroom) than students in the control group. There were no significant differences between groups on teacher or parent ratings. Six month follow-up data showed physical aggression in the classroom remained significantly reduced; other previously identified outcomes did not retain significance. This long-term effect assumes greater significance when compared to changes in the control schools. Without Second Step curriculum, students' school behaviors deteriorated, with students showing more physical and verbal aggression as the year progressed.

First Step was evaluated using a delayed treatment study design. Students identified through screening were randomly assigned to experimental or wait-list control groups. The total sample consisted of 46 Kindergarten students over a two-year period. At the post-intervention point, students who participated in First Step were rated by teachers as significantly more adaptive, less aggressive, and less maladaptive compared to control students. Observations made of the students indicated that the intervention subjects spent more time engaged academically compared to controls. There were no differences between groups on teacher ratings of withdrawn behavior. Although the wait-list design prevented the investigators from assessing maintenance of the changes over an extended period of time, significant treatment effects were maintained one and two years after the intervention ended.

## Evaluation Results

- **Office Discipline Referral:** Schools were asked to report the frequency of office discipline referrals for each year of the intervention (1996-2000). While office discipline referrals are not a true indicator of behavioral change, they have been shown to be a useful measure for making inferences about intervention effects. Most elementary and middle schools participating in PEP reported reductions in office discipline referrals across the intervention years 1996-1998. In the final year of the project, a new web-based referral tracking system was put into place (the School Wide Information System developed at the University of Oregon) and increases in recorded referrals were noted. PEP staff reviewed the data and conducted interviews with building administrators and concluded that the increase in referrals in the final year of the project reflected a change in the manner of reporting rather than a change in behavior. Discipline referrals in the baseline year ranged from 24 to 1,085 for elementary schools and from 237 to 3,167 for middle schools. In 1996 elementary school referrals averaged 305 per school and in 1998 the average decreased to 184 per school. In 1996 middle school referrals averaged 1,484 per school and in 1998 the average decreased to 814. In the final year of the project, elementary schools averaged 435 referrals per school and middle schools averaged 1,637 referrals per school.
- **Perceptions of School Safety:** The Oregon School Safety Survey was administered to school site-based management councils in participating schools each year of the project. Two-year trend data is presented here since site council membership changes significantly every two years and longer term tracking would be difficult to interpret. The data presented is representative of changes observed across the four years of the project. A total of 538 administrators, teachers and parents were surveyed in 1998-2000. Respondents rated the extent of 16 risk and 17 protective factors shown to increase or buffer against school violence and discipline problems. A four point rating scale (1 = not at all; 4 = extensive) was used. School site councils indicated an average of 2.1 (minimal) for risk factors and 2.95 (moderate) for protective factors in 1998-1999. In the 1999-2000 school year, perception of risk remained minimal and perception of protective factors increased to 3.04 (moderate to extensive).

- **Second Step:** In order to assess implementation of the Second Step curriculum, 330 teachers were surveyed to assess their direct use of the curriculum and whether they integrated curriculum content into other curriculum areas. More than 70 percent of the responding teachers indicated using the curriculum and skills occasionally or often. More than 86 percent of the respondents indicated that they targeted times to directly teach the Second Step curriculum.

To assess student knowledge, students in grades 3-8 (n = 2208) were given a 15-item test prior to receiving instruction in the curriculum and then again at the end of the year. The test was created to assess student's ability to define essential skills (e.g., empathy) and to respond to vignettes of school-related problems. An analysis of student pre/post knowledge tests regarding Second Step skills suggests improvement in student acquisition of skills as a function of participating in the curriculum. Test items were factor analyzed and four factors were identified: factor 1 (components of problem identification, body cues for anger, empathy and causes of violent behavior), factor 2 (define impulsive behavior, recognize triggers for anger, define point of view), factor 3 (recognize fight or flight, identify steps in problem solving, and I messages), and factor 4 (identify a question for evaluating a solution, identify examples of interpersonal violence, recognize ways to calm down). The pre-and post-test means were compared using a t-test of the four factor subscales. All grade levels in all schools improved significantly on this measure after instruction in the 1999-2000 school year. The average pretest score was 54 percent correct and the average posttest score was 61 percent correct.

- **First Step to Success:** A total of 191 children received the First Step program over the four years of the Byrne funding. Evaluation data are available for the 1999-2000 school year during which 61 students from 41 schools participated in the First Step program. An analysis of teacher ratings and observation data for these students suggests improvements in students' adaptive and maladaptive behaviors. Academic engaged time increased from 55 percent to 86 percent and adaptive behavior ratings by teachers increased from 21 percent to 33 percent. Teacher ratings of maladaptive behavior decreased from 31 percent to 19 percent and aggression decreased from 27 percent to 12 percent.

### Key Success Factors

- **Early Intervention and Long-Term Commitment:** It is important to reach children early when they are open to positive influences and to sustain the interventions over multiple years.
- **A Comprehensive Approach to Violence Prevention:** Violence prevention interventions were placed within the framework of the Effective Behavior Support System. This system provided staff ongoing support and training and provided a framework for problem-solving throughout implementation.
- **Selection Of Interventions that are Considered Best Practices:** Interventions were selected that have been evaluated using experimental or quasi-experimental evaluation designs and found to be effective in preventing violence among youth.
- **A Well Designed Data Collection System:** An important component for success is the ongoing collection and monitoring of data that indicate progress. Data are used to monitor program implementation and provide feedback to school teams and are especially important for convincing less-than-enthusiastic participants of the value of the interventions.
- **Ongoing Support from District and School Administrators:** Effective leadership and support is essential to develop and sustain a sense of ownership among staff and students throughout the change process. District and school administrators must be committed to providing sufficient resources to the process to ensure its effective implementation and continuation.

### Limitations

The principal limitation PEP encountered was difficulty in developing a data collection system. Throughout the life of the project, missing data, poor quality reporting, and suspicion by some schools regarding the purpose of

the evaluation activities hampered data collection activities. Consequently, the results of PEP interventions must be viewed with caution given the difficulties the project encountered in creating a comprehensive and reliable data collection and data-based decision making structure.

### **Conclusions**

PEP placed research-based interventions within the context of the Effective Behavioral Support System in order to teach elementary and middle school youth how to use nonviolent alternatives to conflict and to involve teachers, students, family, and community members in carrying out solutions to persistent patterns of violent and antisocial behavior in youth. Although the project encountered difficulties in data collection, the evaluation findings reported from the available data for PEP's selected interventions are consistent with the findings of previous randomized evaluations of these programs and suggest the program was effective.

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## **Resolving Conflict Creatively Program (RCCP), Lincoln County**

*Byrne Formula Grant No: 99-011*

*Funding Period: October 1996-September 2000*

### **Background**

The Resolving Conflict Creatively Program (RCCP) is a comprehensive school-based program in conflict resolution and inter-group relations that provides a model for preventing violence and creating caring and peaceable communities of learning. RCCP began in 1985 as a collaboration of the New York City Public Schools and Educators for Social Responsibility. The RCCP National Center was established in September 1993 to forge multi-year partnerships with school districts and to support dissemination efforts to implement the program throughout the country. In July 1996, Lincoln County received funding from the Oregon Byrne Grant program to implement RCCP in its schools.

Lincoln County is a small, geographically isolated area on the Oregon coast with an approximate total population of 43,350 and a population of juveniles age five to 17 of 7,295. The district covers approximately 1,100 square miles. The Lincoln County School District (LCSD) includes 18 schools in six communities: Newport, Waldport, Toledo, Siletz, Eddyville, and Lincoln City. Total enrollment in these schools averages approximately 7,000 students each year.

Lincoln County, like many rural communities in Oregon, has experienced an increase in social-economic distress as a result of the economic downturn in the state's natural resource industries since the 1980s. With limited employment, training, and educational opportunities available in the county, the decreasing numbers of low-skill, high-paying jobs has affected the well-being of many families. For example, Lincoln County median income is 20 percent less than the state's median and 25 percent less than the nation's; more than 40 percent of the students in the Lincoln County School District qualify for free or reduced fee lunches; and Lincoln County students who attend the district's state supported school-based health centers have nearly three times more identified health risk factors than the state average for students at the 38 other school-based health centers in Oregon.

At the time of the application for Byrne funds, Children First of Oregon ranked Lincoln County as the worst county in the state for "child well-being." In 1997, the Office of Alcohol and Drug Abuse Programs ranked Lincoln county 35th out of 36 Oregon counties in risk/protective factors, indicating a high level of risk factors and low level of protective factors. In 1998, the Oregon Commission on Children and Families found Lincoln County had a higher percentage of middle and secondary school youth at "very high risk" of substance abuse and youth violence than any other county in Oregon.

Lincoln County School District began implementing RCCP in October 1996, upon receiving funding from the Edward Byrne Memorial Grant. A project coordinator was hired in November. Six of the district's 18 schools participated in the program during the initial 1996-1997 school year. The six schools were: Newport High, Mary Harrison Elementary, Eddyville (K-12), Siletz (K-8), Waldport High, and Taft High School. The project added six additional schools during the second year (1997-1998): Oceanlake Elementary, Sam Case Elementary, Yaquina View Elementary, Newport Middle, Toledo Middle, and Waldport Middle. The project added three additional schools during the third year (1998-1999): Arcadia Elementary, AST Charter School, and Waldport Elementary. The program was de-emphasized at the high school level during the third year, bringing the total number of schools that participated in 1998-1999 to 12. In 1999-2000, three more schools were added resulting in 15 schools participating district-wide. The three schools were DeLake Elementary, Taft Elementary, and Taft Middle. During the final year of Byrne funding (1999-2000), the project involved 83 teachers and 4,024 students in conflict resolution training and educational activities.

### **Program Strategies and Intervention**

The primary goal of RCCP is to ensure that young people develop the social and emotional skills needed to reduce violence and prejudice, form caring relationships, and build healthy lives. RCCP works to change school cultures so that these skills are both modeled and taught as part of the "basics" in education. The program's

primary strategy for promoting constructive conflict resolution and positive inter-group relations in young people is professional development of the adults in their lives – principals, teachers, and parents. RCCP is based on the premise that human aggression is a learned behavior and that conflict itself is a normal part of life. What must change therefore is how students respond to conflict. RCCP believes that if violent behavior is learned, it can be reduced through education. RCCP teaches students that violence is not an acceptable means of resolving conflict, that they can learn new nonviolent skills, and that they have a choice to make when a conflict arises.

RCCP is built around a set of core skills: communicating clearly and listening carefully, expressing feelings and dealing with anger, resolving conflicts, fostering cooperation, appreciating diversity, and countering bias. These skills are learned through a curriculum taught by teachers receiving both initial training and ongoing follow-up and support from RCCP staff developers. RCCP is also implemented through the training of student-based peer mediation groups and school administrators, and by continued outreach to parents. The RCCP model includes the following components:

- **Professional Development for Teachers:** A core principle of RCCP is that a peaceful classroom starts with a peaceful teacher. To achieve this goal, the program works intensively with teachers, introducing them to the concepts and skills of conflict resolution and diversity. Teachers take part in an intensive 25-hour training that introduces them to the curriculum and helps them to develop an awareness of their own biases, prejudices, and cultural insensitivities. This training is followed by ongoing staff development. Each teacher works with a trainer from the RCCP National Center who provides follow-up classroom assistance.
- **Classroom Instruction Of Students:** Once teachers have received sufficient RCCP training, they implement the curriculum with students in their classrooms. Students generally receive one RCCP lesson per week. Lesson themes include cooperation, empathy, communication, diversity appreciation, responsible decision-making, and conflict resolution. The core curriculum focuses on defining conflict, win-win negotiation, active listening, using “I” messages, mediation, and valuing diversity.
- **Peer Mediation:** After the RCCP curriculum has been implemented for a year, schools may implement a peer mediation program. Students selected as peer mediators receive 24 hours of specialized training. Working in pairs, mediators are on duty at every recess and can be identified by the peer mediator T-shirts they wear. Every few weeks, each school’s peer mediator group meets to discuss issues and receive additional training.
- **Administrator Training:** Administrators receive training on the concepts and skills of conflict resolution in order to encourage them to use their leadership position to achieve effective implementation of the program.
- **Parent Training:** In addition to the school and classroom components of the program, parents are also involved in RCCP. The parent component, called Peace in the Family, helps parents develop better ways of dealing with conflict and prejudice at home and become more effective participants in their children’s schools.
- **Community Involvement:** RCCP also has a strong community involvement component. While the program is centered in the schools, a key tenet of the program is that schools do not have the critical mass when acting alone to change societal norms. Accordingly, RCCP has developed several linkages to community programs in order to integrate RCCP concepts more fully into the entire community. An advisory board that includes strong, active representation from many community agencies is a key vehicle for integrating RCCP more fully into the entire community.
- **Training of Trainers:** A final component of the program involves training a cadre of school teachers and administrators as RCCP trainers. The goal is to build the school district’s capacity to independently implement all program components and to integrate and institutionalize the program into the school districts curriculum framework.

## **Evaluation Design**

The Lincoln County RCCP was evaluated using a pre-and-post program design. The essential feature of this design is a comparison of the same participants at two points in time, separated by a period of participation in a program. The differences between the two measurements are taken as an estimate of the net effects of the intervention. This is a weak design for assessing impact because one cannot separate the effects of extraneous factors from the effects of the intervention. However, when before/after findings are reviewed in relation to the findings from a previous evaluation that employed a more rigorous evaluation design, the findings can provide evidence of successful program replication.

There has been one rigorous evaluation of the effectiveness of RCCP. The evaluation was conducted by the National Center for Children in Poverty (NCCP) at Columbia University. The evaluation employed a quasi-experimental study design in which comparisons were made between classrooms based on the extent to which teachers were involved in the RCCP and implemented its components. The NCCP evaluation was the first study of the RCCP to: (a) investigate child development by direct assessment of children and (b) use comparison groups of children who did not participate in the program. It was conducted over the course of two years, beginning in the fall of the 1994-95 school year. The evaluation included approximately 5,000 second- through sixth-grade children from 15 New York City elementary schools. The 15 elementary schools were divided into four groups in varying stages of intervention: nonintervention, beginning stage, integration of some program components and integration of all program components. The evaluation compared the relative effects of no program implementation to varying levels of implementation. Both the students and the schools were highly representative of the public education system in New York City.

The evaluation was guided by the understanding that certain types of social-cognitive processes lead to the development of aggressive behavior and violence. These processes include children's beliefs and fantasies concerning aggression, their attributions about the behavior of others, and their interpersonal problem-solving skills. The evaluation was planned so that it could assess the impact of the RCCP on these social-cognitive processes as well as on the aggressive behavior itself.

Among elementary school-age children, the social-cognitive processes that lead to aggression and the levels of aggressive behavior itself increase over time. The results of the NCCP evaluation show that RCCP could significantly reduce this rate of increase, in most cases, stopping it completely for the school year if teachers taught a high number of lessons from the RCCP curriculum (on average, 25 lessons over the school year). When compared to children receiving a low number of lessons or no lessons at all, children receiving a high number of lessons had significantly slower growth in self-reported hostile attributions, aggressive fantasies, and aggressive problem-solving strategies, as well as in teacher-reported aggressive behavior. Children in the high lessons group also received significantly increased ratings from their teachers on their positive social behaviors and emotional control, and showed greater improvement on standardized academic achievement tests compared to the other two groups. Importantly, children receiving a low number of lessons did somewhat more poorly than children receiving no lessons on a number of these outcomes.

Additional results indicate that the RCCP benefits all children regardless of gender, grade, or risk-status, although the evidence suggests slightly reduced benefits for boys, younger children, and children in high-risk classrooms and neighborhoods. Preliminary analyses testing the effects of the RCCP across both years of the evaluation suggest that each year a student participates in the RCCP has an additive effect on slowing rates of growth of many of the risk factors for aggression and violence. Analyses of program costs indicate that the RCCP can be implemented for approximately \$98 per child per year, a relatively low cost.

## **Evaluation Results**

Key findings from the local evaluation of the Lincoln County implementation of the RCCP by the Northwest Regional Educational Laboratory are as follows:

- **Program Fidelity:** The program was implemented in Lincoln County as designed by the national developers.



This was insured by contracting with the national RCCP for training and technical assistance. As a result, all key program components were implemented as designed. The program in Lincoln County replicates the national program in all key aspects.

- **Teacher Training:** Teachers who participated in training workshops gave the training high marks. Generally, 90 percent or more of the teachers participating agreed or strongly agreed that the training workshop was effective in five areas: increasing their knowledge and understanding of conflict resolution principles, preparing them to implement the RCCP program into the classroom, preparing them to infuse the RCCP curriculum into other classes they teach, demonstrating ways in which RCCP principles could be used to increase classroom management, and providing appropriate demonstration lessons that could be used in the classroom.
- **Curriculum Implementation:** As noted above, the NCCP evaluation found a strong correlation between the number of RCCP classes taught and program impact on students with positive impacts most likely when students receive more than 25 lessons per year. A review of the data from the local evaluation shows: 38 percent of all teachers taught more than 25 lessons during the 1997-98 school year, 28 percent of all teachers taught more than 25 lessons during the 1998-99 school year, and 34 percent of all teachers taught more than 25 lessons during the 1999-00 school year. An extensive analysis of the data from the 1999-00 school year shows that 55 percent of the teachers taught at least 20 lessons, while 37 percent taught less than 20 lessons and 8 percent taught no lessons. Teachers were also asked if they infused the RCCP curriculum into other subjects they taught in the school year. When infused lessons are included, 75 percent of all teachers taught more than 25 lessons during the 1999-00 school year.
- **Student Behavior:** RCCP conflict resolution strategies were being used by students, to varying degrees depending upon who was asked. Teachers and administrators were more likely to report that students often or sometimes engaged in conflict resolution behaviors while students were more likely to report they sometimes or never engaged in conflict resolution behaviors.

Students who participated in RCCP reported lower levels of violence-related behavior than those who did not participate (see Table 1). In Year 4 of the RCCP in Lincoln County (1999-2000 school year), students who participated in RCCP training or activities were significantly ( $p < .05$ ) less likely than students who did not participate to: be involved in a fist fight with other students at school, be involved in a physical fight on or off school grounds (including those requiring medical treatment), carry a gun on school property, carry a weapon other than a gun on school property, and have property stolen or damaged at school. Students who participated in RCCP training or activities were also less likely than students who did not participate (marginally significant  $p < .10$ ) to: carry a gun, carry a weapon other than a gun, see a student with a knife at school, be threatened with a weapon at school, be robbed or witness students stealing, and be pushed by someone just being mean.

- **Performance Measures:** Analysis of performance indicator data suggests that the RCCP program was effective at the elementary and middle school levels (measured by comparison to 1996-1997 baseline). Nine indicators were tracked by school administrators: (a) attendance, (b) number of fighting incidents, (c) number of weapons incidents, (d) number of vandalism incidents, (e) number of harassment incidents, (f) dropout rate, (g) number of suspensions, (h) number of expulsions, and (i) number of police visits.
  - Elementary Schools. In the 1999-2000 school year, absenteeism, fighting, weapons, vandalism, harassment, and suspensions decreased at the elementary level in comparison to the baseline year while expulsions and police visits increased. Dropout statistics for the 1999-2000 school year were unavailable.
  - Middle Schools. In the 1999-2000 school year, absenteeism, fighting, weapons, vandalism, suspensions and expulsions decreased at the middle school level in comparison to the baseline year while harassment and police visits increased. Dropout statistics for the 1999-2000 school year were unavailable.

**Table 1**  
**Differences in Violence-Related Behaviors among Students Who Did and Did Not**  
**Receive RCCP Training**

<b>Violent Behavior</b>	<b>Involved in RCCP (n = 867)</b>	<b>Not Involved in RCCP (n = 120)</b>
Involved in a fist fight with another student at school*	17%	28%
Involved in a physical fight*	51%	70%
Involved in a physical fight on school grounds*	31%	45%
Involved in a physical fight requiring medical treatment*	8%	16%
Carry a gun**	8%	13%
Carry a gun on school property	1%	4%
Carry a weapon other than a gun on school property*	17%	24%
Carry a weapon other than a gun**	5%	10%
Be afraid of being beaten up on the way to or home from school	10%	14%
Not go to school because feel unsafe	10%	12%
See a student with a gun at school	5%	8%
See a student with a knife at school**	16%	24%
Be threatened by someone with a knife or gun at school in the past month**	7%	11%
Be threatened or injured with a weapon in the past year	19%	25%
Be robbed or witness students stealing from others at school in the past month**	7%	11%
Had property stolen or damaged at school in past year*	58%	64%
Pushed by someone being mean**	36%	45%

\* Significant at  $p < .05$     \*\* Significant at  $p < .10$

## Key Success Factors

- **Implementation Fidelity:** RCCP is an established program with a core set of program components. A replication of the program should incorporate all key elements of the original program. It is important to implement the full program and not choose only some program components to implement.
- **Early Intervention and Long-Term Commitment:** It is important to reach young children while they are still open to positive influences and to sustain the intervention over multiple years. Ideally, children should begin the program in kindergarten and continue through twelfth grade.
- **Teacher Commitment:** Motivated teachers who are psychologically and behaviorally invested in the program are essential for program success. RCCP has a positive impact only if it is implemented well by motivated teachers. An important policy implication to emerge from this evaluation as well as the NCCP evaluation is that teacher motivation and dedication may be critical for the effectiveness of the RCCP.
- **Level Of Implementation:** The NCCP evaluation established a critical level of curriculum delivery for impacting student behavior. The evaluation found that implementation of the RCCP curriculum at a level of 25 or more lessons over the school year produced positive changes in student behavior.
- **Strong Support From Principals and School Administrators:** Effective leadership and support is essential to program success. Principals and administrators play a key role in motivating staff and developing a sense of ownership among staff and students throughout the change process. District and school administrators must be committed to providing sufficient resources to the process to ensure its effective implementation and continuation.
- **Partnerships With Parents and The Community:** The RCCP program partnered with other community agencies to expand the influence of the program in the community. A community advisory board monitors and supports program development and coordinates the program with other violence prevention activities. Collaboration with Lincoln County Human Services allowed RCCP to expand the parent education component by using Oregon Health Plan prevention dollars.

## Limitations

The principal limitation RCCP encountered was resistance by teachers. Finding ways to promote teacher motivation and dedication to the principles of the RCCP is critical to successful replication of the program. In Lincoln County, only a minority of trained teachers taught the number of lessons shown by the NCCP evaluation to be needed for behavior change. In addition, the failure to successfully implement the program at the high school level can be traced directly to teacher resistance. High school teachers were more likely to rate the training they received as ineffective than were elementary and middle school teachers.

Finally, it should be noted that a shortcoming of the program is its failure to identify and provide additional services to high-risk children. The RCCP was designed as a primary prevention strategy for all children. It does not address the needs of high risk children. RCCP needs to develop program components for children who are at substantially higher risk for future aggressive and violent behavior.

## Conclusions

School-based prevention programs like the RCCP can work and should be an integral component of communities' initiatives to prevent aggression and violence among children and youth. Through curricular instruction, peer mediation, and teacher training, the RCCP and similar programs teach children constructive strategies to negotiate conflict and promote inter-group understanding. The results of the NCCP evaluation show that, when teachers teach a high number of lessons from the RCCP curriculum (on average, 25 lessons over the school year) the program is effective at slowing the rate of increase of social-cognitive processes and behaviors that lead to violence. The results of the Lincoln County evaluation show that the RCCP was implemented in Lincoln County

elementary and middle schools as designed by the national developers. Implementation was not successful at the high school level and additional attention should be paid to the quality of training for high school teachers.

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## **Self Enhancement Inc. (SEI) School-Based Violence Prevention Project, Multnomah County**

*Byrne Formula Grant No: 99-012*

*Funding Period: October 1996-September 2000*

### **Background**

Self Enhancement, Inc. is a grassroots, community-service organization serving the inner north and northeast sectors of Portland. Founded in 1981 by a lifelong member of this predominantly African-American community (known locally as Albina), SEI is an active partner in every major community-based coalition relating to youth services. Albina is generally characterized as the most disadvantaged community in Portland. It has the following demographic characteristics:

- Forty-five percent of all households with children live below the poverty level.
- One third of the adult population has not finished high school.
- Unemployment is two and one-half times the city and state average.
- Homicide rates outnumber city rates six to one.
- Two of the community's elementary schools rank lowest among the 763 elementary schools across the state in reading and math achievement test scores.

SEI is dedicated to helping inner-city youth realize their full potential. The program works with schools, families, and community organizations to provide young people opportunities for personal and academic success. SEI believes that most young people would choose to “do the right thing,” and they need to be given the opportunity for success. From a one-week summer day camp that used athletics as a means of building self-esteem and academic ambition among inner-city youth in Portland, SEI has grown into a year-round school-based program that provides skill-building, mentoring, alternative activities, and advocacy for young people.

Multnomah County is the largest county in Oregon and includes Oregon's largest city, Portland. The county has a total population of 646,850 and a 10 to 17 year old population of 65,152. The percent of juvenile offenders in Multnomah County has been decreasing steadily while the number of youth residing in Multnomah County has steadily increased since 1994. During this period, the number of crimes committed by juveniles has also declined. Between 1994 and 1999, offenses against persons declined by 25 percent; property offenses decreased by 39 percent; and weapons offenses decreased by 28 percent. Drug offenses were the only type of arrests that increased (54 percent) over the five-year period.

### **Program Strategies and Intervention**

The goals of the SEI program are to: (a) reduce the incidence of violence, disciplinary referrals, weapon carrying, and alcohol and other drug use among SEI youth, (b) promote positive, pro-social behaviors (i.e., participation in pro-social school and community activities) among SEI youth, and (c) help SEI youth graduate from high school and have a positive school or work placement afterward.

The SEI program emerged as a heartfelt, culturally relevant, grassroots response to the real-world threats of gangs, violence, and drugs affecting the Albina community. The SEI approach is congruent with well-articulated theoretical frameworks, namely Resilience Theory and the Relationship Model. Based on African tradition, this model of interaction puts human life above material possessions. Through mentorship that is constant and seamless, SEI coordinators fill the gaps in kids' lives, alternating between three integral roles as needed: parent, mentor, and instructor.

Resilience emphasizes the natural, self-righting tendencies of individuals who, when given the opportunity and support, succeed against what are sometimes incredible odds. SEI staff and its research partner, RMC, have identified three critical factors in building resilience in young people:

- A caring, supportive adult in the life of the child or adolescent.
- Opportunities for young people to be involved in meaningful activities and decisions affecting their development.
- High expectations for the behavior of young people.

SEI delivers its violence-prevention program through in-school/after-school services. SEI assigns staff at each school to teach classes in building self-esteem. A set of principles guide after-school academic tutoring and one-on-one mentoring with each student, which includes individual guidance and counseling. Program components include:

- **The Individual Success Plan:** A document developed semi-annually between each student and his/her coordinator. It is during this process that each student's academic, social, and personal goals are developed. Students and coordinators develop strategies for completing each goal. Goals are reviewed quarterly and students receive points for accomplishing each one.
- **Case Management:** Coordinators meet regularly with students to build a relationship and provide guidance. The type and amount of individual student contact is recorded by coordinators on monthly SEI case report forms. Topics covered include relationships with family, grades, attendance, behavior problems, relationships with peers and members of the opposite sex, employment assistance, extracurricular activities, and individual success plan goals.
- **Incentives:** Students are awarded points for progress toward goals that can be used for attending special activities and events. Incentive activities and events are an additional opportunity for SEI coordinators to be with their students. During the course of a month, each student receives a minimum of one incentive activity. Other incentive activities are given to: (a) the 20 students who earn the most points for achievement or progress toward individual success plan goals and (b) students who achieve a 3.0 or higher grade point average.
- **Tutorial:** SEI requires all students to participate in after school tutorial sessions. SEI believes the tutorial component helps students bond to the school and is an important protective/resiliency factor against antisocial behavior. Students that are below grade level are required to participate in more intensive tutorial sessions taught by certified teachers in the fields of English, mathematics, and science.
- **Leadership Training:** Approximately 10 percent of SEI students are selected for leadership training. These students receive leadership training and conduct related activities throughout the school year as part of their SEI experience.

Prevention is basic to the SEI philosophy. Ideally a SEI student enters the program in the primary grades and continues through graduation from high school and beyond. When a student enters the program, an evaluation of his/her life circumstances is conducted and barriers to success are identified. Barriers include poor school attendance patterns, low or failing grades, reading or math skills one to two years behind grade level, behavior problems in school, family dysfunction, and association with delinquent peer groups. Because SEI found that heterogeneity within the group fosters healthy group dynamics and positive peer norms, the selection process strives to include students at three levels. About 30 percent of program participants are among those at highest risk using these criteria, about 60 percent are at slightly lower risk, and ten percent are those at low risk and are selected to represent a "leadership" stratum. Although these students at low-risk level still need preventive support, they are expected to serve as positive peer role models within the larger group.

SEI collaborates with the Portland Public School District and specifically, with the teachers and administrators in Jefferson, Benson, and Grant High Schools. SEI coordinators have offices in these schools where they work with SEI students and school staff during the school day. SEI contracted with RMC Research Corporation to conduct the evaluation of the Byrne funded project. RMC assisted SEI in the development of a data management system for the project and examined outcomes by comparing SEI students to a matched control group.

### **Evaluation Design**

The SEI project includes students at four grade levels (ninth, tenth, eleventh, and twelfth) and three high schools. The project employed a quasi-experimental study design to compare outcomes for SEI students with a comparison group selected at each grade level and within each participating school. Comparison group students were

matched with SEI students by gender and race. The outcome evaluation compared SEI and comparison group students on an array of health-risk behaviors related to both violence and other problem behaviors as measured by the Youth Risk Behavior Survey (YRBS), developed and used nationally by the Centers for Disease Control (CDC). A second outcome category – protective factors – is defined as attributes which help students in high-risk settings overcome the odds. Desired outcomes of protective factors fall into three areas. Children who succeed, despite having the odds against them, are: (a) more personally competent; (b) more socially competent; and (c) more bonded to positive, pro-social influences. The Individual Protective Factors Inventory (IPFI) was used to assess protective factors. A third outcome category – academic success – was measured through extraction of school records and includes measures of attendance, grade point average, dropout rate, and graduation rate.

Data for this project are available for only the last two years of the Byrne grant. During the first two years of the project, there were difficulties documenting program implementation and program outcomes. In 1998, the program was placed on probationary status and required to meet with the CJSD Evaluation Team to reformulate their evaluation plan. Under the guidance of the CJSD Evaluators, SEI staff and RMC Research Corporation successfully reviewed and revised their evaluation plan and data collection strategies in order to capture data needed for assessing program implementation and outcomes. The revised program evaluation plan was implemented during the final two years of the project.

### **Evaluation Results**

During the final two years of Byrne funding, SEI served a total of 192 students. In the first year of the revised evaluation plan (Year 3 of the Byrne grant), SEI coordinators provided an average of six hours per week of contact to SEI students. On average, 24 percent of this contact was provided on an individual basis, 38 percent was provided through core programmatic group activities, and 38 percent was provided through supplemental group activities. In the second year of the revised evaluation plan (Year 4 of the Byrne grant), SEI coordinators provided an average of seven hours per week of contact to SEI students. On average, 20 percent of this contact was provided on an individual basis, 52 percent was provided through core programmatic group activities, and 28 percent was provided through supplemental group activities.

In the first year of the revised evaluation plan (Year 3 of the Byrne grant), a detailed process was developed for recruiting a comparison group and recruitment was successfully completed. A chi square analysis of violence-related behavior found that SEI students were significantly ( $p < .05$ ) less likely than comparison group students to engage in physical fighting during the past year (16 percent versus 23 percent); to fight at school (4 percent versus 15 percent); and to be suspended from school (11 percent versus 25 percent). There were no differences in weapon carrying (4 percent versus 5 percent) but SEI students were less likely to bring a weapon to school (0 percent versus 3 percent).

In the second year of the revised evaluation plan (Year 4 of the Byrne grant), a longitudinal analysis was conducted. While the first year findings were encouraging, analyses of group differences on various outcome measures at a single point in time are actually a better test of the equivalence of the two groups than of the effectiveness of the program. To test the effectiveness of the program in reducing violent behaviors, it is necessary to examine changes in these behaviors over time. A longitudinal analysis requires data for each student at more than one point in time. Therefore, the sample used in the longitudinal analyses is the group of treatment and comparison group students who participated in the annual survey in both June 1999 and May 2000. Overall, 128 students participated in both surveys: 62 treatment students and 66 control students.

- **Predicting Risk Behaviors in Year 4 of the Byrne Grant:** Because most the YRBS survey items measuring violence-related behaviors had a very skewed distribution, with the majority of students never having engaged in the behavior and only a few students ever having engaged in the behavior, all of the risk behavior variables were recoded to be dichotomous. Logistic regressions were then used to assess the effect of group SEI treatment group versus the comparison group on the various risk behaviors in Year 4, while controlling for gender and students' risk behavior scores in Year 3. For each logistic regression, the control variables and the group variable were simultaneously forced into the equation. The logic of these analyses is that if the SEI program is effective in reducing violence-related behaviors, participation in violence-related

behaviors will be significantly lower for the treatment group than for the control group even after controlling for gender and baseline level of the risk behavior.

Logistic regression models were tested predicting each of the ten major violence-related risk behaviors (self-reported fighting, fighting at school, weapon carrying, weapon carrying at school, referrals for fighting, suspensions from school, damaging property, stealing, fist fighting, and harassing another student). Group did not significantly predict Year 4 risk behavior in any of these models. The standard gender effect found in many studies of violent behavior (i.e., that males engage in more violent behavior than females) is also not evident in these results. Finally, as expected, the one variable that does significantly predict risk behaviors in Year 4 is whether or not the student had engaged in that behavior in Year 3.

- **Predicting Year 4 Protective Factors:** Despite the fact that there is no evidence of a direct influence of participation in the SEI program on violence-related behavior, it is possible that there is an indirect effect of being in the program that works by increasing students' protective factors. A series of linear regressions were run to test this theory. Each model predicted students' scores on the various protective factors in Year 4 while controlling for gender and their scores on the same protective factors in Year 3, thereby eliminating the interpretation that any group differences were simply baseline differences in the two groups. The results of these analyses do not support the theory that participating in the SEI program has increased students' protective factors. When gender and baseline levels of protective factors are controlled, the scores on all five IPFI scales do not differ significantly by group. There were also no significant gender differences. As with the logistic regressions predicting risk behaviors, the only significant predictor in these models were the students' baseline level of the protective factor.
- **Academic Success Factors:** The SEI program was more successful in promoting academic success for the treatment group. The data to follow summarizes SEI treatment group results on four factors: school attendance, academic performance, dropout rate, and graduation rate. Data for the comparison group on these factors is unavailable. Portland Public Schools had promised SEI access to school data on both the treatment and comparison group but to date has not made the data available. Data reported here for the SEI treatment group is based on the SEI School Coordinators' knowledge of the treatment students and their access to school records for treatment students.

#### ***School Attendance***

- *Year 3 of the Byrne Grant:* The percent of SEI students with fewer than five absences per quarter of the 1998-1999 school year was 89 percent in the first quarter, 86 percent in the second quarter, 75 percent in the third quarter, and 74 percent in the fourth quarter.
- *Year 4 of the Byrne Grant:* The percent of SEI students with fewer than five absences per quarter of the 1999-2000 school year was 85 percent in the first quarter, 71 percent in the second quarter, 73 percent in the third quarter, and 60 percent in the fourth quarter.

#### ***Academic Performance***

- *Year 3 of the Byrne Grant:* The percent of SEI students who maintained a 2.0 GPA or better per quarter of the 1998-1999 school year was 72 percent in the first quarter, 70 percent in the second quarter, 65 percent in the third quarter, and 66 percent in the fourth quarter.
- *Year 4 of the Byrne Grant:* The percent of SEI students who maintained a 2.0 GPA or better per quarter of the 1999-2000 school year was 75 percent in the first quarter, 77 percent in the second quarter, 64 percent in the third quarter, and 71 percent in the fourth quarter.

#### ***School Dropout Rates***

- *Year 3 of the Byrne Grant:* A total of 98 percent of the SEI students remained in school throughout the academic year.
- *Year 4 of the Byrne Grant:* A total of 100 percent of the SEI students remained in school throughout the academic year.

#### ***Graduation Rates***

- *Year 3 of the Byrne Grant:* A total of 93 percent of SEI seniors graduated from high school. Of those who



graduated, 77 percent have been accepted into a college.

- *Year 4 of the Byrne Grant*: A total of 77 percent of SEI seniors graduated from high school. Of those who graduated, 85 percent have been accepted into a college.

The SEI program has been successful in promoting school attendance and academic performance in an at risk group, the majority of which attend a school (Jefferson High) that was reconstituted because of its failed academic performance. Dropout rates are very low and a high percentage of SEI students graduate. Further, of those who graduated, a large proportion go on to attend either a four year or community college. Equivalent information on the comparison group are not available, so no direct comparison can be made. However, when compared to the state-wide graduation rate of 67 percent, the SEI graduation rate is clearly positive. It is even more remarkable when compared to the 33 percent Jefferson High School Class of 2000 graduation rate estimated by Portland Public Schools. Equally impressive is the low dropout rate among SEI students which averages one percent per year or an estimated four year rate of four percent. That compares very favorably with State of Oregon four-year rate estimates for Jefferson High School which range from 21 percent to 26 percent.

### **Key Success Factors**

- **Early Intervention:** SEI enrolls students beginning in grade two. Students are selected for the SEI program primarily through teacher referrals and once enrolled remain in the program through completion of high school.
- **Mentorship:** SEI pairs each student with a staff member who serves as a caring, supportive adult to the student. The SEI staff member provides guidance and corrective feedback while serving as a positive role model. The SEI staff work closely with the individual students they are paired with to enhance their protective factors and provide a buffer from the myriad risk factors SEI students encounter.
- **The SEI Program:** SEI offers students a rich social and cultural program with major emphasis on academic success. SEI provides enriching activities to students and academic support through in-school coordinators, after school study periods, and a summer school program for students falling behind. Through these activities, SEI attempts to build in these young people a sense of self-esteem, self-efficacy, and optimism about the future.

### **Limitations**

The SEI program did not include an explicit violence prevention component. Evaluation of the SEI program was limited to the final two years of the project due to difficulties the program encountered in documenting program implementation and program outcomes. In the final year of the project, there was significant attrition from the comparison group. The program was unable to obtain academic achievement and attendance data from Portland Public Schools. These events limited the evaluability of the SEI program.

### **Conclusions**

The longitudinal analyses of the outcomes from the last two years of the Byrne violence prevention program implemented by SEI do not provide empirical evidence that the program was effective in reducing the prevalence of violent behaviors. While these results are disheartening, there are aspects of the program design that create circumstances under which it would be difficult to find evidence of a positive effect with respect to violence prevention. The first of these is that most SEI students have already been in the program for several years prior to the baseline measurement. It is therefore possible that many of the positive developmental gains of interest (including the prevention of violent behavior) were realized by these students prior to the start of the Byrne funded program. A second factor is that the SEI program does not have an explicit violence prevention component. While one of the goals of the Byrne funded SEI program is to prevent and reduce violent behavior in students, the program itself is actually quite broad and does not focus predominantly on violence prevention. The theory is that the SEI program will help decrease students' risk behavior indirectly, by providing options for students through academic support, cultural enhancement, recreational opportunities, positive role models, and mentors. This type of indirect influence may take more than two years to manifest. In this regard, it is interesting

to note that the SEI program was able to achieve gains in academic behaviors – an area in which SEI has a strong program component.

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## **Cumulative Reports: Secondary Prevention Programs**

Secondary prevention programs identify at-risk youth and their families and provide them with intervention services intended to prevent further delinquent behavior. The two secondary prevention programs that received 1996-2000 Byrne funding were:

**Referral & Diversion Program, Curry County**

**Truancy Diversion Program, Multnomah County**

# Referral and Diversion Program, Curry County

*Byrne Formula Grant No: 99-015*

*Funding Period: October 1996 – September 2000*

## Background

Curry County's Referral/Diversion Program is a secondary prevention program serving youth aged 11-18 years who are first-time offenders or at high risk of being referred to the juvenile justice system. The program is based on the concept of graduated sanctions and is designed to provide an alternative to prosecution for first-time juvenile offenders. The Referral portion of the program is targeted to first-time offenders. Program components include specialized intake, assessment, development of case plans, supervision, and referrals to community services. The Diversion portion of the program is targeted to both first-time offenders and at-risk youth. It consists of a variety of competency skill building classes that include Anger Management, Authoritative Parenting, Theft Talk, and Tobacco Education. The Referral/Diversion Program operates on a very small scale with an annual budget of approximately \$60,000. Three Juvenile Counselors and one Diversion Specialist are directly involved in delivering the program intervention.

Curry County is a small, rural county located on the southern Oregon coast. The county has a total population of 22,000 and a 5-17 year-old population of 3,400. The county is economically depressed and there are few local funding sources to deal with juvenile crime issues. The main purpose of the Byrne grant funding for the Referral/Diversion Program was to help the county build the basic infrastructure to reduce and prevent juvenile crime. At the time of the application for Byrne Grant funds in 1996, the county was experiencing an approximately 50 percent increase in juvenile crime rates over the previous five years. Since the inception of the Referral/Diversion Program in 1996, Curry County's overall juvenile crime rate has decreased by approximately 25 percent. There was a 35 percent decrease in property crimes, a 68 percent decrease in status offenses, a 15 percent decrease in uncategorized offenses, a 21 percent increase in juvenile person crimes, and a 9 percent increase in drug and alcohol offenses.

## Program Strategies and Intervention

The Referral/Diversion Program is based on the concept of graduated sanctions. As an alternative to prosecuting first-time offenders, the program provides an intervention that combines accountability and sanctions with increasingly intensive treatment and rehabilitation services. The main components of the Referral portion of the Referral/Diversion Program are specialized intake, assessment, development of case plans, and supervision. Intervention consists of the following sequence of activities:

- **Specialized Intake:** First-time offenders are referred from local law enforcement agencies to the Juvenile Department. Originally, a citation system was used by law enforcement agencies to refer all juveniles with whom they had contact to the program within a two-week period. However, this system was discontinued at the end of 1998 due to budget constraints. Since then, first offender referrals have been generated from police reports, with the intake appointment schedule within 45 to 60 days.
- **Assessment:** Juvenile Counselors review the referred youth's juvenile records, meet with the youth and parents (or guardians), and conduct risk and needs assessment sessions. Each assessment session is approximately an hour and half long and requires participation by both the youth and their parents. A minimum of four assessment sessions are held for each case. Assessment focuses on the seriousness of the delinquent act, the potential risk for reoffending, the risk to public safety, and individual or family needs such as mental health and substance abuse treatment.
- **Development of Case Plans:** Based on the results of the risk and needs assessment sessions, Juvenile Counselors develop an individualized case plan in contract form for the youth and their parents. Case plans are drawn from a menu of activities including: writing letters of apology, writing essays titled "Thinking

Errors” and “My Choices Affected Who and How,” paying restitution to victims, participating in individual or family counseling, being involved in community service work, and attending competency skill building classes provided by the Diversion portion of the Referral/Diversion Program.

- **Supervision:** In order to monitor compliance with contracted case plans, youth are placed under one of four levels of supervision: informal accountability in which Juvenile Counselors contact the youth only on an informal basis, formal accountability in which Juvenile Counselors maintain regular contacts for six to twelve months, diversion service in which Juvenile Counselors maintain intensive supervision for nine to twelve months, and probation, a court-ordered supervision by Probation Officers.

If the youth is compliant with the contracted plan, the case is closed. If the youth is noncompliant, the case is assigned to a different plan that usually imposes stricter sanctions and may lead to prosecution. Initially, the Referral services described above were provided by an Early Intervention Officer. Due to budget constraints, the Officer was laid off in the middle of 1998. Since then, these services have been provided by the county’s three existing Juvenile Counselors.

The Diversion portion of the Referral/Diversion Program provides a variety of competency skill building classes. Classes are provided to at-risk youth 11-18 years of age and their parents who are referred from the Referral portion of the program. At-risk youth referred from schools and their families may also participate in the Diversion program. The program provides the following five courses:

- **Anger Management:** A five-week curriculum taught by a Diversion Specialist for youth whose behavior is affected by their anger. The course consists of ten two- to three- hour sessions. The curriculum focuses on the development of competencies in the areas of stress reduction and relaxation, communication skills, social skills, and problem solving and conflict resolution.
- **Authoritative Parenting:** A 12- week curriculum sponsored by Southwestern Oregon Community College for parents of youth who are adversely affected by their children’s behavior. The curriculum consists of 12 two- to three- hour sessions. The focus is on development of parenting skills based on approaches to balancing love and discipline and covers topics such as different parenting styles, dealing with anger in the family, how to discipline children, and how to improve relationships with children.
- **Theft Talk:** A one-time three-hour group counseling session with eight to ten youth. Parents are encouraged to attend as observers. The session is offered by a counselor from Theft Talk Counseling Services, Inc., Portland, Oregon, who specializes in theft counseling and education for youth.
- **Tobacco Education:** A required course for youth who are cited for first and second tobacco use offenses. An independent educator conducts a one-time, one-hour group counseling session for first use offenders and an additional one-on-one counseling session for second use offenders.
- **Reaching Out Convicts & Kids (ROCK):** A tour of correctional facilities for male offenders 12 years and older to expose them to the harsh conditions of a maximum security prison. Participants have an opportunity to interact with inmates at Pelican Bay State Prison in Crescent City, California. This program was discontinued in 1998 due to budget constraints.

In order to identify appropriate at-risk youth to intervene with and to provide the best solutions for problem behavior, the Referral/Diversion Program collaborates with various agencies and organizations including schools, law enforcement agencies, and social service agencies. Juvenile Counselors and a Diversion Specialist attend regular multi-agency staff meetings to assess and identify appropriate service needs for at-risk youth. The Diversion Specialist also works with area schools to identify appropriate referrals and develops specific courses for particular groups of students in middle and high schools.

### Evaluation Design

The Referral/Diversion Program was evaluated using a pre- and post- program study design. The essential feature of this design is a comparison of participants before and after exposure to the intervention. The evaluation was based on two main approaches: (1) comparison of recidivism rates between youth who successfully completed the program (completers) and those who dropped out of the program (dropouts) and (2) pre- and post- program risk/skill assessments to assess the effects of each program component. Recidivism rates were tracked and compared for program completers and dropouts while they were in the program, and six months, one year, and two years after they exited from the program. For the evaluation of the Referral program component, counselors conducted program participants' pre- and post- program risk assessments to assess changes. Risk measures included substance use, parental control, school attendance, mental health, and peer relationship. For the evaluation of each Diversion program component, pre- and post- program risk/skill tests were completed by participants and changes in the test scores were measured to assess program effects.

### Evaluation Results

Overall, the results of the program were positive. Comparison of recidivism between program completers and dropouts indicated that recidivism rates were lower among program completers. Program participants also showed positive changes in their risk/skill assessment scores after completing the program.

- Recidivism:** Table 1 shows the comparison of recidivism between program completers and dropouts. During the four-year Byrne funding period, there were a total of 262 completers and 48 dropouts. The numbers of program participants used to calculate recidivism rates varied over time because participants at later stages of the program did not have sufficient time elapsed to be included in longer term recidivism rates. Program completers had significantly lower recidivism rates than program dropouts during the program and two years after exiting from the program (chi square,  $p < .05$ ). Program completers also had lower recidivism rates at six months and one year but these differences were not statistically significant.

**Table 1**  
**Recidivism Rates for Program Completers and Dropouts**

Time Elapsed	Recidivism Rate	
	Program Completers	Program Dropouts
<b>During Program Participation</b>	18% (n=47/262)	33% (n=16/48)
<b>6 Months after the Program</b>	29% (n=65/224)	33% (n=14/42)
<b>1 Year after the Program</b>	42% (n=74/178)	56% (n=23/41)
<b>2 Years after the Program</b>	53% (n=45/85)	91% (n=20/22)

Of the 219 program participants whose recidivism rates were available, 44 percent (97) reoffended one year after exiting from the program. This one-year recidivism rate is considerably high, compared to the 21 percent recidivism rate among participants (722/3,519) of a similar Clackamas County Juvenile Reception and Diversion Program, that was partially supported by Byrne funds from 1995 through 1999. The Clackamas County program was operated on a much larger scale with stable financial resources, had more intensive intervention components, and had more consistent implementation.

- **Pre- and Post-Program Risk/Skill Assessments:** Participants showed positive changes in their risk/skill assessment scores after completing the program. Table 2 shows changes in pre- to post- program assessments for those participants who completed their assessments. (Complete assessment data were available for 32 percent of 265 Referral service participants, 90 percent of 109 Anger Management participants, 71 percent of 111 Theft Talk participants, 88 percent of 76 Tobacco Education participants, and 57 percent of 72 Authoritative Parenting participants.)

**Table 2**  
**Changes in Pre- to Post- Program Risk/Skill Assessments**

Program Component	Changes in Average Risk/Skill Scores	Proportion of Participants Showing:		
		Improvement	No Change	Deterioration
Referral Services	+11%	29%	51%	20%
<b>Diversion Services</b>				
Anger Management (n=98)	+18%	70%	10%	20%
Theft Talk (n=79)	+153%	100%	0%	0%
Tobacco Education (n=67)	+29%	72%	15%	13%
Authoritative Parenting (n=41)	+21%	76%	12%	12%

Since their completion of the program, 88 percent of the 111 Theft Talk participants have not had new referrals to the juvenile court for this type of offense and 83 percent of the 76 Tobacco Education participants have not had new referrals for this type of offense.

**Key Success Factors**

- **Balanced Intervention Approach:** The Referral/Diversion Program used a balanced approach to intervening with at-risk youth. Program components were designed to maintain a balance between three elements critical for intervening with at-risk youth: youth accountability, development of youth competency, and community protection. Through case plans tailored to their risk and needs, program participants were required to make amends to their victims or the community for harm caused (accountability), to attend various competency skill building classes (competency development), and to participate in community service work (community protection).
- **Parent Participation:** Parents were required or encouraged to be involved in the intervention process as much as possible to facilitate youth treatment and show their support. The program required parents to participate in intake and assessment. Pursuant to the case plan for their youth, parents also participated in counseling and competency skill building classes such as Authoritative Parenting, Tobacco Education, and Theft Talk.

**Limitations**

The greatest deterrent to the success of this program was continued budget constraints. The program had a 20 percent Juvenile Department budget cut in 1998 that caused organizational restructuring, reduction in program staff, changes in program directors, and inconsistency in program components and implementation.

Requirements for the success of the Referral/Diversion Program in the future include: receiving additional funds for program expansion, sustaining a high level of commitment and perseverance from program staff, and maintaining strong leadership to motivate staff and set clear program directions.

**Conclusions**

The Curry County's Referral/Diversion Program reported positive results. However, the evaluation results should be interpreted with caution. The evaluation was conducted without a control group and there were no assessments of sustained long-term improvement in participants' risk/skills. The Referral/Diversion Program is an easily replicable, small-scale project with simple program logistics. Before replication, however, some areas of the program need improvement. These include sustaining coherent program components and maintaining consistency in the implementation process. The program is more suitable for smaller communities that have limited resources but are in need of building the basic infrastructure to intervene with at-risk youth. Administration of the Referral program, compared to the Diversion program, would require more time and resources because of the intensive, individualized nature of these services.

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# Truancy Diversion Program, Multnomah County

*Byrne Formula Grant No: 99-018*

*Funding Period: October 1996-September 2000*

## **Background**

The Truancy Diversion Program is a secondary prevention program designed to improve the attendance of students with problematic attendance records. The program targets Kindergarten through 9th grades in eight schools in the Roosevelt Cluster of the Portland Public School District, Multnomah County. The program consists primarily of outreach to families in support of their efforts to improve their children's attendance. In addition, the program provides individual and family counseling, support services and attendance monitoring for referred students and their families in order to increase school attendance and success.

Multnomah County is the largest county in Oregon and includes the state's largest city, Portland. The county has a total population of 646,900 and a 10-17 year-old population of 65,200. The percent of juvenile offenders in Multnomah County has been decreasing steadily since 1994, while the number of youth residing in the county has been steadily increasing for the same time period. During this period, the number of crimes committed by juveniles has also declined. Between 1994 and 1999, offenses against persons declined by 25 percent; property offenses decreased by 39 percent; and weapons offenses decreased by 28 percent. Drug offenses were the only type of arrests that increased (54 percent) over the five-year period.

The Truancy Diversion Program is conducted in the Roosevelt Cluster of the Portland Public School District. This cluster is located in North Portland and consists of one high school, two middle schools, and five elementary schools. Historically, Roosevelt High School has had the first or second highest dropout rate in the Portland Public School District each year. According to 1994-95 State Department of Education data, Roosevelt High School had a longitudinal class cohort dropout rate of 36 percent over the four-years of high school. According to the 1990 census, 16 percent of families in the Roosevelt area received public assistance, 21 percent of families were headed by single women, and 33 percent of the population over 25 years of age did not have a high school diploma. Data from the Portland Public School District indicate that children from these families are disproportionately absent from school, are more likely to be involved in negative classroom behavior, exhibit higher levels of discipline referrals and are more at risk for involvement in the delinquency process of the juvenile justice system.

The Truancy Diversion Program grew out of discussions in 1995 between the previous regional director of the Roosevelt Cluster, an administrator in the Juvenile Justice Department and the director of a community-based family center in North Portland. They determined that students transitioning from elementary to middle school and from middle school to high school were especially vulnerable to dropping out of school. This population was then selected as the target for the intervention by the Truancy Diversion Program in 1996. In mid-1998, encouraged by promising program results, the Multnomah County Commission decided to provide general funding to expand the Truancy Diversion Program to a countywide school attendance improvement program. In November 1998, the county started implementation of the School Attendance Initiative (SAI), an expanded version of the Truancy Diversion Program, for K through 9<sup>th</sup> grades in 130 public schools throughout the county. Byrne grant funds were used to implement the Truancy Diversion Program to serve the original eight schools in the Roosevelt Cluster. Working as one of four SAI teams, Byrne Evaluators Team also provided technical assistance in the SAI implementation and evaluation. The average annual budget for the Byrne Truancy Diversion Program over the four-year funding period was approximately \$290,000.

## **Program Strategies and Intervention**

The primary intervention of the Truancy Diversion Program consists of outreach to families in support of their efforts to improve their children's attendance. In addition, the program provides individual and family counseling, support services and attendance monitoring for referred students and their families in order to increase school attendance and success.

The target population for the program are students in K through 9<sup>th</sup> grades in eight public schools (one high school, two middle schools, and five elementary schools) who are absent three or more days within any three consecutive weeks. The program has the following components:

- **Referral:** On a weekly basis, each school receives a printout of all students who have three or more unexcused absences within a 15-school day period. Upon referral, program staff sends a letter to the home, notifying the parents or guardians of the referral to the Truancy Diversion Program.
- **Home visits and phone calls:** Subsequent to referral, field staff make a home visit or phone call to find out the reason for the absences. Based on their findings, they continue outreach, refer the family to the case management component of the program, or close the case. Families may receive additional referrals to different agencies including Services to Children and Families, school-based health centers, and family resource centers.
- **Case management:** If the student is referred to case management, either because of severe or multiple needs or because of ongoing attendance problems, case managers either broker services for the family or provide direct services for up to 90 days after receiving the case. There are many possible activities that case managers can do with or on behalf of a family. The major categories of activities are: (a) providing families with “support” to navigate the service system, to provide encouragement or to keep the consistency of contact with the family, (b) conducting “case coordination” in which case managers work to coordinate services for the family or advocate for the family with another agency, and (c) performing “needs assessment” and “case planning”.

If the above steps fail to address the attendance problems and a family does not cooperate, they are asked to meet team members at Juvenile Court for a “last chance” meeting before program staff refer the family to a Juvenile Court Counselor.

The Truancy Diversion Program also implemented the Mentorship Program on a small scale, trial basis. The Mentor Program consists of identification of mentees (eighth graders at risk of not making a successful transition to high school) and matching them with high school juniors. Mentors and mentees meet three times a week for classes, interaction, and outings. The whole group participates in additional summer activities. Mentees are followed into their freshman year.

At the core of the Truancy Diversion Program is a collaboration model involving diverse community organizations. In addition to the formal, contractual collaborations between educational entities and local juvenile departments, the program informally collaborates with police and the sheriff, cultural service agencies such as Oregon Council for Hispanic Advancement (OCHA), Native American Youth Association (NAYA), and International Refugee Center of Oregon (IRCO), mental health and health-care organizations, child welfare agencies, communities of faith, teen programs, and housing and employment organizations.

### **Evaluation Design**

The Truancy Diversion Program was evaluated using a pre- and post- program study design. The essential feature of this design is a comparison of participants before and after exposure to the intervention. Student attendance was compared during 45 days before and after the time field staff first successfully contacted the student or the student’s family. The first contact marked the beginning of intervention with each student. In addition, school personnel involved with the Truancy Diversion program were surveyed to assess their satisfaction with the program. Results of the Truancy Diversion Program evaluation were supplemented by the evaluation conducted for the SAI, which included more program participants. In addition to measuring pre- and post- intervention changes in participants’ school attendance, the evaluation design for the SAI project included a comparison group to assess whether changes in participants’ attendance were due to effects of the program intervention.

**Evaluation Results**

The results of program were promising. Analysis of pre- and post- intervention school attendance showed improvement in participating students’ attendance. Results of school personnel surveys indicated satisfaction with the program.

- Improvement in School Attendance:** During the four-year period of Byrne funding, 2,211 cases were referred to the Truancy Diversion Program and of those, 76 percent (1,683 cases) were served by the program. Analysis of pre- and post intervention changes in school attendance rates was conducted for 714 students whose attendance data were available for 45 school days before and 45 days after the first intervention contact. Analysis was conducted separately on a yearly basis for the students served each year. As shown in Table 1, the results consistently indicated that the average attendance rate of participating students increased by eight percent. In the 1999-2000 school year, for example, the average attendance rate of 323 students increased by eight percent from 76 percent for the time in the 45 days prior to the first intervention to 84 percent in the 45 days following the initiation of the intervention. Improvement in attendance was greater: (a) among elementary school students than among middle or high school students and (b) among students with more pre-referral absences than among those with fewer absences.

**Table 1  
Changes in Students’ School Attendance Rates**

School Year	Before Intervention Began	After Intervention Began	Changes
1996-1997 (n=74)	74%	82%	+8%
1997-1998 (n=124)	75%	83%	+8%
1998-1999 (n=193)	75%	83%	+8%
1999-2000 (n=323)	76%	84%	+8%

The improvement noted in participants’ attendance rates after the program intervention is encouraging, especially when considering that they were at high risk for juvenile crime. Of the 824 students referred to the program during the 1999-2000 school year, 20 percent had been referred to the Juvenile Department and of those, 43 percent had a delinquency record.

- School Personnel Satisfaction:** A total of 33 surveys were conducted with school personnel involved with the program. Seventy-three percent of the respondents were either very satisfied or somewhat satisfied with the program. The four major positive outcomes that were identified by school personnel were: improved student attendance, increased awareness in the community that kids should be in school, better monitoring of attendance, and more contact with parents.

The promising results of the Truancy Diversion Program evaluation are supported by similar results shown from evaluation of the first-year (1998-1999) implementation of the SAI. Analysis of data from 1,408 SAI program participants indicated significant improvement in their school attendance. On average, participants increased their attendance by ten percent, from 73 percent, in the 45 school days before the intervention to 83 percent in the 45 school days after the intervention began. The results of the SAI evaluation also showed greater improvement in school attendance among elementary school students and among students with more pre-referral absences. Student gender and ethnicity were not associated with attendance improvement.

An additional, non-equivalent comparison group study was conducted for evaluation of the SAI project to assess whether improvements in participants' attendance rates were due to effects of the program intervention. Four hundred fourteen students who received an intervention within two days of being referred to SAI were compared to 120 students who did not receive an intervention within 30 school days of their referral. These 120 students received a delayed intervention some time after 30 school days of their referral. Adjusting for intervention team, grade level, and pre-referral absences in a multivariate model, 30 school-day attendance rates improved much more for students who received an intervention (70 percent to 81 percent) compared to those who did not (67 percent to 72 percent). The difference in improvement between the two groups was statistically significant ( $p < .001$ ). The intervention effect of the program was further supported by the improvement in attendance among the delayed intervention group after contact by SAI staff: attendance increased by 11 percent to 83 percent.

### **Key Success Factors**

- **Community Involvement:** At the core of the Truancy Diversion Program was a collaboration model involving diverse community members that included: educational entities, families, judicial and social service agencies, law enforcement, and community and youth service organizations. To help truant youth and their families, the program successfully established communication between collaborating agencies, developed a shared vision and mission, pooled resources, institutionalized program activities, and involved high-level policy and decision-makers.
- **Parent Participation:** The program involved parents and families in the intervention, and held parents responsible for their children's school attendance. Though case management services, the program also provide intensive monitoring, counseling, and other family-strengthening services to truant youth and their families.
- **Improved Attendance Monitoring:** Data collection and program evaluation systems to monitor students' school attendance were built at program onset. These systems facilitated implementation of program activities and decision-making by providing program staff and collaborating agencies with appropriate feedback and corrective measures.

The success factors listed above are similar to the finding of the Office of Juvenile Justice and Delinquency Prevention (OJJDP), Office of Justice Programs. After observing seven successful truancy reduction programs implemented in Arizona, California, Kansas, Minnesota, New Jersey, New Mexico and Oklahoma, OJJDP found that community collaboration, parent involvement, and intensive case management were the common threads through those programs.

### **Limitations**

Evaluation of the Mentorship component of the Truancy Diversion Program was not conducted. Due to a lack of program support and low enrollment, the Mentorship Program was discontinued in the 1999-2000 school year. In general, research has shown that mentoring can be an effective program strategy to improve school attendance and performance, as well as to reduce violent behavior, to decrease the likelihood of drug use, and to improve relationships with friends and parents.

### **Conclusions**

The Truancy Diversion Program has shown promising results and Multnomah County has expanded the program into the countywide SAI. The success of the program suggests that truancy reduction programs should focus on:

(a) establishing strong collaborative working relationships between educational systems, juvenile departments, and community agencies, (b) providing reliable attendance monitoring, (c) connecting with parents and youth to improve school attendance and performance, (d) providing crisis intervention when needed, and (e) providing referral to community-based service providers. Truancy reduction programs should also engage students at a young age, if possible. The importance of intervention at a young age was indicated by the evaluation results of both the Truancy Diversion Program and the SAI project which showed that improvement in school attendance was greater among elementary school students than among middle or high school students. It takes time, effort and collaboration to implement programs in both the school and the community environments. Long-term efforts and ongoing, on-site, regular communication are also critical to successful truancy reduction programs.

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## **Cumulative Reports: Tertiary Prevention Program**

Tertiary prevention programs target violent and chronic juvenile offenders who are either currently in the juvenile justice system or in transition from the juvenile justice system into the community. The two tertiary prevention programs that received 1996-2000 Byrne funding were:

**Multi-Systemic Treatment Program, Curry County**

**Violent Offender Rehabilitation Treatment Program (VORT), Lane County**

# Multi-Systemic Treatment Program, Curry County

*Byrne Formula Grant No: 99-021*

*Funding Period: October 1996 – September 2000*

## Background

Curry County's Multi-Systemic Treatment Program is a tertiary prevention program serving juvenile offenders on probation, ages 13 to 18 years. The main program component is the Goal Oriented Alternative Learning Schools (GOALS) program, a Monday through Friday, full day (9:30 a.m. to 5:00 p.m.) alternative education program. Through the GOALS program, participants are provided with opportunities to raise their educational level, increase social skills, and develop responsible behavior within the community. The program is based on the philosophy that building these resiliency factors reduces at-risk youth's risk behaviors and recidivism. The Multi-Systemic Treatment Program operates on a very small scale with an annual budget of approximately \$40,000. One Education Specialist/Counselor and one Teaching Assistant are directly involved in delivering the program intervention.

Curry County is a small, rural county located on the southern Oregon coast. The county has a total population of 22,000 and a 10-17 year-old population of 2,100. The county is economically depressed and there are few local funding sources to deal with juvenile crime issues. The main purpose of the Byrne grant funding for the Multi-Systemic Treatment Program was to help the county build the basic infrastructure to reduce and prevent juvenile crime. At the time of the application for Byrne Grant funds in 1996, the county was experiencing an approximate 50 percent increase in juvenile crime rates over the previous five years. Since the inception of the Multi-Systemic Treatment Program in 1996, Curry County's overall juvenile crime rate has decreased by approximately 25 percent. There was a 35 percent decrease in property crimes, a 68 percent decrease in status offenses, a 15 percent decrease in uncategorized offenses, a 21 percent increase in juvenile person crimes, and a 9 percent increase in drug and alcohol offenses. However, it is not clear what role, if any, the Multi-Systemic Treatment Program has played in this decrease in juvenile crime.

## Program Strategies and Intervention

The main component of the Multi-Systemic Treatment Program is the Goal Oriented Alternative Learning Schools (GOALS) program, a Monday through Friday, full day (9:30 a.m. to 5:00 p.m.) alternative education program. The GOALS program services are provided by Alternative Youth Activities (AYA), Inc., a non-profit private alternative education school, under contract with Curry County Juvenile Department, the Byrne grantee agency for this program.

Juvenile offenders on probation, ages 13 to 18 years, are assessed by Juvenile Counselors in the county's Juvenile Department for their likelihood to succeed in public school settings. Youth who are at high risk for failing in public school settings are ordered by the court to attend the GOALS program at AYA. The Education Specialist/Counselor at GOALS, along with the Juvenile Counselor who referred the youth to the program, meet with the youth and parents (or guardians) and conduct risk and needs assessment sessions. Assessment focuses on the youth's educational needs, educational level, social skills, and drug and alcohol risk. Based on the results of these assessment sessions, the Education Specialist/Counselor develops an individualized program plan, usually within two days of the youth's referral to the program. Individualized program plans consist of two main categories of program activities: educational activities and community awareness activities.

- **Educational Activities:** Youth may be assigned to either working on a high school track to reenter a public high school or working on a General Educational Development (GED) track to prepare for a GED test. Youth on a high school track are required to complete a minimum of one lesson per day in each of the following areas: Mathematics (basic, algebra, geometry or calculus), History and Geography, English and Literature, and Science. Youth on a GED track are required to complete a minimum of five exercises a day in one of the five GED testing areas: writing skills, social studies, science, interpreting literature and arts, and mathematics. To graduate from the GOALS program, all youth are required to complete the academic course work to which they were assigned.

- **Community Awareness Activities:** All youth in the GOALS program are required to participate in community awareness activities. Through community awareness activities, the youth are exposed to various community organizations and resources and have opportunities to find their place in the community. There are two main categories of community awareness activities: participation in community service work (usually maintenance work for highway trails, camp grounds, and ports) and completion of a community awareness curriculum and associated projects. All participants are required to complete the following: (1) You and Law, a program of 66 lessons for better understanding about the law in general that covers broad topics ranging from Constitutions, traffic law, to lease agreements; (2) Career Search Project, an exploration of one to three careers with written reports submitted; and (3) Family Tree Project, a research project on their family history and structure.

In addition to the educational and community awareness activities described above, students may also be ordered by the court to attend the Anger Management course provided by the county's Referral/Diversion Program. Anger Management is a five-week curriculum that consists of ten two- to three- hour sessions. The curriculum focuses on the development of competencies in the area of stress reduction, communication skills, social skills, and conflict resolution.

Typical school days of the GOALS program are approximately divided in half with the first half usually devoted to academic course work and the second half to community awareness activities. In order to maintain discipline, the Education Specialist/Counselor uses five levels of graduated sanctions based on a combination of various levels of supervision and restricted activities. The Specialist/Counselor monitors students' behavior and their progress on educational and community awareness activities and assigns each student to an appropriate level of sanction. Students' progress reports are sent by mail to their parents on a quarterly basis. Students are required to participate in the program for a minimum of six months. The average length of program participation is approximately one year. The optimum class size is ten to twelve youth.

The GOALS program collaborates with various organizations in order to provide participants with opportunities to be involved in community awareness activities. These collaborations include: the Oregon Parks and Recreation Department to provide opportunities for participation in various maintenance projects; local law enforcement agencies to provide information about laws; Job Corps, the Oregon Employment Department, South Coast Business Employment Corporation, the U.S. Forest Service, and military recruiters to provide information on career options and employment opportunities.

### **Evaluation Design**

The GOALS program was evaluated using a pre- and post- program study design. The essential feature of this design is a comparison of participants before and after exposure to the intervention. The evaluation was based on three main approaches: (1) tracking the proportion of participants who returned to public high schools or earned GED certificates, (2) comparison of recidivism rates between participants who successfully completed the program (completers) and those who dropped out of the program (dropouts), and (3) pre- and post- program risk/skill assessments to assess changes in participants' risk for substance abuse and their social skills. The proportion of participants who returned to public high schools or earned GED certificates was tracked to assess the success of the program in raising the level of participants' educational achievement. Recidivism rates were tracked and compared for program completers and dropouts while they were in program, and six months, one year, and two years after they exited from the program. Program participants' pre- and post- program risk assessments were conducted to assess changes in their risk for substance abuse and their social skills after completing the program. Measures of social skills included personal beliefs and attitudes, family and parental relationships, self-esteem, and peer influences.

### **Evaluation Results**

Evaluation of the program showed mixed results. The program reported success in raising the level of high-risk youth's educational achievement and in reducing their risk for drug and alcohol, but did not succeed in reducing their re-offense rates or in improving their social skills. These mixed evaluation results should be interpreted with caution due to the small number of participants (<50) and the weak evaluation design (no control/comparison



group) employed.

- Educational Achievement:** During the four-year Byrne funding period, there were 42 program participants. Of the 42 program participants, 52 percent (22) returned to public middle or high schools, 22 percent (nine) earned GED certificates, 14 percent (six) returned to drug and alcohol treatment, five percent (two) dropped out of the program, five percent (two) moved from the area, two percent (one) was deceased. The percentage of GOALS program participants who earned GED certificates (22 percent) falls within the range of 10 to 30 percent GED receipt shown by three Alternative Schools Demonstration Program (ASDP) sites- Stockton, California, Wichita, Kansas, and Cincinnati, Ohio- that are implemented through funding from the U.S. Department of Labor. Although not directly comparable, these results are encouraging in that ASDP admitted youths at lower risk who were about to or had recently dropped out, regardless of their records in the justice system.
- Recidivism:** Table 1 shows the comparison of recidivism between program completors and dropouts. There were no significant differences in recidivism rates over time between program completors and dropouts (chi square,  $p > .05$  for all time periods). Recidivism data were available for 20 completors and 14 dropouts. The numbers of program participants used to calculate recidivism rates varied over time because participants at later stages of the program did not have sufficient time elapsed to be included in longer term recidivism rates. All of 14 completors and five dropouts for whom recidivism data were available reoffended within two years after exiting from the program.

**Table 1**  
**Recidivism Rates for Program Completors and Program Dropouts**

Time Elapsed	Recidivism Rate	
	Program Completors	Program Dropouts
<b>During program participation</b>	70% (n=14/20)	71% (n=10/14)
<b>6 months after exiting from the program</b>	53% (n=9/17)	55% (n=6/11)
<b>1 year after exiting</b>	93% (n=13/14)	63% (n=5/8)
<b>2 years after exiting</b>	100% (n=14/14)	100% (n=5/5)

- Pre- and Post- Program Risk/Skill Assessments:** Participants showed positive changes in their drug and alcohol risk assessment scores after completing the program but negative changes in their social skill scores. Table 2 shows changes in pre- to post- program assessments among those participants who completed risk/skill assessments.

**Table 2**  
**Changes in Pre- to Post- Program Risk/Skill Assessments**

Program Components	Changes in Average Risk/Skill Scores	Proportion of Participants Showing:		
		Improvement	No Change	Deterioration
<b>Drug &amp; Alcohol Risk</b> (n=28)	+13%	71%	4%	25%
<b>Social Skills</b> (n=16)	-24%	44%	6%	50%

### Key Success Factors

- **Youth Seen as Resources:** The most positive aspect of Curry County’s Multi-Systemic Treatment Program was its intervention approach in which youth were seen as resources. The program focused on building youth assets rather than on eliminating youth deficits. Through individualized plans, youth were provided with opportunities to pursue their own academic course work and various competency skill-building programs and to be involved in community service work.
- **Success Factors for Alternative Schools in General:** Previous research findings suggest that successful alternative schools in general have the following elements: strong leadership, lower student-to-staff ratios, carefully selected personnel, early identification of student risk factors and problem behaviors, intensive counseling, pro-social skills training, strict behavior requirements, curriculum based on real life learning, emphasis on parental involvement, and district-wide support of the programs.

### Limitations

The greatest deterrent to the success of this program was continued budget constraints. Curry County Juvenile Department experienced a 20 percent general budget cut in 1998. The lack of budget for the Juvenile Department resulted in delays of payments to AYA, Inc. for contracted GOALS program services. This led to conflicts between these agencies over program strategies and financial matters, as well as changes in program staff and program directors and inconsistency in program components and implementation.

### Conclusions

Curry County’s Multi-Systemic Treatment Program was based on the sound proposition that well-designed education and competency skill building programs for at-risk youth increase their resiliency to overcome their risk factors and reduce their re-offense rates. Despite many useful components, the program did not succeed due to conflicts between collaborating agencies and inconsistent program implementation as a result of budget constraints. The program can be easily replicable because of its simple logistics. Before replication, however, some areas of the program need to be improved. Areas of improvement include screening and referral procedures for program admission, formal policies for drug and alcohol programs, development of an intensive family counseling component, and ongoing, regular follow-up of youth and their families after intervention.

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# **Violent Offender Rehabilitation Treatment Program (VORT), Lane County**

*Byrne Formula Grant No: 99-022*

*Funding Period: October 1996-September 2000*

## **Background**

The Lane County Violent Offender Rehabilitation Treatment program (VORT) includes a balance of juvenile corrections and family preservation services. Family preservation focuses on resiliency building strategies that enhance parental functioning by empowering parents to address issues of raising teenagers including appropriate discipline, positive peer association, school, and employment. Research indicates that family preservation services are more effective than the usual juvenile corrections services in reducing long-term rates of criminal behavior for juveniles and the need for out-of-home placements.

Lane County consists of a mix of urban and rural areas. The county has a land area of 4,610 square miles and a population of 315,700 with 35,155 juveniles ages 10-17 years. Lane County experienced a 39 percent increase in violent juvenile crime (homicides, assaults, and sex offenses) between 1991 and 1996 (from 574 to 800), while overall juvenile crime increased 15 percent during the same period. To combat the sharp increase in violent juvenile crime, a program that targeted violent juvenile offenders in Lane County was developed by the Lane County Department of Youth Services (DYS). The VORT program intervenes with violent and chronic juvenile offenders who possess significant risk factors that place them in jeopardy for continued delinquency and violent behavior.

## **Program Strategies and Intervention**

The VORT program is modeled after Henggeler's Multisystemic Therapy (MST), a family preservation project. MST emphasizes promoting changes in youth through changes in their natural environment. It is a treatment approach that involves the offender and the family. Using intervention strategies derived from family and behavioral therapy, MST intervenes directly in systems and processes related to antisocial behavior in adolescents, such as parental discipline, family affective relations, peer associations, and school performance. Although VORT was modeled after MST, it did not replicate the MST program. VORT modified MST program components and did not receive training from MST program developers. Therefore, the results of the VORT program cannot be generalized to the MST model.

The purpose of VORT is three-fold and includes: (a) reducing juvenile violent crime, (b) reducing the need for out-of-home placements, and (c) reducing the number of juveniles becoming Measure 11 youth. The VORT program targeted violent juvenile offenders with significant risk factors which placed them in increased jeopardy for delinquency and violent behavior. Youth eligible for the VORT program included:

- Juveniles adjudicated (placed on probation) of a crime that intentionally or recklessly caused or created a risk of personal injury;
- Juveniles who committed at least one crime against persons and were at risk of being placed out of home in a residential program;
- Juveniles returning to the community from out of home placements or institutions;
- Juveniles who committed Measure 11 offenses and remained in the juvenile justice system on lesser charges.

The primary intervention strategy employed by the VORT program was family therapy treatment. Initial family sessions were set up to identify the strengths and weaknesses of the adolescent, the family, and extra-familial systems, i.e. peers, friends, school, parental work place. Identified problems in the family were targeted for change and the strengths of the corrections and family treatment systems were used to facilitate such change.

VORT staff worked as a team to assess each client and develop individual treatment goals for juveniles and families. The VORT program treatment team was made up of juvenile court probation counselors, family therapists and behavior support workers who mentored clients, and clinical supervisors. Program staff met

weekly to discuss case strategy and plan interventions. The staff also worked diligently to communicate effectively with each other and with families to provide effective service.

A project coordinator managed all VORT activities and provided leadership for the project. The coordinator facilitated activities in the development of policies and procedures for co-managing clients, carried out project policy implementation strategies, coordinated services with existing programs and with state placement and parole staff, and prepared program reports.

Probation counselors developed court case plans that included a balance of corrections and treatment, presented plans to the juvenile court, and monitored case progress for youth in VORT. Case plans focused on resiliency building strategies that enhanced parental functioning and empowered parents to address issues of raising teenagers including appropriate discipline, positive peer association, school, and employment. Treatment services occurred in the families' homes.

The treatment team included family therapists, clinical supervisors, and behavior support specialists (BSS) – all having educational backgrounds in counseling, social work, or related fields. In conjunction with corrections staff, they met with families to create very specific, short-term, measurable goals for treatment that were tailored to each families' needs. The establishment and maintenance of these close working relationships of individual staff members allowed for comprehensive treatment plans to be executed in the most productive means possible. Families signed release of information agreements that allowed such communication to exist.

The VORT program incorporated a public and private partnership to provide treatment to adjudicated youth and hold them accountable for their actions. The program collaborated with many agencies in the community including:

- **Treatment Providers:** VORT contracted with the Center For Family Development to provide family therapists, clinical supervision and behavior support specialists.
- **Substance Abuse Treatment:** VORT staff worked with a wide-range of treatment providers in the Eugene - Springfield area to help provide appropriate treatment for clients with alcohol and other drug (AOD) issues. Providers included Looking Glass Drug and Alcohol Recovery Program, Aces Drug Treatment Program, Pathways which is a residential drug and alcohol treatment program, and the Youth Intervention Network that helps provide treatment opportunities for juvenile offenders with AOD issues.
- **Educational and Vocational Needs:** VORT staff worked with the Eugene and Springfield school districts to help resolve academic issues or behavior problems and facilitated academic tutoring. In addition, staff worked with providers of alternative education to coordinate services for VORT clients. For example, services were utilized from Lane Community College's High School Completion program and G.E.D. program. VORT staff worked with providers of vocational programs such as Youth Build - an educational program that teaches house building skills, Northwest Youth Corp, Looking Glass Job Center, and the Center for Appropriate Transportation. All of these programs provide vocational training and skill building for clients.
- **Residential Needs:** VORT staff worked with Looking Glass Shelter Care Center for short-term residential needs for VORT clients and the Oregon Youth Authority (OYA) to help provide information and facilitate residential placement for clients who needed long term residential treatment. In addition, VORT staff networked with OYA parole staff to provide family therapy and BSS services to appropriate clients.
- **Mental Health:** VORT staff consulted and collaborated with Lane County Mental Health for mental health services for clients and families. Staff also collaborated with the Oregon Research Institute and Oregon Social Learning Center to help provide services for clients and families with depression and other issues.

## Evaluation Design

A random assignment evaluation design was utilized to study the impact of VORT as compared to traditional probation services. Juveniles who met the definition of the VORT target population were randomly assigned to either VORT or traditional probation services. Out of the 183 juveniles referred to VORT who had a minimum of six months follow-up time since program referral, 111 (61%) were assigned to VORT and 72 (39%) were assigned to traditional probation. Outcome measures included number of out-of-home placements, number of days in secure confinement, and changes in criminal behavior, as measured by recidivism, severity of crime, and days of opportunity. In addition, a cost/benefit analysis was conducted.

- **Recidivism and Severity Definitions:** As a measurement of community safety, recidivism was defined as a new criminal offense. Offenses represented each crime committed by a juvenile offender as reported to the juvenile department by law enforcement officials. Recidivism included all reported crimes (criminal offenses only) which offenders committed in Lane County. Both the number and also the severity of each crime were included in the recidivism definition. The severity was established by a score which was assigned to each crime to track the severity of offenses. The score was based on: Class A Felony = 9, Class B Felony = 8, Class C Felony = 7, Unclassified Felony = 6, Class A Misdemeanor = 5, Class B Misdemeanor = 4, Class C Misdemeanor = 3, and Unclassified Misdemeanor = 2.
- **Days of Opportunity Definition:** Juvenile offenders could have been in a secure lock-up facility during the pre or post tracking time. Those offenders did not have the same “opportunity” to re-offend as those not in secure confinement. To adjust for this discrepancy, a crime rate was calculated that reflected the average re-offense rate per offender per tracking period by “street time.” This days of opportunity crime rate adjusted for days in which juvenile offenders were in secure confinement and did not have the same opportunity to re-offend as those living in the community.
- **Tracking Period:** The number and severity of crime for offenders were tracked for six, twelve, twenty-four, and thirty-six months from date referred to either intervention and compared to six, twelve, twenty-four and thirty-six months pre program referral. The tracking time was based on “date referred” because the date entered was not consistently tracked for both groups. The maximum follow-up time was thirty-six months and included any crimes committed in the adult system.

Table 1 shows the total number of cases tracked in a given time period. The numbers represent a duplicate count. In the VORT example, there were 111 juveniles with a minimum of six months follow up. Of those, 96 juveniles were tracked for twelve months. Of that group, 64 were tracked for twenty-four months. Of that group, 38 were tracked for thirty-six months.

**Table 1**  
**Follow-up Time for Offenders and Number of Juveniles in Each Tracking Period**

<b>Pre &amp; Post Comparison Time</b>	<b>VORT</b>	<b>Control</b>
<b>6 Months</b>	111	72
<b>12 Months</b>	96	67
<b>24 Months</b>	64	51
<b>36 Months</b>	38	29

**Evaluation Results**

Overall, VORT participants experienced fewer days in secure confinement and reduced the need for out-of-home placements without an increase in criminality.

- **Out-of-Home Placements:** 16.2 percent of VORT youth were placed in out-of-home placements (18 of 111) and 22.2 percent of probation youth were placed (16 of 72).
- **Days in Secure Confinement:** VORT youth had an average of 83 fewer days in secure confinement per participant (over 36 months follow-up – VORT youth had an average of 94 days in secure confinement and the control group had 177 days).
- **Criminal Behavior:** VORT participants experienced this reduction in institutional placement without an increase in criminal behavior. As shown in Table 2, both VORT and control youth experienced a significant decrease in criminal activity. Criminal behavior was tracked for six, twelve, twenty-four, and thirty-six months post referral to either intervention. Crime significantly decreased at each tracking period based on a comparison of offenses before and after referral to their respective interventions.

**Table 2**  
**Change in Criminal Activity over Time**

Pre & Post Tracking	Total Crime Reduction	
	VORT	Control
6 Months	-62.5%	-65.5%
12 Months	-60.6%	-58.3%
24 Months	-62.3%	-60.0%
36 Months	-51.7%	-52.2%

- **Days of Opportunity:** The pattern of crime reduction did not change when data were corrected to measure crime based on days of opportunity.
- **Crime Severity:** In addition to tracking the number of crimes, this study also tracked the extent to which juvenile crime became more or less severe in nature for juveniles in this study. As shown in Table 3, crime severity was significantly reduced at each tracking period for both groups:

**Table 3**  
**Changes in Crime Severity over Time**

Pre & Post Tracking	Change In Crime Severity	
	VORT	Control
6 Months	-58.0%	-62.3%
12 Months	-51.9%	-53.4%
24 Months	-59.4%	-61.3%
36 Months	-46.4%	-36.4%

- **Cost/Benefit Comparison:** While VORT and the control group both experienced significant reductions in criminal activity, the VORT program experienced a savings after thirty-six months because juveniles in the



control group had significantly more days in lock-up. Average days in secure confinement were 94 for VORT and 177 for controls. The cost of secure confinement offset the cost of the VORT intervention with a cost savings of \$107,122 by year three; an average of \$9,443 per client.

### **Key Success Factors**

- **A Connection to and Commitment from the Local Juvenile Department:** VORT staff believe the program has been successful because it is coordinated by probation counselors and there is a high level of communication between the family therapists, behavioral support specialists, and probation workers.
- **Program Staff Operate as a Team:** When working with clients and families with multiple issues, communication between team members is essential. Due to the intense nature of the program, consequences or incentives need to be addressed in a timely manner. Traditional treatment would refer clients to an outside treatment provider. The VORT program succeeds because family therapists and probation counselors are all part of the same team. As a result, issues are addressed quickly and staff communication is enhanced through teamwork that allows staff to strategize together about treatment issues.

### **Limitations**

VORT did not implement MST as designed. The delivery of the program was modified by using probation staff and behavioral support staff in place of more highly trained family therapists. Moreover, VORT staff did not receive training by MST national staff as recommended. This could have weakened the intensity of the intervention and attenuated differences between the treatment and control group. In addition, the VORT evaluation would have been strengthened by including measures of treatment fidelity and treatment completeness. Finally, it is recommended that Lane County Youth Services staff review random assignment protocol on any other research designs using random assignment. The distribution of juveniles between the two groups in this study is questionable (60 – 40 overall and 30 – 70 split in the last year).

### **Conclusions**

Both the VORT program and the traditional probation program with which it was compared recorded reductions in criminal behavior. To some degree, this is due to the selection of violent offenders as the target group. Several national studies indicate that violent youth are rarely repeat offenders. In this study, the findings were similar – no significant differences were observed in recidivism between VORT and probation offenders. Both groups recorded reductions in crime that are representative of violent juvenile offenders as reported in national studies. The benefits of VORT may be more apparent with a change in target group to chronic offenders. Nevertheless, VORT succeeded in reducing the cost of violent offenders to society by strengthening the family support system and thereby reducing the need for out-of-home placements and days in secure confinement.

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## General Findings and Recommendations

The following are the general findings from the evaluation of the FY 1996-2000 Byrne funded juvenile violence prevention and treatment programs, and the recommendations for optimizing the effectiveness of future Byrne funds.

- The most effective Byrne funded programs were those that were based on well- researched interventions that had previously been subjected to rigorous experimental design evaluations, and had been found to be effective. These were the Resolving Conflict Creatively Program, Peaceable Educational Practices Project, and Violent Offenders Rehabilitation Treatment Program.
- One innovative program that indirectly addressed violence reduction through modification of a known correlate of violence proved to be very promising. This was the Truancy Diversion Program.
  - *Future Byrne funded programs should be based on well-researched best practices models, or promising program models that address violence or known correlates of violence and that lend themselves to rigorous evaluation.*

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- Replications of programs that were previously successful in other communities did not guarantee similarly positive results in the new setting. Programs needed guidance to ensure that they identified and duplicated the features of a program that were specifically responsible for the program's success.
  - Programs that were well implemented were more evaluable. When programs were poorly implemented, it was difficult to determine if negative findings were a result of a failed intervention or a poorly implemented program.
    - *Future Byrne funded programs should be expected to adhere to strict implementation standards and provide documentation of such implementation to ensure high quality program content, delivery, and evaluability.*

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- Relatively few sites had the experimental or quasi-experimental evaluation designs needed to confirm or deny effectiveness. There was a preponderance of sites with evaluation designs based on pre/post tests without comparison groups. This made interpretation of results in these sites difficult.
  - Both low and high resource programs needed external technical assistance at program onset in order to develop outcome-based goals and objectives, establish data collection and measurement systems, and ensure fidelity of program implementation.
  - Ongoing external monitoring of evaluation activities was valuable in identifying ineffective evaluation practices by both low and high resource programs. This led to refinements and stronger program evaluations, and, in turn, offered program staff an improved understanding of the value of employing more rigorous evaluation standards.

- Some grantees did not fully appreciate the need for consistency in data collection and reporting. This, coupled with staff turnover, sometimes resulted in datasets that were variable in quality and content.
    - *Future Byrne funded programs should be required to submit evidence of their capacity to conduct rigorous evaluation, to identify the program staff (or position) that will consistently be responsible for data collection and reporting, and to collaborate with external evaluators on evaluation design and execution for the duration of the project.*
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- Some programs underestimated the level of funding that would be necessary for successful completion of their projects. Low resource Byrne programs had greater difficulty implementing and evaluating their programs than high resource programs. Low resource programs sometimes omitted programs components or terminated services before the end of the Byrne funding cycle.
    - *Future Byrne funded programs should receive a level of funding adequate to ensure consistently high quality implementation and rigorous evaluation standards over the four-year funding period. Programs should provide substantial evidence of the stability of matching funds from other sources, and of possible funding alternatives that will ameliorate unexpected budget deficits.*
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# Overview of Domestic and Family Violence Prevention Contracted Evaluations

## Preliminary Assessment of Cultural Competency Among 2000-2001 VAWA Funded Agencies in Oregon

### Introduction

With the rapidly increasing diversity of the national demographic profile, there has been an increase in national attention focused on improving the ability of health care, social services, and criminal justice services agencies to provide effective assistance to diverse and underserved populations. Having policies and procedures that translate into the delivery of effective services to diverse and underserved populations (such as those underserved by race, ethnicity, language barriers, geographical location, disability, older age, migrant farm worker status, lesbian identity, and immigrant status) has been described as cultural competency. Thus, the aim of improving cultural competency is to produce better outcomes for those receiving services.<sup>1</sup>

Consistent with this national trend, a preliminary assessment of cultural competency within Oregon STOP Violence Against Women Act (VAWA) formula grant funded agencies was conducted for the Criminal Justice Services Division of the Oregon State Police (CJSD). The goals of the assessment were to examine the level of cultural competency and identify unmet needs related to cultural competency among VAWA funded agencies, promote an increased awareness of the need for cultural competency within these agencies, and provide information to CJSD for program and policy development.

The assessment collected information on four aspects of cultural competency: 1) organizational policies and procedures, 2) ability to identify and reach underserved populations, 3) provision of staff training, and 4) agency self-ratings. Information was gathered through mailed surveys of the sixty-six agencies receiving VAWA grant funds during the 2000-2001 grant period.<sup>2</sup> The survey was designed to capture information regarding each agency as a whole, not just the VAWA grant projects, for the three types of agencies receiving funding: victim service programs (n=43),<sup>3</sup> prosecution services (n=16), and law enforcement units (n=7). The resulting data were analyzed in aggregate across all agencies and by type of agency. This assessment was not intended as a detailed study of individual agencies, but rather as an overview to provide the basis for future efforts to enhance the effectiveness of the VAWA formula grant program in Oregon.

#### 1) Organizational Policies and Procedures Related to Cultural Competency

The questions asked and itemized results related to organizational policies and procedures for victim service programs, prosecution services, and law enforcement units are presented in Appendix I. A summary of responses to these questions across all 62 agencies showed that:

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<sup>1</sup> Cross T., Bazron, B., Dennis, K., & Isaacs, M. (1989) *Towards a Culturally Competent System of Care*, Volume I. Washington D.C.: Georgetown University Child Development Center, CASSP Technical Assistance Center. US Department of Justice Office of Justice Programs Subgrant Award and Performance Report, Stop Violence Against Women Formula Grant Program (1998).

<sup>2</sup> Data were analyzed for 62 of 66 agencies. Four agencies were removed from analysis due to: multiple agencies, duplication, non-acceptance of funding, and no identifiable victim service program (training grant).

<sup>3</sup> The VAWA Request for Proposals defines a victim service program as "...a non-profit, non-governmental organization that assists domestic violence or sexual assault victims, including rape crisis centers, battered women's shelters and other sexual assault or domestic violence programs, including non-profit, non-governmental organizations assisting domestic violence or sexual assault victims through the legal process."

- 19% of agencies (12) had adopted a definition of cultural competency. Some agencies referred to cultural competency as diversity, antiracism, and/or affirmative action. In follow-up telephone conversations, many agency personnel clearly stated that they did not understand what was meant by cultural competency.<sup>4</sup>
- 52% of agencies (32) had identified an employee, committee, or department that was responsible for enhancing agency cultural competency.
- 53% of agencies (33) had any one of the following organizational components used to promote cultural competency: mission statements, goals, objectives, policies, procedures, job descriptions, training standards, or program materials.
- 32% of agencies (20) had ever conducted a cultural competency self-assessment.
- 26% of agencies (16) had developed a cultural competency plan.
- 44% of agencies (27) had policies to assure that staff were provided with training, technical assistance, and other supports necessary to serve culturally and linguistically diverse communities.

## 2) Ability to Identify and Reach Underserved Populations

The questions asked and itemized results related to ability to identify and reach underserved populations for victim service programs, prosecution services, and law enforcement units are presented in Appendix II. A summary of responses to these questions showed that:

- 100% of agencies that provided direct services to victims (61) were technically able to track the number of victims they served either through computer and/or paper records. 97% (59) were technically able to track the number of victims representing underserved populations. In addition:
  - 98% (60) were technically able to track the geographical location of victims representing underserved populations
  - 95% (58) were technically able to track victims representing racial/ethnic groups
  - 87 % (53) were technically able to track non-English speaking victims
  - 97% (59) were technically able to track victims by age
  - 82% (50) were technically able to track victims with other special needs

In follow-up telephone conversations, many agency personnel reported that they did not always record demographic information on victims even though they were technically able to do so. Reasons cited for not recording such information included legal concerns, staff discomfort with inquiring, and lack of opportunity to record such information after initial intake.

- 98% of all 62 agencies (61) provided some type of community outreach to underserved populations. 90% (56) directly provided outreach to underserved populations, and 8% (5) indirectly provided outreach to underserved populations through referral.

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<sup>4</sup> The survey instrument did not include a definition of cultural competency because one of the objectives of the assessment was to determine how agencies interpreted the concept.

- 32% of all agencies (20) were able to describe the underserved populations in their service area “very well.”
- 24% of all agencies (15) had policies and procedures to periodically review the current developing demographic trends for the geographical areas they served.

### 3) Provision of Staff Training in Cultural Competency

The questions asked and itemized results related to provision of staff training in cultural competency for victim service programs, prosecution services, and law enforcement units are presented in Appendix III. A summary of responses across all 62 agencies showed that:

- 73% of agencies (45) provided cultural competency training opportunities at least once a year.
- 55% of agencies (34) mandated cultural competency training for all employees, while 14% (9) offered training on a voluntary basis. Some agencies provided a one time upon hire training, or required training only for those employees who worked with specific populations.
- An average of 6.3 hours (range: 0-17.5 hours) of cultural competency training per employee per year were provided.
- 45% of agencies (28) contracted with an outside organization or individual to provide cultural competency training. Follow-up telephone conversations regarding contracted trainings showed that 35% (22) of all agencies received training from the Oregon Coalition Against Domestic and Sexual Violence, 15% (9) received training from independent consultants, 13% (8) received ad hoc trainings tailored to specific cultures or based on the availability of training, and 37% (23) did not receive any type of cultural competency training.

#### 4) Agency Self-Rating of Cultural Competency

At the end of the survey, agencies were asked to rate their overall level of cultural competency on a scale from 1 to 10 (with 10 being the most competent).

The average self-rating across the 62 agencies was 6.3 (range: 2-9). The results by agency type were as follows:

- Victim service programs rated themselves at 6.6 (range: 4-9)
- Prosecution services rated themselves at 5.4 (range: 2-9)
- Law enforcement units rated themselves at 5.8 (range: 4-8)

### Conclusions and Recommendations

The results of this preliminary assessment of cultural competency show that many VAWA funded agencies recognized the importance of addressing the specific needs of diverse and underserved populations. However, the results also suggest the need for improvement in the areas of organizational policies and procedures, ability to identify and reach underserved populations, and provision of staff training.

Most agencies reported not having established organizational policies and procedures related to cultural competency, and many agencies lacked the essential information and guidelines to do so. The vast majority of agencies reported having the technical capacity to track victims served and to identify victims representing underserved populations, but some agencies reported difficulty or discomfort recording demographic information on clients. Most agencies reported providing some outreach to underserved populations, but they did not systematically gather the information necessary to describe the underserved populations in their service area very well. This could have adversely impacted the effectiveness of targeted outreach efforts. Most agencies reported providing, or having access to, cultural competency training opportunities, but the absence of a clear understanding of cultural competency per se probably undermined reports regarding cultural competency training. Further, the trainings that were provided were generally not reflected in the form of organizational policies and procedures.

Therefore, it is recommended that:

1. A Cultural Competency Plan be established to assist VAWA funded agencies in improving their level of cultural competency. Key elements of this plan should be based on a uniform definition of cultural competency, and should include:
  - a. Developing and implementing cultural competency policies and procedures that are sensitive to the characteristics of the diverse and underserved populations in the agency service areas --- and using these policies and procedures to create a workplace environment that integrates cultural competency into the management and delivery of professional services;
  - b. Collecting information that describes the characteristics of service area populations (including diverse and underserved populations), clients served by the agencies, and outreach efforts targeted to diverse and underserved populations --- and using this information to maximize the reach of services to these populations; and

- c. Identifying and implementing internal or external training for agency staff that employs well-documented cultural competency curricula --- and using this training to promote cultural competency in the daily delivery of agency services to all clients.
2. A performance measurement system be developed as an integrated component of the Cultural Competency Plan, to assist VAWA funded agencies in evaluating the effectiveness of their implementation of the plan.
3. Technical assistance be provided as needed to VAWA funded agencies to support them in both the implementation and evaluation of the Cultural Competency Plan.



**Appendix I**  
**Organizational Policies and Procedures Related to Cultural Competency**  
**By Type of VAWA Funded Agency**

<b>Question</b>	<b>Victim Service Programs (n=42) *</b>	<b>Prosecution Services (n=14) *</b>	<b>Law Enforcement Units (n=6) *</b>	<b>Total (n=62) *</b>
1. Has your agency adopted a definition of cultural competency?	24%	0%	33%	19%
2. Does your agency have an identified employee, committee, or department that is responsible for enhancing agency cultural competency?	60%	43%	17%	52%
3. Does your agency have a mission statement, goals, objectives, policies, procedures, job descriptions, training standards, or program materials that are used to promote culturally competent victim services?	67%	7%	67%	53%
4. Has your agency ever conducted a self-assessment of its cultural competency?	43%	0%	33%	32%
5. Has your agency developed a cultural competency plan?	33%	7%	17%	26%
6. Does your agency have policies to assure that staff are provided with training, technical assistance and other supports necessary to serve culturally and linguistically diverse communities?	50%	33%	33%	44%

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\* Percent of agencies responding “yes.”

**Appendix II**  
**Ability to Identify and Reach Underserved Populations**  
**By Type of VAWA Funded Agency**

Question	Victim Service Programs (n=42)	Prosecution Services (n=14)	Law Enforcement Units (n=6)	Total (n=62)
Does your agency currently track cases by computer and/or paper methods?				
1. Number of victims	100%	100%	100%	100%
2. Number of victims representing underserved populations	95%	100%	100%	97%
3. Category of underserved populations:				
geographic location	98%	93%	100%	98%
racial/ethnic group	98%	86%	100%	95%
non-English speaking	88%	86%	83%	87%
age	98%	93%	100%	97%
other special needs <sup>#</sup>	85%	71%	83%	82%
4. Please indicate whether outreach to underserved populations is currently provided by your VAWA project or agency. Is the service provided directly by the VAWA project or agency or indirectly through referrals to other agencies? <sup>+</sup>	Directly 100% Indirectly 0% Not provided 0%	Directly 79% Indirectly 22% Not provided 0%	Directly 67% Indirectly 17% Not provided 17%	Directly 90% Indirectly 8% Not provided 2%
5. How well are you able to describe the underserved populations in your service area? Refer to Question 12 of the Subgrant Award and Performance Report (SAPR) for a list of the underserved populations you identified in your service area.	Not at all 0% Barely 12% Fairly well 50% Very well 38%	Not at all 0% Barely 7% Fairly well 64% Very well 29%	Not at all 0% Barely 17% Fairly well 83% Very well 0%	Not at all 0% Barely 11% Fairly well 57% Very well 32%
6. Does your agency have policies and procedures to periodically review the current and developing demographic trends for the geographic area it serves?	24%	29%	17%	24%

\* Wording of actual question changed to fit table format.

<sup>#</sup> Including mentally/emotionally challenged women, physically/medically challenged women, older women, migrant farm workers, lesbians, immigrants, women at risk (incarcerated, prostitutes, substance abusers, etc.).

<sup>+</sup> May not equal 100% due to rounding.

**Appendix III**  
**Provision of Staff Training in Cultural Competency**  
**By Type of VAWA Funded Agency**

Question	Victim Service Programs (n=42)	Prosecution Services (n=14)	Law Enforcement Units (n=6)	Total (n=62)
1. Does your agency provide cultural competency training opportunities for program staff at least once a year? *	83%	57%	33%	73%
2. Which of the following best describes cultural competency training at your agency?	Mandated 69% Voluntary 7% Other # 21%	Mandated 21% Voluntary 29% Other § 43%	Mandated 17% Voluntary 17% Other 66%	Mandated 55% Voluntary 14% Other 31%
3. Approximately how much time does your agency provide for cultural competency training? (Please indicate the average number of hours per employee per year.)	Average: 6.6 hrs Range: 0-17.5 hrs	Average: 5.4 hrs Range: 0-12 hrs	Average: 5.8 hrs Range: 0-12 hrs	Average: 6.3 hrs Range: 0-17.5 hrs
4. Does your agency contract with an outside organization or individual to provide cultural competency training? %	55%	21%	33%	45%
5. Which is the primary source of cultural competency training received by your agency? & a. Oregon Coalition Against Domestic and Sexual Violence b. Independent consultant c. Ad hoc and/or based on availability d. No training@	48% 14% 17% 21%	7% 7% 7% 79%	17% 33% 0% 50%	35% 15% 13% 37%

\* Percent of agencies responding “yes.” Training opportunities may have included both internal and external trainings, contracted or not.

# Not equal to 100%, one agency both mandatory for staff and voluntary for board members.

§ Not equal to 100%, one agency both mandatory and other.

% Percent of agencies responding “yes.” Agencies varied in how they defined “contract” (e.g., paid/ unpaid, one time/ongoing).

& Information on source of any training received was obtained through follow-up telephone interviews.

@ Reports by victim services programs and prosecution services of “no training” were not consistent with their reports of providing training “at least once per year.”