# YOUTH REFORMATION SYSTEM

THE OREGON YOUTH AUTHORITY BREAKTHROUGH INITIATIVE WHITEPAPER

May 13, 2013

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# YOUTH REFORMATION SYSTEM: EXECUTIVE SUMMARY

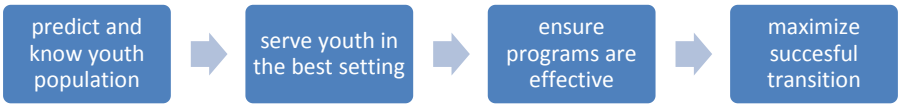
The mission of the Oregon Youth Authority (OYA) is to protect the public and reduce crime by holding youth offenders accountable and providing opportunities for reformation in safe environments. During the development of the OYA Performance Management System, many opportunities were identified to incorporate new research tools into existing juvenile justice system processes and practices from which greater efficiency and effectiveness could be achieved. This opportunity is known as the Youth Reformation System (YRS) breakthrough initiative and was driven by the following questions.

- What should be the capacity of the state's juvenile justice system today and in the future?
- Are the appropriate youth being served in the right environments within the system?
- What is the optimal length-of-stay for youth and how do we evaluate their progress?
- What interventions do youth need to maximize opportunities for success?
- How do we align staff and provider strengths with the needs of youth to maximize opportunities for success?
- How do we leverage youth strengths to facilitate reformation and balance that with accountability?
- How do we integrate youth into their communities in ways that support success?
- How do we know taxpayer investments are providing the greatest return?

To address the questions, the YRS is comprised of four focused components. Each is outlined below with its purpose.

1. **Population Forecast:** Provide accurate estimate of space/bed needs, couple resources with outcomes, and identify the best placement for each youth.
2. **Placement & Treatment:** Maintain principles of effective intervention, ensure effective treatment mitigates risk, facilitate data-driven and outcome-based decision making, and use a youth development approach.
3. **Program Evaluation Continuum:** Provide ongoing feedback regarding program performance in order to allow rapid response to emerging issues, data-informed decision-making, efficient resource allocation, and planful transitions for youth in close custody.
4. **Community Context:** Understand the correlates of juvenile recidivism not currently recognized by the system, identify environments that are healthy and unhealthy in supporting transitioning youth, use information in transition planning, and share relevant information with communities.

To fully adopt the YRS, we will require and rely on not only data, but importantly, professional expertise. We will further develop the OYA performance management system and leverage data-driven decisions by using existing and new business intelligence tools. Doing so will allow us to:




This whitepaper details work initiatives and outlines a specific project charter for each component. The next page outlines a project charter for the YRS breakthrough initiative followed by a Positive Youth Development charter. For context, the YRS represents the tools, or what we do, and PYD represents the approach, or how we do it.

Questions regarding this whitepaper should be directed to Shannon Myrick at shannon,myrick@oya.state.or.us or Tim Rahschulte at tim.rahschulte@oya.state.or.us.

**Quick Facts**

**There is a total of 1,747 youth in OYA custody (7/12 Quick Facts).**

**1,041: Community placements**

**706: Close-custody placements**

**347: Juvenile commitments**

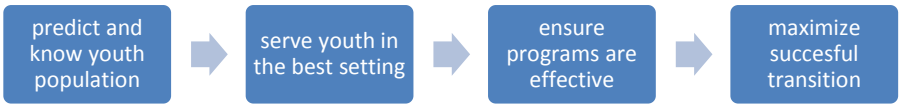
**359: Adult commitments**

**194: Mandatory Minimum Sentence (Measure 11)**

**148: Waived (Judicial Waivers and Pled Out of M 11)**

**17: Reduced Mandatory Minimum (ORS 137.712)**

# APPENDIX A: YOUTH REFORMATION SYSTEM CHARTER

| **Project:** | **Youth Reformation System** **Fariborz Pakseresht (Sponsor); Tim Rahschulte (Portfolio Mgr); Shannon Myrick (Product Mgr)** |
|---|---|
| **Situational Assessment & Opportunity Statement** | OYA has 26 field offices, 10 close custody facilities, and dozens community residential programs serving approximately 1,750 youth. While we are successful in our efforts to protect the public and reduce crime by holding youth offenders accountable and providing opportunities for reformation in safe environments, we have opportunities to improve on our key performance indicators (youth recidivism, treatment progress, educational achievement, job readiness, and community involvement). Another reason for improvement is to better align services with system resources and youth needs. Further, national trends and an enterprise mindset are shifting toward a positive youth development (PYD) approach to best accomplish our mission and service objectives. |
| **Solution Statement (including Scope)** | To fully adopt the YRS, we will require and rely on not only professional discretion, but important data. We will further develop the OYA performance management system and leverage data-informed decisions by using existing and new business intelligence tools. Doing so will allow us to:<br>  <br><br>In addition to the overarching philosophy of PYD, as illustrated above, there are the four components of the YRS solution: Population Forecast, Placement and Treatment, Program Evaluation, and Community Context. Each of these components will be managed as a project (some with multiple projects) and interdependently managed as a portfolio of projects. The portfolio is inclusive of all OYA process, procedures, tools, practices, and support systems (technology, training, etc.). As such, the scope is enterprise-wide and beyond, to include the system of OYA partners and other stakeholders relative to youth reformation. |
| **Organizational Impact:** | The scope of YRS is large. One of the work efforts associated with each of the four components is to assess a "gap" between current state (as-is) work and future state (to-be) relative to PYD and YRS. Once the gap is complete, the organizational impact will be more clearly known and defined. Planning and implementation will occur in accordance to need and readiness. |
| **Top Barriers, Risks, & Mitigation** | **Communication:** If communication efforts do not include multi-media and the means to measure effectiveness (awareness, understanding, application), then stakeholders may not be adequately informed and prepared to engage in the new solution. Therefore, a clear communication plan (editorial calendar) is necessary to account for each stakeholder group's value proposition and focus on consistency, alignment, and progression.<br>**Schedule & Scope:** If scope and schedule are not managed, then projects may not be well understood and result in delays. Therefore, each project manager must work collaboratively and align schedules dependently.<br>**Resource Allocation:** If project resourcing is not allocated, then some tasks (and outcomes) may not be accomplished thus causing delays and failure of YRS. Therefore, dedicated project resourcing must occur rather than work assigned as additive to other, competing efforts.<br>**Solution Methodology:** If the solution is not clearly understood, then loss of engagement and productivity will occur. Therefore, all roll out strategies should start small (pilots) and evolve based on successes and readiness.<br>**Peer Process:** If the roll-out is revolutionary and top-down rather than evolutionary and peer-based, then buy-in and engagement will be sacrificed and delays will occur. Therefore, leadership (at all levels) is necessary. |
| **Project Team** | This team is responsible for planning, designing, implementing and monitoring the success of YRS: Torri Lynn (Population Forecast), Shannon Myrick (Placement & Treatment), Sharon Pette (Program Evaluation), Kirsten Kolb (Community Context) |
| **Success Measures** | OM 8a/8b – Youth have appropriate lengths of stay – Facility/Residential<br>OP 3.4/3.5 – Access to recommended facility treatment services – Capacity/Timeliness<br>OP 3.9a/3.9b – Placement decisions based on assessments – Facilities/Field<br>OP 6.11a/11b – Length of stay – new facility commitments/Revocations |

# APPENDIX B: POSITIVE YOUTH DEVELOPMENT CHARTER

| **Project:** | **Positive Youth Development (Positive Human Development)** |
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| **Situational Assessment & Opportunity Statement** | Historically, juvenile justice has viewed youth through the lens of youth as "victim," or youth as "villain." As noted in the YRS charter, national trends are shifting from this correction mindset toward a positive youth development (PYD) approach – or viewing youth as "resource" meaning individuals to be developed, rather than problems to be fixed. The primary way to think about this approach is threefold. First, positive youth development suggests attending to potential protective factors and working to build those. Second, understand the connection between normal adolescent development and delinquent behavior. Third, recognizing that treating the symptom of delinquency is different than treating the cause of delinquency.<br>In short, PYD in a juvenile justice context goes beyond addressing criminality and focusing solely on recidivism to addressing the whole person and domains of youth, with the goal to achieve optimal development resulting in healthy, productive, and crime-free youth. |
| **Solution Statement (including Scope)** | There are three fundamentals associated with implementing the PYD approach. First requires the belief that youth can be held accountable and *strengthened* at the same time. Second is the understanding that PYD is not something we do *to* youth, but something we do *with* youth. Third is to view youth as *resources* to develop, not *problems* to be fixed. OYA has recognized the value of this approach as effective in reducing recidivism while engaging in a competency delivery model. As such, PYD is the primary approach within YRS.<br>**PYD Vision:** *An approach where all individuals work collaboratively, focusing on personal assets to foster healthy communities where people are accountable and strengthened.*<br>The PYD approach is comprised of Learning/Doing and Attaching/Belonging. Implementing this approach requires several tactics related to Support, Opportunities, and services (SOs) whereas Support is anything that can be done *with* a youth, Opportunities are anything that can be done *by* a youth, and services are what we/OYA staff do *for* a youth. (Note: "s"ervices is not capitalized because this alone is not PYD in that it is not youth driven and "S"upport and "O"pportunities are capitalized for that reason.)<br>PYD cultures ensure: Safety, High Expectations, Meaningful participation, Caring and Supporting Relationships, and Connection to Community (Partnerships). |
| | **Organizational Impact:**<br>PYD is an approach that must be fostered by the organizational culture for optimal effectiveness. As such, PYD impacts everyone at OYA. Failure to have large buy-in will result in a deficit-based system thus continuing "business as usual" and fostering an "us vs. them" mentality of a negative culture. |

| Learning/Doing | Attaching/Belonging |
|---|---|
| • Developing new skills and competencies<br>• Actively using new skills<br>• Taking on new roles and responsibilities<br>• Developing self-efficacy and personal confidence | • Becoming an active member of pro-social group(s)<br>• Developing and enjoying the sense of belonging<br>• Placing a high value on service to others and being part of a larger community |

| | |
|---|---|
| **Top Barriers, Risks, & Mitigation** | **Cultural Change:** If we implement tools and expectations without a cultural change effort, then we risk resistance or rejection of YRS and PYD. Therefore, we need a change management effort for PYD and YRS.<br>**Sustainability:** If we (overly) rely on a few personnel to manage YRS and PYD, then we risk recoil if these resources leave. Therefore we need to ensure broad buy-in and cross-agency leadership in YRS and PYD projects.<br>**Workload & Resource Allocation:** If project resourcing is not allocated, then some tasks may not be accomplished. Therefore, dedicated project resourcing must occur rather than work assigned as work. |
| **Project Team** | Shannon Myrick, Erin West, Frank Martin, Rebecca Yazzie, Dan Berger, Izzy Cavazos, Winifred Skinner, Caleb Bronneman, Joyce Armstead, Kirsten Kolb, Nick Sotelo, Ken Jerin, Ken Jeske, Tara Williams, Gary Lasater, Rebecca Avila, Sid Thompson, Denessa Martin, Sharon Pette |
| **Success Measures** | Success measures will be incorporated with YRS Placement & Treatment measures focusing on how best to keep youth from coming back into custody. Therefore, we will measure positive youth development characteristics (e.g. completion of diploma/GED, employment, stable relationship, stable housing, transportation, etc.) |

# POPULATION FORECAST

For Close Custody & Community Placement

## EXECUTIVE SUMMARY

The Office of Economic Analysis produces the semi-annual Juvenile Corrections Population Forecast that provides projections for close custody beds managed by the Oregon Youth Authority (OYA). Executive Orders 98-06, 04-02, and 08-15 direct the Department of Administrative Services and the Juvenile Corrections Population Forecasting Advisory Committee to produce the forecast. The forecast is mandated to estimate monthly populations over a ten-year period and is due April 15 and October 15 of each year. OYA uses the forecast for planning and budgeting purposes. Annual referrals to Oregon County Juvenile Departments are the primary source for measuring juvenile criminality and forecasting bed need. There is a national trend toward reducing close custody beds. Oregon has followed this trend, reducing its bed capacity over the years.

The current system considers and reviews crime severity, proximity to family, risk to the community, criminal history, service availability, and previous commitments when determining out of home placement decisions. However, the current system does not consider the outcomes of youth following placement in the community, residential care, or close custody settings. Some youth will be most successful after accessing reformation opportunities in close custody while others are more likely to succeed after completing residential treatment or remaining in the community. Currently, there is no tool that quantifies the likelihood of success after leaving close custody, the likelihood of success after leaving substitute care, and the likelihood of success by remaining in the community. However, OYA can use risk and need information in concert with effectiveness data from youth who have already been served by the system to provide better forecasts regarding bed need. Additionally, OYA can partner with agencies (e.g., Department of Human Services, Oregon Health Authority, and Department of Education) to identify early childhood and family indicators of subsequent delinquency which could inform longer term forecasts.

The objective of this whitepaper is to provide an overview of the Population Forecast initiative. To do so, this paper provides necessary background and situational assessment regarding the initiative and a detailed review of the opportunity in executing the initiative. A project charter is also provided for context associated with implementing the Forecast work. Questions regarding this report should be directed to Kirsten Kolb at kirsten.kolb@oya.state.or.us or Tim Rahschulte at tim.rahschulte@oya.state.or.us.

## BACKGROUND & SITUATIONAL ANALYSIS

OYA provides close custody beds, residential treatment beds, and foster care placements. The Office of Economic Analysis provides a bed forecast for close custody beds and a forecast for substitute care beds. Substitute care placements include both residential treatment beds and placements in foster care. Youth on probation may be placed in substitute care as an alternative to home placement. Youth are placed in substitute care when home placement is not appropriate, not available, or contrary to the best interests of the youth or the community.

There are three categories of OYA close custody beds: non-discretionary, Public Safety Reserve (PSR), and discretionary. Non-discretionary beds are reserved for juvenile offenders placed in the custody of the Department of Corrections (DOC) through either mandatory minimum sentencing or waiver into adult court. PSR beds are for juveniles who commit specific serious crimes that do not meet the criteria for Measure 11 crimes or waiver to adult court. Discretionary beds are closed custody beds intended for juvenile offenders posing the most serious risk to public safety excluding Measure 11 and PSR populations.

**The current forecasting methodology:** Annual referrals to Oregon County Juvenile Departments are the primary source for measuring juvenile criminality. The Juvenile Justice Information System (JJIS) captures and provides annual referral data including key demographic characteristics of the offender (e.g., age, race, and gender) and offense information including the class and severity of the crime. Although forecasting for all bed types relies on this data, the methodology used differs for non-discretionary, PSR, and discretionary beds. The *non-discretionary* and the *PSR* forecasts include youth who will require OYA close custody placements, and are reported as a direct count of youth. The non-discretionary and PSR forecasts are derived from projected admissions, projected exits, and the number of non-discretionary and PSR youth in closed custody.

The *discretionary* population forecast considers trends in juvenile referrals and is determined by the number of budgeted close custody beds minus the beds allocated for the DOC and PSR populations. Discretionary beds are generally at or near capacity. The forecast for community placement beds considers bed demand for youth on parole and probation. The forecast primarily focuses on community bed demand for probation, as demand from parole is relatively small, less variable, and treated as a static quantity for the forecast. The probation demand and the community placement percentage are measured using youth criminal referrals from county juvenile departments. Characteristics leading to probation and those leading to residential placement are measured statistically. The demand for community placement beds is determined by approximating the relative proportion of youth supervised by county probation that have similar referral characteristics as youth currently in a residential placement with OYA.

OYA has access to a finite number of close custody beds; the non-discretionary beds and the PSR beds are prioritized over the discretionary beds. Since the close custody bed need generally exceeds the actual number of budgeted discretionary beds, the close custody beds are generally full. If additional discretionary beds were available, the beds would likely fill quickly. Conversely, if a number of closed custody beds were legislatively eliminated, some youth would immediately transition to residential treatment or the community. The current system suggests some level of arbitrary decision making on the number of close custody beds available. The number of close custody beds is dictated by legislative considerations and is not necessarily aligned with actual bed need.

**The challenge:** The current forecasting system for both close custody and community placement fails to consider bed allocation based on youth outcomes. With greater accessibility to research and data, a statistical approach to forecasting close custody and community placement need is feasible. This statistical approach identifies the allocation of close custody and community beds that will best serve Oregon's delinquent youth. The appropriate number of close custody and community beds can efficiently decrease recidivism, minimize time in treatment beds, and better serve Oregon's youth.

Recent research has produced numerous tools that enhance professional discretion when placing youth in close custody, substitute care, or county probation. Tools such as ORRA and ORRA-V are designed to predict recidivism.

The Youth Typology systematically categorizes youth based upon their specific needs. An important underpinning of the use of these tools is the enhancement – not replacement – of professional discretion. The tools include:

*ORRA.* The OYA Recidivism Risk Assessment (ORRA) is an actuarial tool that identifies the likelihood a youth will be adjudicated or convicted for a felony within 36 months of release from close custody or commitment to probation. This tool relies on static factors and is most appropriate for decisions before and after commitment to OYA.

*ORRA-V.* Similar to the ORRA, the OYA Recidivism Risk Assessment – Violent Crime is an actuarial tool that identifies the likelihood youth will be adjudicated or convicted for a violent felony within 36 months of release from close custody or commitment to probation. As with ORRA, this tool is most useful before and after commitment to OYA.

*Youth Typology.* The OYA Risk-Needs Assessment documents youth treatment needs and provides the basis for six distinctive typologies. Typologies group similar youth and are intended to influence placement and treatment strategies before and after intake. The six typologies apply to male OYA youth although typology analyses are expected for female youth. Typology information should be used at intake to inform placement decisions and identify treatment options.

# SOLUTION OPPORTUNITY

As youth move through the juvenile justice system, various assessments and professional discretion are used to determine the best placement for each individual youth. Placement options along the continuum include youth placement in the community, substitute-care including residential and foster care, and close custody. The current system considers and reviews crime severity, proximity to family, risk to the community, criminal history, service availability, and previous commitments when determining out of home placement decisions. However, the current system does not consider the success of youth following placement in the community, residential care, or close custody settings. Some youth will be most successful after accessing reformation opportunities in close custody while others are more likely to succeed after completing residential treatment or remaining in the community. Currently, there is no tool that quantifies the likelihood of success after leaving close custody, the likelihood of success after leaving substitute care, and the likelihood of success by remaining in the community.

The future forecast strategy consists of two components:

1. determining current bed need within OYA, and
2. determining long-term (forecast) bed need.

The two-component system considers immediate need based on the current youth population being served within the juvenile justice system, while the long term need considers young children and families currently accessing services that increase the likelihood of later being involved with OYA.

**Current Bed Need:** Determining immediate bed need is based on three equations, likelihood of success after close custody, likelihood of success after residential placement, and likelihood of success should the youth remain in the community. The equations that quantify the likelihood of success in each environment (i.e. community, residential, and close custody) consider various variables. The variables determining the likelihood of success after close custody include youth Typology, ORRA, and age, while the equation to determine the likelihood of success after

residential considers Typology and ORRA. The Juvenile Crime Prevention Risk Assessment (JCP) is used to determine the likelihood of success should a youth remain in the community.

The JCP is administered for every youth referred to the juvenile justice system and information from the assessment is used for a multitude of purposes including determining the level of supervision by county juvenile departments. By developing a third equation, the JCP data estimates which youth are best served within the community and youth moving towards care in out-of-home placement. The JCP equation considers variables from the JCP assessment including; peers disapprove of delinquent behavior, youth is not involved in extracurricular activities, chronic aggression, three of more referrals, involved in dangerous behavior within the last month, substance use began before the age of thirteen, and gender.

The likelihood of success estimate in each environment (i.e., close custody, substitute care, and community) should be available to judges, juvenile departments, residential treatment providers, and OYA staff. This information should be included in commitment discussions. Some higher risk youth from particular Youth Typology groups may be more likely to succeed in the community; conversely, some youth may thrive in a high-dose, short-stay close custody episode than in a community placement. Those discussing commitment options should consider estimates from all equations and should consider if the likelihood of success in one environment is similar to the likelihood of success in a different environment. In addition, if the likelihood of success is low in all environments, non-traditional options should be considered. If the equations provide substantially different estimates among environments, attempts to place each youth in the best environment should be exhaustive. When estimates are similar among environments, placement in the less restrictive environment is likely to increase public safety and improve the potential for positive youth development. The likelihood of success is not intended to eliminate professional discretion and dictate placement. Oregon's juvenile justice professionals make the same decisions today; however, the additional information coupled with experience and knowledge of the treatment options should lead to better youth outcomes.

Every youth being considered for an OYA close custody or residential placement will have two OYA measures – one that estimates the likelihood of success (e.g., non-recidivist and later a productive citizen) after leaving close custody and one that estimates the likelihood of success after leaving residential treatment. If the difference between estimates is small, meaning close custody or residential placement will provide similar results, the least restrictive and more cost effective option is generally the preferred option. Conversely, if the estimates differ substantially, placement in the environment associated with greater success would generally be preferred.

For every youth entering OYA (close custody or residential placement) since 2005, the likelihood of success can be estimated for close custody, residential placement, and community populations. The proportion of youth with higher success estimates for close custody will determine the number of close custody beds necessary to best serve Oregon's delinquent youth. Similarly, the proportion of youth scoring substantially higher for success in residential treatment should determine the number of residential treatment beds necessary to serve this youth population.

This methodology clearly identifies the preferred environment (close custody or substitute care) for youth served by OYA. Some OYA youth should have remained in the community (i.e. county probation) and never entered the OYA system. Conversely, some youth served by county probation would have better outcomes if placed in residential treatment or close custody. Youth with escalating behaviors who ultimately become clients of the Department of Corrections may benefit from early and intensive OYA services. Recognizing these youth and identifying the best placement is crucial to minimizing recidivism and maximizing positive outcomes.

*Modeling:* With the current information derived from the equations, researchers can identify the appropriate number of close custody and residential treatment beds needed for the current juvenile justice population. The equations identify the best environment for each youth. Each youth will have three estimates: one estimate for success if left in the community, one estimate for success if placed in residential care, and one estimate for success if placed in close custody. The relative magnitude of the three estimates will generally influence or determine a youth's environment. Four various constructs are currently available for consideration in determining ideal environment: 1. Highest estimate of success, 2. Highest estimate of success and closeness to the least restrictive environment, 3. Creating three distinctive populations and using professional discretion for youth within close proximity to multiple environments, 4. Hybrid – using professional discretion for youth within close proximity to multiple environments while considering thresholds of success.

**Long-Term Bed Need (Forecasting):** The second component to the Population Forecast is long-term forecasting. This secondary approach is intended to quantify OYA's close custody and residential bed capacity in two to ten years. The methodology considers variables associated with youth and families accessing social services from the Department of Human Services and the Oregon Health Authority. As youth and families continue to the move through the system, each service establishes a correlation to future contact with the juvenile justice system.

The equation associated with long-term forecasting will consider services accessed and the probability of such services leading to future juvenile justice involvement. Some services may have greater significance than others. The equations will also consider the parental and youth/child characteristics when services were provided. Of those youth and families accessing services, an aggregate analysis will determine the likelihood youth will later access the juvenile justice system. The "trajectory" and time each youth is likely to reach the system will be quantified to determine the forecasted bed need.

*Modeling:* The two components, although different in methodology, are combined to provide a data-driven population forecast. Using this methodology, an estimate of immediate bed need can be generated and can be used to establish a baseline of residential beds and close custody beds. Long-term bed need uses deviations from the initial baseline established. Deviations are determined by reviewing the trajectory of youth identified for entering the system and comparing those youth to current and historical populations. Subsequently, an identified path (community, residential, and close custody) is determined for youth at greatest risk for entering the juvenile justice system.

**The Juvenile Corrections Population Forecast Committee responsibilities.** The Juvenile Corrections Population Forecast Committee includes well-informed and experienced professionals serving Oregon's delinquent youth; this committee can consider both the political realities and the state's economic situation. The proposed methodology identifies the best path for each youth. For many youth, the likelihood of success in the different environments (i.e. close custody, residential treatment, or community probation) may be very similar. A question should be "When should the state's economic concerns suggest a less restrictive and more cost effective solution for each youth?" Are the less restrictive and less costly options feasible when the percentages differ by 5 percentage points or 10 percentage points? Although there could be some savings today associated with selecting the less costly and less effective option (i.e., fewer beds), there are potentially greater costs associated with higher recidivism and poorer youth outcomes. In addition to considering a less effective and more economical option, there could be situations where the cost-benefit should not be considered. For example, some adult drug/alcohol programs cost more than the public return on investment. The cost of Alcohol & Drug treatment will not be recouped if the likelihood of criminal activity is very low; however, the benefit to the individual, their family, and

society might suggest Alcohol & Drug treatment is a good state investment. Ensuring each youth can lead a productive life is a good investment for most youth; however, choosing the best option may not always be feasible.

**Advantages and disadvantages to the proposed methodology.** There are notable deficiencies to the current forecasting system. The funding based forecasting system does not provide an accurate estimate for need, does not couple resource use with outcomes, and does not fully utilize the professional discretion of the Juvenile Corrections Forecasting Committee. The current proposal is considerably more complex and sophisticated than previous juvenile forecasting models. Most accurate forecasting systems are complicated but understandable; researchers should be capable of providing a sufficient understanding for the professionals to weigh options. The movement toward evidence-based practices has forced a higher level of sophistication into resource allocation. This proposed juvenile forecasting system is aligned with recent OYA initiatives to couple outcomes with OYA activities and resources. The effort to quantify resource need combined with a continuous program improvement system and an optimal treatment dose should allow the experts to make informed decisions about juvenile reformation services in Oregon.

**New methodology limitations.** The proposed system cannot be used for all youth considered for close custody and residential treatment beds. Many youth committed to OYA have determinant sentences. Although the proposed system can estimate the number of discretionary beds, DOC youth and Public Safety Reserve beds will be forecasted with alternative and more traditional methods. If sentencing changes allow for enhanced OYA releasing authority, the new methodology could be used to determine close custody and residential treatment bed need for all populations. The same technique can be applied to DOC commitments to recognize how to most effectively and efficiently serve DOC youth.

**Summary.** Each youth involved with criminal activities has a number of potential paths through the cadre of state and county services. Some paths will decrease the likelihood of continued criminal activity while other paths will not. For every youth being served by OYA or a community partner, similar youth have been served previously. Some of these similar youth have been through OYA's facilities, some have been to residential treatment facilities, and some have been served by county probation. Using existing data, the outcomes of these similar youth can be estimated and the "best path" can be identified. This "best path" should determine the mix of beds available to OYA and county juvenile departments. If the "best path" is not available due to resource constraints, increased recidivism and higher costs will result. Although Oregon's economic environment may not provide adequate beds to best serve Oregon's delinquent youth, the additional cost of recidivists can be estimated. Alternatively, maintaining youth in close custody and residential treatment beds that are best served by county juvenile departments is not cost effective and may increase the risk of recidivism. Determining the appropriate number of close custody and residential treatment beds is crucial to most effectively and efficiently serve Oregon's delinquent youth.

# APPENDIX A: POPULATION FORECAST CHARTER

| **Project:** | **Population Forecast** | **Torri Lynn (Project Manager)** |
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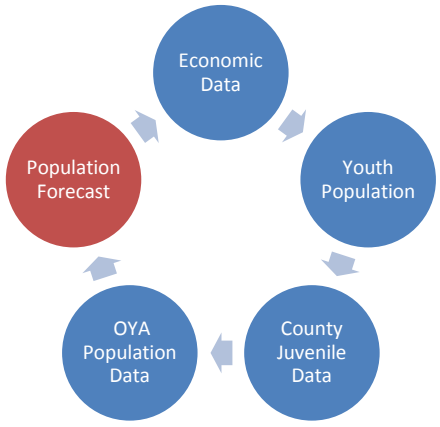
**Situational Assessment & Opportunity Statement**

The Oregon Youth Authority (OYA) provides and manages close custody beds, residential beds, and foster care placements for youth in need. Business intelligence (leveraging data) is becoming increasingly important for this work. Executive Orders 98-06, 04-02, and 08-15 direct the Department of Administrative Services and the Juvenile Corrections Population Forecasting Advisory Committee to produce a semi-annual Juvenile Corrections Population Forecast (a 10 year forecast due each April and October), which provides projections of bed need. OYA uses the forecast for planning and budgeting. Annual referrals to Oregon County Juvenile Departments are the primary source for measuring juvenile criminality and forecasting bed need. There is a national trend toward reducing close custody beds. Oregon has followed this trend, reducing its bed capacity over the years.

The current system considers and reviews crime severity, proximity to family, risk to the community, criminal history, service availability, and previous commitments when determining out of home placement decisions. However, the current system does not consider the success of youth following placement in the community, residential care, or close custody settings. Some youth will be most successful after accessing reformation opportunities in close custody while others are more likely to succeed after completing residential treatment or remaining in the community. Currently, there is no tool that quantifies the likelihood of success after leaving close custody, the likelihood of success after leaving substitute care, and the likelihood of success by remaining in the community. However, OYA can use risk and need information in concert with effectiveness data from youth who have already been served by the system to provide better forecasts regarding bed need. Additionally, OYA can partner with agencies (Department of Human Services and Oregon Health Authority) to identify early childhood and family indicators of subsequent delinquency which could inform longer term forecasts.

**Solution Statement (including Scope)**

The forecast consists of two components: (1) determining bed need within OYA and (2) long-term forecasting. The two-prong approach considers immediate need based on the current youth population within the system, while also considering long-term (10 yr) bed need. To fully implement the immediate bed need forecast, requires access to data and the support of the Juvenile Justice Forecast Advisory Committee. Analysis of the existing and future data is critical. Partnerships for data sharing among relevant agencies are required. The research team will forge these partnerships and use economic (census and other) data to determine existing and trending youth population. The trend(s) coupled with county and OYA juvenile data will be used to provide an accurate forecast of bed need and the resources necessary to support that need.




**Organizational Impact:**

The organizational impact of the population forecast project is minimal. The majority of the work will be conducted by the research team. However, use of the data findings will be carried out by operational staff. Further, the need for partnerships is paramount and will require an enterprise view of data sharing.

**Top Barriers, Risks, & Mitigation**

**Discretionary Bed Allocation:** If the DBA is decreased, then alternate placements (substitute care) must be available. Therefore, to maintain alternative options, monies must be allocated for proper resourcing.

**Data Accuracy & Usage Adoption:** If data are not consistent (accurate), then decisions will be faulty. Therefore, we need to ensure training is effective, and that there is an audit or oversight function for quality control.

**Partnerships:** If partnerships are not established, then data sharing will not occur. Therefore, partnerships need to be supported by executive management and managed and sustained by JJFAC and the research team.

**Project Team**

Although this component is developed by OYA, the model has been validated by the Office of Economic Analysis, which creates the forecast. From OYA, the team responsible for population forecast is largely Kirsten Kolb and Paul Bellatty.

**Success Measures**

Measures have not yet been designed, but will focus on variance between actual population and the forecast.

# PLACEMENT & TREATMENT

## EXECUTIVE SUMMARY

The ideal juvenile justice system protects the public by minimizing recidivism, promoting positive youth outcomes, and providing treatment in the least restrictive environment. Despite efforts, few juvenile justice systems approximate the ideal state effectively. Many juvenile justice systems struggle in achieving outcomes not because of a lack of effort, experience, or genuine concern for the youth; rather, these systems likely suffer from a lack of information. Juvenile justice professionals with incomplete information cannot always determine the best treatment option for each youth. Making a less-than-optimal placement decision for a given youth has potential consequences that are far reaching. Youth may have unnecessarily long commitments, we may be over- or under-exposing youth to treatment, or we may be increasing costs without achieving increased benefit. The outcomes of our decision-making are varied, and more importantly, quantifiable.

Each youth entering the juvenile justice system in Oregon today likely shares similar characteristics, qualities, and histories with youth who have entered the system previously. The youth who have previously entered the juvenile justice system took many different paths in terms of service levels, out-of-home placement types, or interventions received. Some paths were more successful than others in reducing recidivism or increasing positive youth outcomes. Knowing which previous paths were successful and aligning those paths with specific youth can improve initial decision making – in other words, we can put the right youth on the right path in an effort to attain the best outcome.

The Placement and Treatment component of the Youth Reformation System (YRS) is designed to maximize the impact on recidivism (that is, public safety) and positive youth outcomes. The most effective placement options for youth can be determined by statistically derived equations that predict outcomes from what we know about youth at any given decision point. The estimates for these predicted outcomes, such as recidivism risk or the likelihood of attaining a desired positive developmental outcome (e.g., employment, social skills) can be used as pieces of information in evaluating the appropriateness of a given placement for a specific youth. The following sections discuss the current tools and information available and the predictive modeling strategy used within the Placement and Treatment component of the YRS.

## BACKGROUND & SITUATIONAL ANALYSIS

### PREDICTIVE MODELING: CAPITALIZING ON KNOWN OUTCOMES

Broadly, predictive modeling can be defined as a technique used to predict future behavior based on past events and to anticipate the impact of changes on those outcomes. It can be easily applied in the Placement and Treatment component of the YRS to predict youth outcomes that are likely to occur for youth depending upon placement. These models can inform placement decisions by identifying the placement that is most likely to support the desired outcome. In other words, predictive modeling enables staff to determine the probability a youth will

achieve a desired outcome if placed in a close custody setting, and whether that probability is higher or lower than other placement options available, such as substitute care.

Predictive modeling in the Placement and Treatment component of the YRS relies on existing tools that have been developed through research. These tools yield information about a youth that is included as a potential predictor of a specific outcome.

### RESEARCH TOOLS: SOURCES OF INFORMATION FOR DECISION-MAKING

The Placement and Treatment component of the YRS is centered on using data and research to improve outcomes for youth – specifically, the reduction of recidivism and the enhancement of positive developmental outcomes. Recent research efforts have generated a variety of tools to facilitate decision making regarding youth placement, services, and transition. An important underpinning of using these tools is that they enhance professional discretion – not replace it. The tools ORRA, ORRA-V, O-VIRA, and O-NIRA are designed to predict future behavior. The Youth Typology tool systematically categorizes youth based upon specific needs. The appropriateness of each tool varies depending upon the decision point. The use of tools at various decision points is highlighted in appendix A. What follows is a brief discussion of each tool and its utility for intake decision making in the Placement and Treatment component of the YRS.

**ORRA.** The OYA Recidivism Risk Assessment (ORRA) is an actuarial tool that estimates the likelihood that a youth will be convicted of or adjudicated with a felony within 36 months of release from OYA close custody or commitment to OYA probation. This tool is most appropriate for use at intake because it is based primarily on static and criminal history factors. The use of ORRA in the YRS is to inform intensity and duration of treatment and for separating risk populations within the treatment context (see Appendix B). ORRA is also one of the variables included in the predictive model for the most appropriate placement. (Click for Research Brief or Full Report)

**ORRA-V**. Similar to the ORRA, the OYA Recidivism Risk Assessment – Violent Crime (ORRA-V) is an actuarial tool that estimates the likelihood that a youth will be convicted of or adjudicated with a violent felony within 36 months of release from OYA close custody or commitment to OYA probation. As with ORRA, this tool is most effective at intake due to the variables upon which it is based. It is used in the YRS to inform intensity and duration of treatment and for separating risk populations within the treatment context, as well as identifying the need for potential interventions to address aggression or violent behavior (see Appendix B). (Click for Research Brief or Full Report)

**O-NIRA**. The OYA Nuisance Incident Risk Assessment (O-NIRA) estimates the likelihood a youth will engage in multiple incidents within the first 6 months admission to an OYA close custody setting. O-NIRA estimates accurately about 80 percent of the time. As such, its use should be limited to informing staff of potential behavior and the type of environment that may benefit the youth. For example, a youth with a high likelihood of engaging in multiple incidents may benefit from a living unit that affords greater structure, clear expectations, and staff knowledgeable about a wide variety of skills to intervene with these types of youth (e.g., verbal de-escalation, redirecting). This type of tool allows for the development of environments that can be appropriately structured in order to mitigate risk and maximize youth and staff safety. (Click for Research Summary)

**O-VIRA**. The OYA Violent Incident Risk Assessment (O-VIRA) estimates the likelihood a youth will engage in a violent incident within the first 6 months admission to an OYA close custody setting. O-VIRA estimates accurately about 70 percent of the time. As with the O-NIRA, its use should be limited to informing staff of potential behavior and the type of environment that may benefit the youth. The risk of false assumptions about the violent

predisposition of youth is great. Placing a youth in a more restrictive environment could potentially trigger violent behavior. Rather, a youth with a high likelihood of engaging in a violent incident may benefit from a structured living unit that offers focused programming to support behavior regulation. As with O-NIRA, this type of tool becomes valuable in developing an environment that can reduce the youth's risk, not just manage potential outcomes. Creating risk mitigating environments will contribute to increases in safety. (Click for Research Summary)

**Youth Typology**. Based upon data collected in the OYA Risk-Needs Assessment, the Youth Typology is intended to serve as an additional tool for staff to use at intake to inform potential placement and treatment strategies for youth, as it represents profiles of need. There are six groups represented in the typology which currently applies only to male youth in OYA's system. The focus on males is due to the availability of data and because males and females are likely to differ in need profiles; a similar analysis will be conducted for females in the future. Youth Typology information is intended to be used at intake to help inform placement decisions and to help identify potential future needs for treatment and placement options. The six groups within the male typology are described in Table 1 below.

[Note: We have draft research supporting two main typologies for girls. The utility is limited though because we do not have many options for them regarding placement. A white paper for female typology it is forthcoming; its detail will be helpful for case-planning and reassessment purposes.]

One benefit of developing the typology is to enhance capabilities for individualized treatment planning. This philosophy is consistent with the notion of multiple successful pathways through a juvenile justice system – youth have unique strengths and needs that interact with the environment in different ways. By using existing data from the OYA Risk-Needs Assessment we are able to derive a more refined view of youth. Youth Typology is also one of the variables included in the predictive model for recommended placement.

Table 1. Typology Descriptions

| Type | Description |
|---|---|
| **Type A** | ▪ Few or no protective factors present<br>▪ High history of and current AOD use<br>▪ Poor relationships and relationship skills<br>▪ High level of aggression and attitude issues<br>▪ Education issues are very prominent<br>▪ High need of mental health follow-up |
| **Type B** | ▪ Moderate protective factors present<br>▪ High history of AOD use and moderate current AOD use<br>▪ Poor relationships and relationship skills<br>▪ Moderate level of aggression and attitude issues<br>▪ Education issues are very prominent<br>▪ Low need of immediate mental health follow-up |
| **Type C** | ▪ Moderate protective factors present<br>▪ Low to moderate AOD use both currently and historically<br>▪ Moderate difficulty with relationships and relationship skills<br>▪ Moderate level of aggression and attitude issues<br>▪ History of mental health<br>▪ Education issues are very prominent<br>▪ High need of immediate mental health follow-up |

| | |
|---|---|
| **Type D** | ▪ Few or no protective factors present<br>▪ Low to no current or historical AOD use<br>▪ No obvious needs factors present<br>▪ Further assessments needed<br>▪ Determine eligibility for community placement or close custody if stabilization is required |
| **Type E** | ▪ High protective factors present<br>▪ Low current or historical AOD use<br>▪ Little difficulty with relationships and relationship skills<br>▪ Low to moderate level of aggression and attitude issues<br>▪ Low need for immediate mental health follow-up<br>▪ Education issues are moderately prominent<br>▪ Responsivity issues |
| **Type F** | ▪ Few or no protective factors present<br>▪ Moderate current and historical AOD use<br>▪ Moderate difficulty with relationships and relationship skills<br>▪ High level of aggression and attitude issues<br>▪ Education issues are very prominent<br>▪ Responsivity issues<br>▪ Moderate need for immediate mental health follow-up |

## PREDICTIVE MODELING

The utility of predictive modeling is far reaching. For example, likelihood of success can be used in delinquency processing decisions by juvenile departments, judges, district attorneys, and others. In many cases, the information will validate the decisions these professionals make. In other cases, the estimates of success may change the course for a youth that could impact him or her in a more effective and efficient way.

The type of predictive model used in the Placement and Treatment component of the YRS depends upon the decision point. Each decision point may rely on a different set of data available about the youth that most appropriately informs the decision to be made. The major decision points of focus include (1) pre-commitment to OYA; (2) initial placement within OYA; and (3) points of transition. Each major decision point has customized predictive models relying upon data that are readily and reliably available. The following sections discuss various decision points for youth in the juvenile justice system and how information can be used to assist decision-making.

## PRE-COMMITMENT TO OYA: USING JUVENILE CRIME PREVENTION DATA TO PREDICT FUTURE INVOLVEMENT WITH OYA

County juvenile departments generally serve youth with more abbreviated criminal histories or youth who have committed less severe offenses than youth in state custody. Youth currently served by county juvenile departments typically receive a risk assessment known as the Juvenile Crime Prevention (JCP) assessment. The JCP assessment determines the categorical risk of the youth for future criminality, and yields a score of "high", "medium", or "low" risk to recidivate. The majority of youth entering the juvenile justice system are successfully served by county juvenile departments and do not further penetrate the system; however, those youth that do penetrate the system further could potentially be identified and provided more informed treatment or intervention to prevent subsequent involvement.

JCP data are used in inform the predictive model for pre-commitment decision making. This predictive model relies upon Juvenile Crime Prevention (JCP) data and criminal history data to estimate the likelihood of subsequent OYA involvement. Youth most likely to further penetrate the juvenile justice system are identified and are provided

further assessment if needed (e.g., OYA-RNA). Essentially, the likelihood of coming to OYA is predicted using data from the initial JCP assessment conducted for a youth. This predictive model can assist decision-making by identifying youth in need of alternatives to prevent or interrupt the continued escalation of criminality. Appropriate prevention and intervention efforts can be aligned with youth earlier in their involvement with the juvenile justice system. Future use of close custody beds can be minimized through early identification of youth likely to penetrate the system and provision of evidence-based delinquency intervention.

**Who should use this information and when?**

County juvenile departments, juvenile courts, and other professionals in the legal system can use this information to inform their interactions with and placements for youth under their supervision. Because the estimate for likelihood of subsequent OYA involvement can be calculated from an initial JCP assessment, these professionals can identify youth who may be in need of more intensive intervention early on to prevent that penetration into the system. Additionally, youth identified to be of higher risk to penetrate the system may be considered candidates for receiving an OYA-RNA. Once an OYA-RNA is administered to a youth, other predictive models can be applied to identify a placement or set of services that may be ideal for that youth given where he or she is today. Ultimately, this information should be used in ways that reduce the future need for OYA close custody or residential treatment capacity through early identification, intervention, and services matching.

**What information is used in the predictive model for Pre-OYA Commitment?**

The analysis to answer this question is not yet finalized. The first phase of analysis is complete, but the equation needs to be refined. Preliminary results illustrate about 90% accuracy in the initial model which includes (1) whether English is the primary language, and (2) all criminogenic factors from JCP.

### INITIAL PLACEMENT IN OYA: RECOGNIZING YOUTH BEST SERVED IN RESIDENTIAL CARE AND CLOSE CUSTODY PLACEMENTS

The predictive model for initial placement starts by differentiating youth best served in substitute care placements from youth best served in close custody. For every youth committed to OYA today, there have been many similar youth previously served in both residential care and close custody. The outcome data from similar youth served by OYA can be used to estimate success in substitute care and close custody – that is, we know historically where youth have been served and whether or not they recidivated. Based on those known outcomes, we can determine what factors can reliably predict that outcome and use those factors to predict the most appropriate placements. Using age, static criminal history data (ORRA scores), the youth typology, youth most appropriately served in community-based residential treatment can be separated from youth most appropriately served in close custody. The result is two equations that provide unique estimates. One equation recognizes the likelihood of success if served in community-based residential treatment and the second equation recognizes the likelihood of success if served in close custody. Although the initial estimates of "success" reflect the likelihood a youth will not recidivate, this model can be applied to other measures of positive youth outcomes as our ability to consistently track those outcomes increases.

Having an estimate for each environment is generally preferred because youth factors often interact with the environment type. Furthermore, as the estimates for residential care and close custody diverge, the importance of placement in a particular environment increases. For example, if a youth has a 25% chance of being successful (defined as not recidivating) in residential care environments and a 50% chance of being successful (defined as not recidivating) in a close custody setting, professionals can use that information to inform placement and consider a

close custody bed because of the increased estimate in likelihood of success. Although placement in close custody is often considered the last option, placement in close custody that prevents subsequent victims and long sentences in OYA or DOC can be useful. In summary, the initial placement predictive models provide information about where youth have been successful in the past and where similar youth today may be more successful based upon factors known at intake.

**Who should use this information and when?**

The initial placement predictive models can be used as soon as a youth has been assessed using the OYA-RNA. The OYA-RNA is required in order to derive the youth's typology, and the typology is an important variable in the predictive model. If the OYA-RNA is conducted prior to OYA commitment, this information could inform judicial officers. OYA Juvenile Probation and Parole Officers (JPPOs) can use this information in communications with county partners, judges, and district attorneys. For example, if the professionals involved in a youth's case are considering a close custody commitment, these estimates can be very useful in validating that decision – if the estimate for success is higher if a youth is placed in an OYA close custody environment than that of a residential treatment placement, then the decision can be supported. If it is not, the professionals may consider other options.

**What information is used in the predictive model for OYA Residential Treatment or Close Custody placement?**

The variables that drive the predictive models include age, ORRA, and Youth Typology. The accuracy of these models is 72-75%. The analyses are complete but have not yet been applied to current population (will be when the implementation group starts).

Once professionals can determine the most appropriate level of OYA placement, knowing the correctional treatment components that lead to success within each of those placement types becomes essential. This is addressed through the next level of predictive modeling in the Placement and Treatment component of the YRS.

**IDENTIFYING THE MOST APPROPRIATE RESIDENTIAL CARE OR CLOSE CUSTODY PLACEMENT.**
Once the decision between OYA residential care and close custody has been made, the same predictive model can be used to estimate success for each residential care program and each close custody program. For those considered most likely to succeed in residential care, each residential treatment provider will have an estimate of success for each youth being considered for placement. Similarly, for youth considered most likely to succeed in an OYA close custody setting, estimates can be derived for each facility program. Currently, there are limitations in the number of settings available for girls in OYA and the estimates will be limited in their utility for placement. Nonetheless, information can be derived about gaps in services for girls and those services can be developed.

Many youth may have similar scores for numerous community and facility programs. The latitude to select among these programs enables placement professionals to use existing beds to minimize recidivism for the population being served. For youth where the gap in estimates of success is especially large, decision-making may be easier.

**What information is used in the predictive model for provider or facility location within OYA?**

The variables that drive the predictive models for a specific community program or facility program are the same variables used in the initial placement predictive model – they include age, ORRA, and Typology.

[Note: This analysis is in progress – this section will be enhanced once we complete the development of the final model.]

Once the optimal placement for a specific youth is identified, correctional treatment and services can be efficiently delivered based upon the youth's individualized case plan. The following section describes the alignment of treatment and services with youth needs to maximize effectiveness of interventions.

### MAXIMIZING EFFECTIVENESS THROUGH TREATMENT AND SERVICES ALIGNMENT

The youth typology reflects a youth's need profile and can serve as the basis from which individualized case plans are developed. The Placement and Treatment component of the YRS relies on estimates of likeliest success that include the typology as a core component. Thus, the environment in which the youth is placed may already possess many of the characteristics of effectively meeting a youth's needs based upon their typology. Nonetheless, treatment and services delivered to youth should align with the youth typology.

OYA Treatment Services leaders have developed a set of recommendations for practices staff can utilize to effectively interact with youth based upon a youth's typology (see appendix C). Residential care providers and close custody facilities have access to these recommendations and can receive specialized training on employing recommended practices and strategies. The goal is to effectively match staff characteristics with youth needs and ensure staff are well equipped to be successful with the youth with whom they work. Engaging in services alignment requires that residential care providers and close custody facilities are aware of the types of youth they serve. Furthermore, it requires that agency professionals have the ability to efficiently place the youth in the optimal environment. As such, for providers or facilities that are in higher demand, "buffer beds" or other management options may be useful to ensure quick and effective placement in the ideal resource.

Youth that require specialized or offense specific treatments have access to programming at each facility. Some may experience treatment on the living unit and others may experience treatment in a model similar to a treatment mall. These differences depend on the unique circumstances of each program (e.g., size, trained staff). Youth education needs are also of importance, and youth have access to the appropriate level of educational services needed based upon the specific location.

### EXPANDING THE DEFINITION OF SUCCESS: CONSIDERING POSITIVE YOUTH OUTCOMES

Juvenile justice systems throughout the United States use a measure of recidivism as an indicator of public safety effectiveness and youth success. OYA expects youth they serve to be crime free. However, OYA also expects youth to become successful and contribute to society. As a consequence, OYA has adopted a philosophy that embodies positive youth development and the associated positive youth outcomes. Although the predictive models generated for the Placement and Treatment component of the YRS reflect the expectations of crime free lives, subsequent models will be developed to recognize positive youth outcomes. Outcomes can include completion of a high school education, attendance at college, number of hours worked during a three month period, a profession in the same vocation as trained at OYA, and limited reliance on public assistance, among others.

For some highly delinquent youth, recidivism may be the best measure of success. For most youth served by OYA who are less likely to be criminally involved after leaving OYA, positive youth outcomes are most appropriate. A wide variety of measures along a continuum is more reflective of OYA success and provides more information about treatment/programming provided by OYA.

### THE MULTI-DISCIPLINARY TEAM (MDT)

The Multi-Disciplinary Team (MDT) is the recommending body regarding youth placement and treatment in the YRS. The MDT meets quarterly to evaluate youth progress while under OYA supervision or in OYA custody. There are three types of MDT meetings that can occur: (1) intake MDT, (2) initial MDT, and (3) transition or quarterly MDT. MDT standards developed by OYA govern the role, function, and operation of MDTs.

The intake MDT meeting relies upon information known about the youth when they come to OYA (e.g., ORRA, ORRA-V, O-NIRA, O-VIRA, family stability, educational need, youth context, typology). This information can be used in concert with estimates of effectiveness derived from predictive modeling to place the youth in the ideal location within the agency's current resource array.

The initial MDT involves the youth and family directly in the process of developing the youth's case plan. The case plan is the road map for what a youth needs to accomplish in order to work toward a transition to a less restrictive setting. The MDT members will identify transitional options that may be appropriate for a youth (e.g., family members the youth can stay with, specific community provider that has a needed treatment or program). In this meeting, youth and their families receive the case plan and have a detailed understanding of the requirements and expectations for the youth, and input from the youth and family is solicited and considered.

The transition MDT, described in more detail in the next section, will review youth progress via ongoing reassessment. Youth information known at intake will be re-evaluated to reflect progress the youth has made while in his/her current placement. Roadblocks can be identified and strategies utilized to keep the youth moving through the system in an effective, efficient, and safe manner.

## SOLUTION OPPORTUNITY

#### TRANSITION READINESS: EFFECTIVELY MOVING YOUTH THROUGH THE SYSTEM

The YRS is founded upon providing service and treatment to youth as effectively and efficiently as possible. Making decisions about transition readiness using intake data or tools such as ORRA is not appropriate as these sources do not capture youth progress toward meeting treatment goals. Effective transition decision-making requires increased consistency, objectivity, and measuring a youth's progress in a standardized way. As with intake decision-making, transition decision-making is helped by outcome-based information via similar predictive models. The assessment of a youth's progress considers both unique characteristics of the youth and the needs identified through the youth typology.

In order to provide support for objective, outcome-based decision-making, the Placement and Treatment component of the YRS relies on a customized Transition Readiness Assessment (TRA). The TRA is an objective assessment that evaluates youth progress based on several items (see table 2 below). These items are used in predictive modeling and assigned a "weight" that indicates the impact of each variable on successful transition and other outcomes. Furthermore, the impact of progress on any given factor is weighted based upon where a youth started. For example, some types in the youth typology are relatively socially competent. In those youth, progress on behavior and social skill development may be less impactful on a transition decision than progress on behavior and social skill development for a youth who is much less socially developed. In those cases, youth who made progress but were already somewhat successful will be differentiated from youth who made progress but were much less skilled at the outset.

The TRA is generated and reviewed at each MDT and can be customized for different levels of transition. The TRA can be accessed by all members of the MDT and shared with youth and parents to understand the decision-making process.

Table 2: Areas of assessment included in TRA

| Category | Specific Variables |
|---|---|
| **Behavioral Stability** | ▪ Youth Incident Reports in last 90 days – nuisance, violent, suicide gestures<br>▪ O-NIRA/O-VIRA (if transition is within 6 months of commitment)<br>▪ In-Program Behavioral Assessment<br>▪ School Behavioral Reports<br>▪ Suicide Risk Levels |
| **Potential Community Risk** | ▪ Dynamic ORRA/ORRA-V<br>▪ Offense Specific Risk Re-assessments<br>▪ Estimates for success in specific locations |
| **Engagement & Skill Development** | ▪ TSI/Skill Development<br>▪ Group Attendance Tracking<br>▪ Engagement Measure (treatment, school, work) |
| **Youth Context Items (not scored in TRA but used for planning)** | ▪ Credits earned<br>▪ Vocational program progress/completion<br>▪ Security Threat Designation |
| **Override Options (require narrative explanation)** | ▪ Education/Vocation<br>▪ MH/Medical<br>▪ Crime Severity<br>▪ Community Sensitivity |
| **Risk Mitigation** | ▪ Narrative section discussing the risk mitigating characteristics of next potential placement |

### *Transitional Options: Identifying the transitional placements based on youth progress.*

The predictive modeling strategies that identify the most successful environment and program or facility use JJIS data collected during the last decade; data necessary to identify the optimal transition option do not currently exist. To identify the best transitional alternative for each youth, information from the MDT process should be considered. After the variables from the MDT process are formalized, data will be collected and associated with the desired outcome. Associating MDT data collected during a close custody or residential treatment episode with an outcome may not be available for another 4-6 years; having sufficient data to definitively identify the best transition option may not be available for 6-10 years. Despite these limitations, some predictive modeling can be applied to transitional settings.

### *Youth with fewer options: Meeting the Needs of Department of Corrections Youth*

OYA has releasing authority over juvenile commitments. Youth who are in the custody of OYA but have an adult conviction serves a determinate sentence. OYA cannot transition DOC youth out of OYA close custody prior to completing the incarceration sentence. As a consequence, programming considerations must be exercised with

respect to treatment length, duration, timing, and other opportunities such as educational or vocational attainment.

Through such programs as VESOY (vocational and educational services for older youth), youth serving DOC sentences can benefit through the development of employment soft skills, onsite work experience, higher education, microenterprise development and transition work internships. Youth will learn important skills for life, continued education, business, and a successful reentry to the community. The VESOY Academy helps older youth to develop productive and positive lives and to establish self-sufficiency, self-esteem and stability for themselves upon return to the community.

**Moving youth to DOC.** Some youth do not acclimate to OYA and may respond with negative and violent behavior. Although OYA attempts to minimize violence, minimize the risk to other youth, minimize the risk to staff, and promote prosocial solutions to extreme behavior, options eventually become limited. Some youth currently serve adult sentences within OYA are eventually considered for placement at DOC. A small minority of youth will benefit from placement at DOC, but most will not.

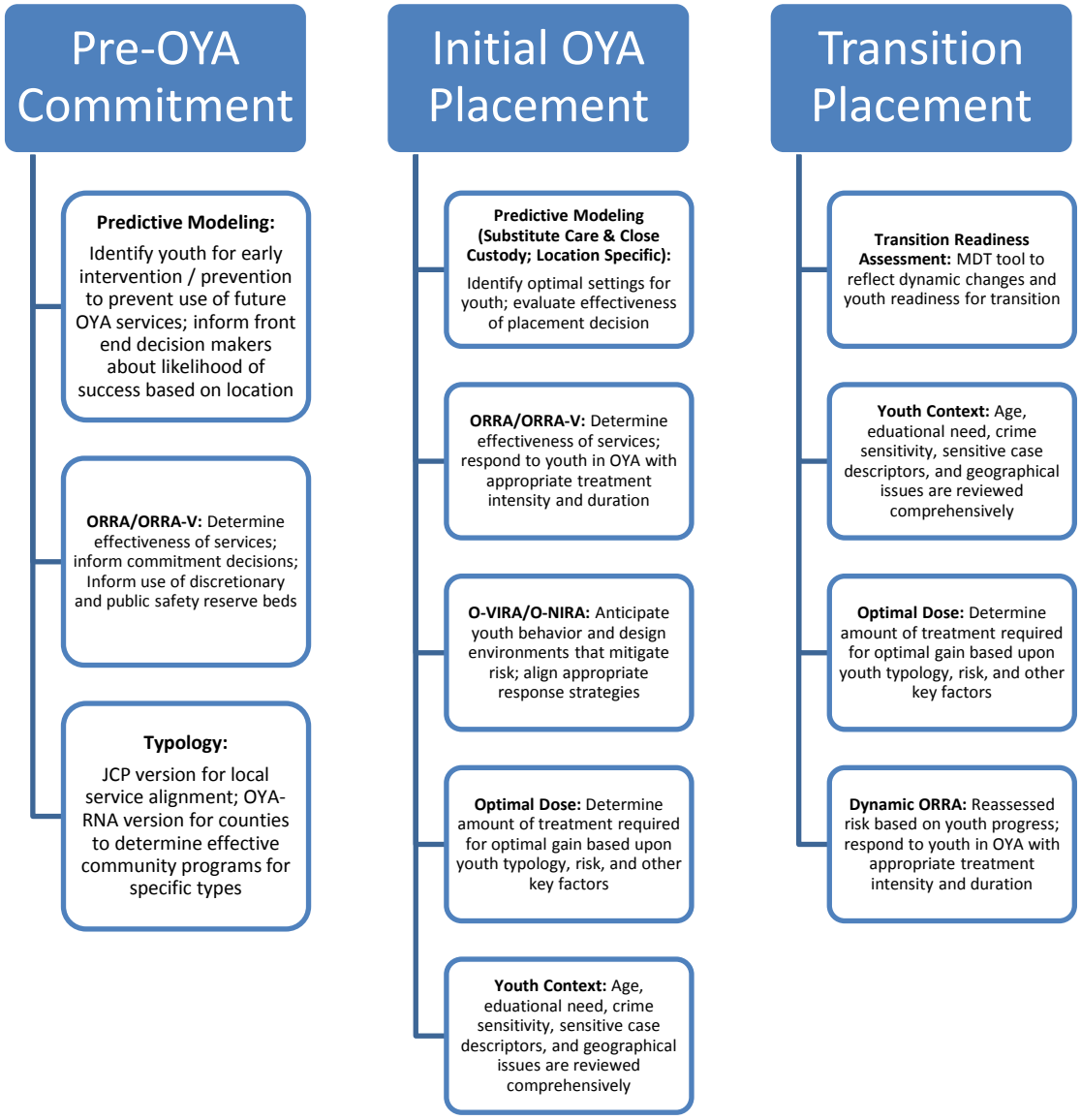
Recent research conducted at OYA suggests lower risk youth generally do poorly if placed at DOC. Most low risk youth placed at DOC recidivate at higher levels than expected; conversely, the highest risk youth may not increase their recidivism risk after placement at DOC. These analyses considered only one variable – risk. The Placement and Treatment component of the YRS will expand the analysis to recognize the likelihood of success if moved to DOC. This equation will consider risk, programming, behavior, and input from staff. Although many of these difficult youth are particularly problematic for staff subjected to threats and behavior, the public safety risk must be considered. Alternatives to DOC placement must be considered if a DOC placement dramatically increases public risk. When the safety risks to staff and youth are great and movement to DOC will not increase public safety risk, movement to DOC should be considered.

### *GAPS IN SERVICES: IDENTIFYING YOUTH POORLY SERVED WITH EXISTING RESOURCES*

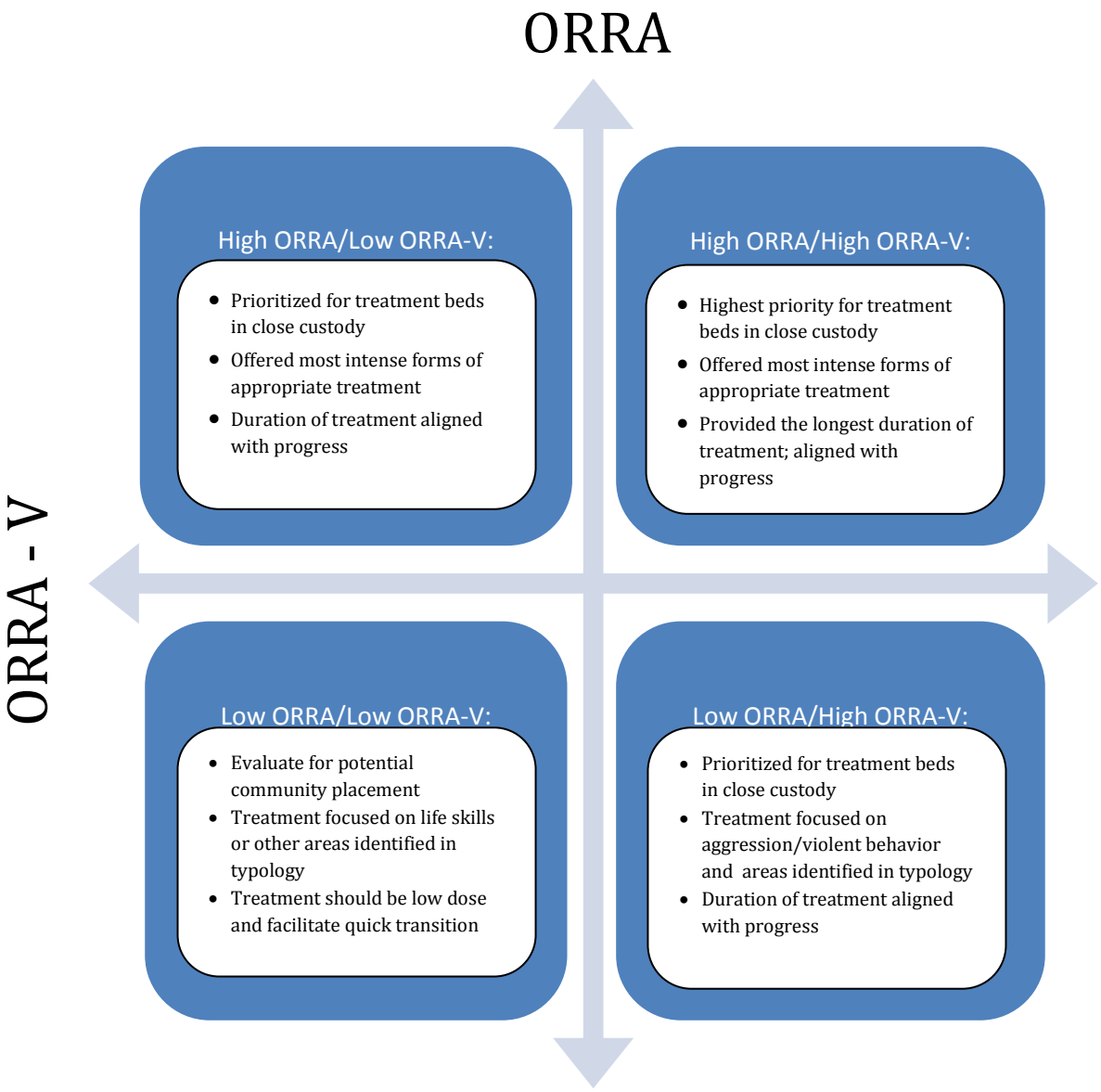
The predictive modeling strategies employed throughout the Placement and Treatment component of the YRS identify the best environment to serve each youth. The wide variety of placements available in communities and close custody facilities should provide most youth with options to ensure success. Despite the wide variety of treatment/programming options for each youth, some youth populations are not adequately served with existing resources. Identifying these youth, their issues, and current resources should allow treatment/programming experts to develop new options to improve success. Although only a minority of youth recidivate, identifying this population and customizing treatment and programming options can only improve youth outcomes. The existing predictive modeling strategies can recognize the population with the lowest likelihood of success.

Youth being served by juvenile justice systems often develop at different rates than their peers. In addition to being challenged by environmental issues that inhibit normal youth development, poor behaviors and poor role models further complicate normal youth development. Despite many negative influences on many youth, residential treatment and close custody can moderate these effects; some environments can also exacerbate some behavioral issues. Although some youth's progress has been diverted by numerous influences, normal youth development should be the goal of any prosocial environment. Although the initial efforts will incorporate measures of recidivism, positive youth outcomes will also be used to identify youth less likely to succeed after leaving OYA.

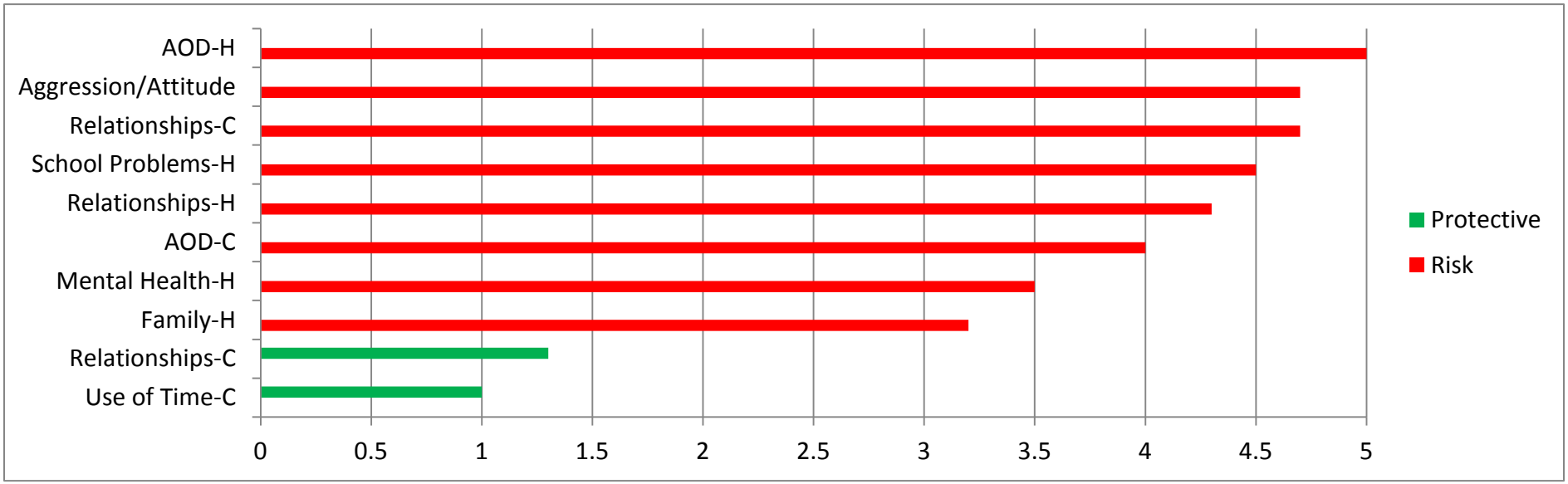
Appendix A: Decision Points and Information Usage in the Placement and Treatment Component of the YRS



Appendix B: Risk & Treatment Intensity/Duration Matrix



# TYPOLOGY A




**ASSESSMENT CONSIDERATIONS:** This youth should be referred for a comprehensive psychological assessment.

**TREATMENT APPROACH:** This youth will require an approach that is founded on rapport building and motivation enhancement. The data suggests that this sort of youth resorts to aggression and drug use as a means of coping. Helping this sort of youth adopt pro-social problem solving and adaptive coping skills should be priority and when accomplished should help several of the other risk and protective factors. Programs will feel the pressure to place youth in isolation, and while that may be necessary at times, it is likely to exacerbate the youth's poor problem solving skills.

**CASE PLAN ESSENTIALS:** This sort of youth will need to endorse their program requirements. Contracting with the youth may be a technique that will help gain endorsement from the youth and foster motivation. The typology data indicate that this youth has little in the way of supportive relationships for assistance. Much effort needs to be devoted to helping the youth establish positive relationships with adults within the program and in the community.

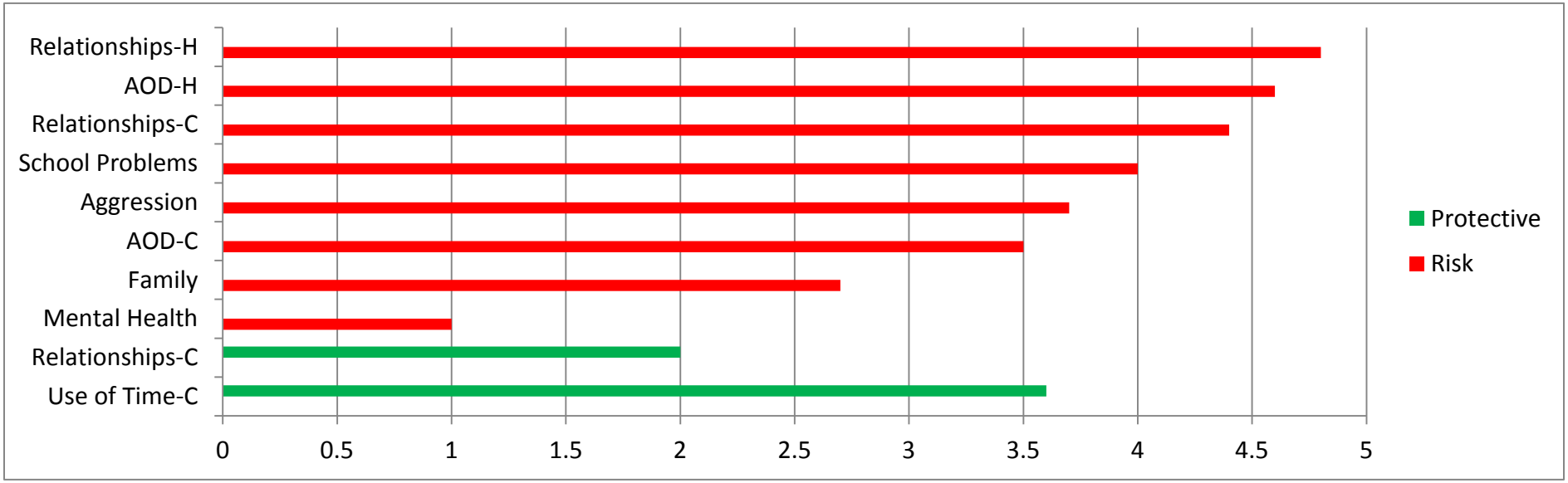
**TREATMENT PROTOCOL:**

**COURSE OF TREATMENT 15-18MOS**

**COURSE OF TREATMENT (SO) 18-24MOS**

| FOCUS | BEHAVIOR STABILIZATION | CRIMINOGENIC RISK | DRUG AND ALCOHOL | MENTAL HEALTH / TRAUMA | SO TREATMENT |
|---|---|---|---|---|---|
| INTERVENTION | ART + Social Skills + MET | COB | Pathways to Self Discovery + RP | As needed<br>As determined | Kaufman |
| DURATION | 6-9mos | 5-6months | 5-6mos | Ongoing | 9-18mos |

# TYPOLOGY B




**ASSESSMENT CONSIDERATIONS:** This youth may benefit from formal assessment for the purpose of determining learning styles and information processing. Education based assessments should also be reviewed from the school system.

**TREATMENT APPROACH:** Youth in Typology B have a degree of protective factors that should help to build motivation to engage in the change process. Helping them refine their skills in the areas of problem solving and emotional regulation will help them continue to make pro-social choices, particularly in the areas of aggression and current drug and alcohol use. It may be possible to begin to incorporate relapse prevention themes early on with these youth.

**CASE PLAN ESSENTIALS:** Youth in is this typology tend to respond well to goal setting and seem to be able to handle being involved in multiple interventions at the same time. They most likely will have very few high school credits earned, and will need focused attention in this area to get on grade level.

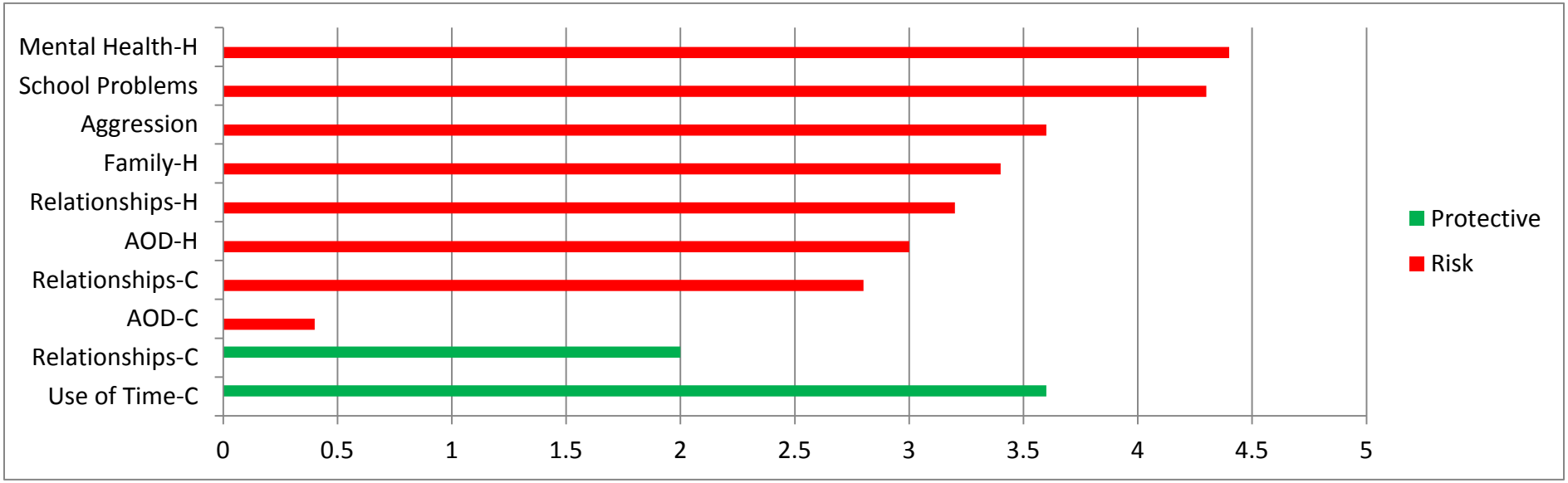
**TREATMENT PROTOCOL:**

**COURSE OF TREATMENT 6-9MOS**

**COURSE OF TREATMENT (SO) 9-15MOS**

| FOCUS | BEHAVIOR STABILIZATION | CRIMINOGENIC RISK | DRUG AND ALCOHOL | MENTAL HEALTH / TRAUMA | SO TREATMENT |
|---|---|---|---|---|---|
| INTERVENTION | ART + Social Skills + MET | COB | Pathways to Self Discovery + RP | As needed<br>As determined | Kaufman |
| DURATION | 1-3mos | 5-6months | 5-6mos | Ongoing | 9-18mos |

# TYPOLOGY C




**ASSESSMENT CONSIDERATIONS:** Type C youth should be referred for a comprehensive psychological evaluation with specific assessment for active trauma symptoms.

**TREATMENT APPROACH:** Most of the youth that are in this Typology have committed sexual offenses. In addition this type also has pronounced mental health needs coupled with a marked tendency to be aggressive with peers and staff. Early interventions should focus on behavior stabilization by addressing any present mental health symptoms, problem solving skills, and emotional regulation skills. Relationships are important to youth in the Typology. Erratic behavior may be linked to attempts to preserve relationships or conscious efforts to destroy relationships.

**CASE PLAN ESSENTIALS:** The course of treatment for youth in Typology C requires considerable time. The MDT should plan for which portions of treatment need to be completed in close custody and which parts can be completed at a residential placement will be necessary. These youth may prove to be difficult to place in the community when facility based treatment goals are achieved.

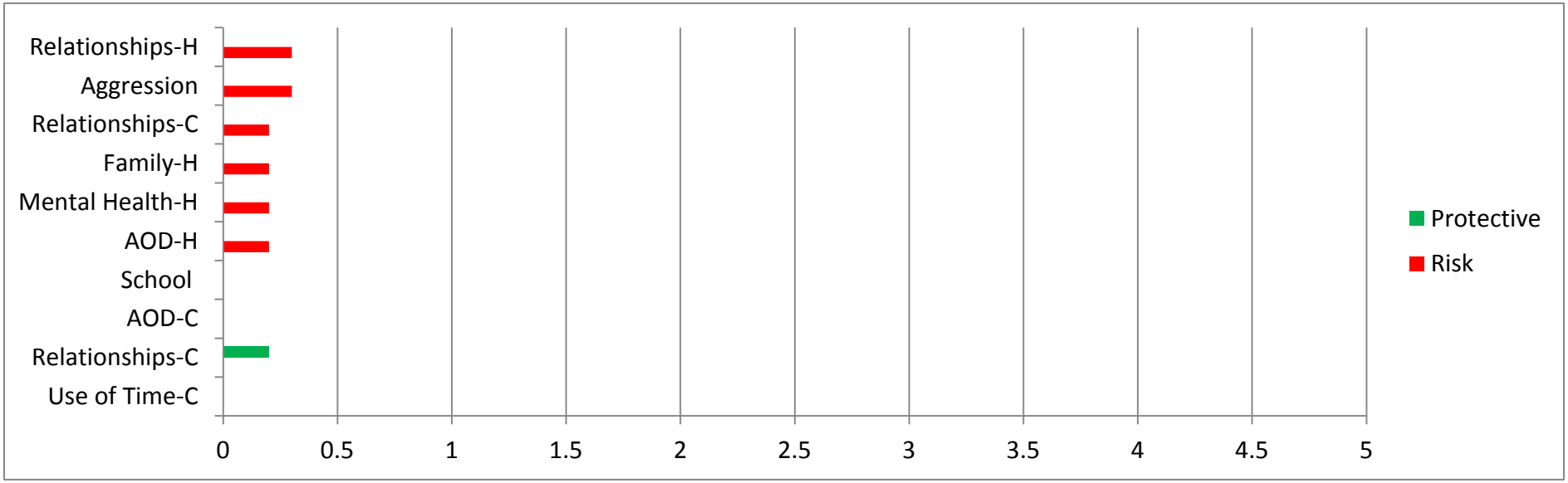
**TREATMENT PROTOCOL:**

**COURSE OF TREATMENT 15-18MOS**

**COURSE OF TREATMENT (SO) 18-24MOS**

| FOCUS | BEHAVIOR STABILIZATION | CRIMINOGENIC RISK | DRUG AND ALCOHOL | MENTAL HEALTH / TRAUMA | SO TREATMENT |
|---|---|---|---|---|---|
| INTERVENTION | ART + Social Skills + MET | COB | As needed<br>As Determined | As needed<br>As determined | Kaufman |
| DURATION | 6-9 mos | 9-12 months | - | Ongoing | 9-18mos |

# TYPOLOGY D




**ASSESSMENT CONSIDERATIONS:** These youth may benefit from a battery of assessments (psychological, developmental, trauma, learning styles etc.), however not every youth in this typology will require comprehensive assessment.

**TREATMENT APPROACH:** These youth need programming that is focused on facilitating normal development.

**CASE PLAN ESSENTIALS:** The MDT team should focus on finding an appropriate community placement for these type of youth.

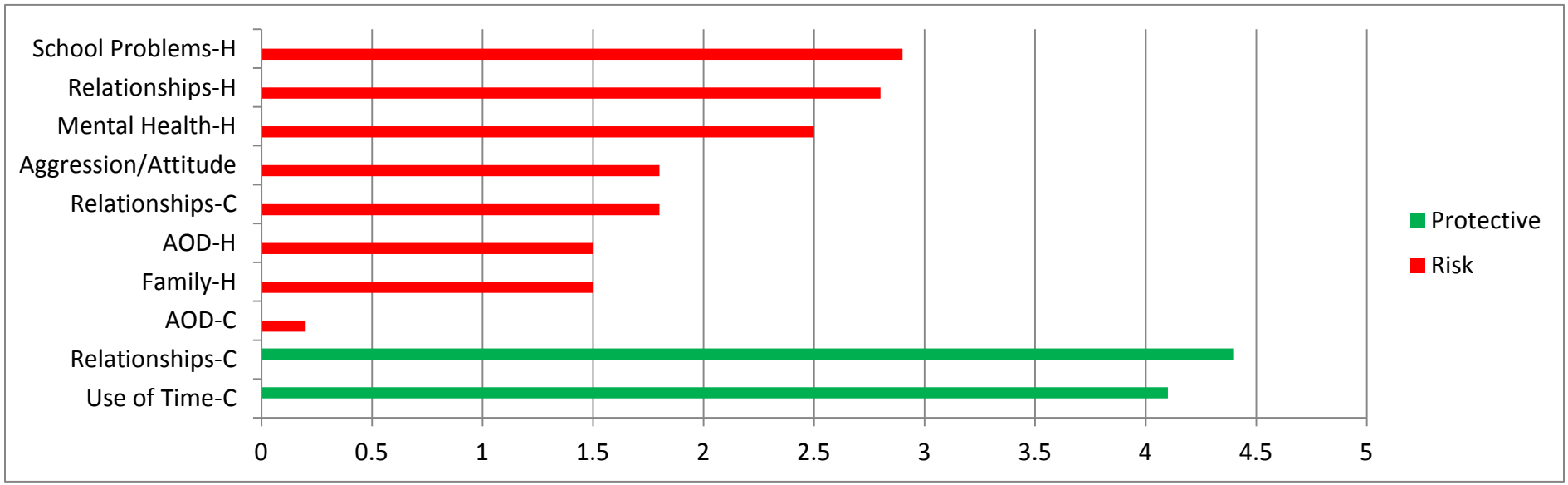
**TREATMENT PROTOCOL:**

**COURSE OF TREATMENT 30-60DAYS**

**COURSE OF TREATMENT (SO) 30-60DAYS**

| FOCUS | BEHAVIOR STABILIZATION | CRIMINOGENIC RISK | DRUG AND ALCOHOL | MENTAL HEALTH / TRAUMA | SO TREATMENT |
|---|---|---|---|---|---|
| INTERVENTION | Social Skills | | | As needed<br>As determined | |
| DURATION | - | | | - | |

# TYPOLOGY E




**ASSESSMENT CONSIDERATIONS:** These youth tend to not requires extensive assessment to formulate viable treatment and programming. However many of these youth struggle academically which may indicate the presence of a learning disability.

**TREATMENT APPROACH:** Youth in this Typology have strong protective factors. Building on the youth's current interests, activities, and relationships will help reinforce another other treatment intervention that is required.

**CASE PLAN ESSENTIALS:** The MDT team should strive to harness the positive aspects of the Typology E youth through the planful use of telephone calls, facility visits, and finding ways that the youth can continue to engage in positive activities and interested that were present prior to the close custody placement. Additionally determinations should be made early on to guide how much treatment should be completed in the facility before being transferred to a residential setting to complete treatment.

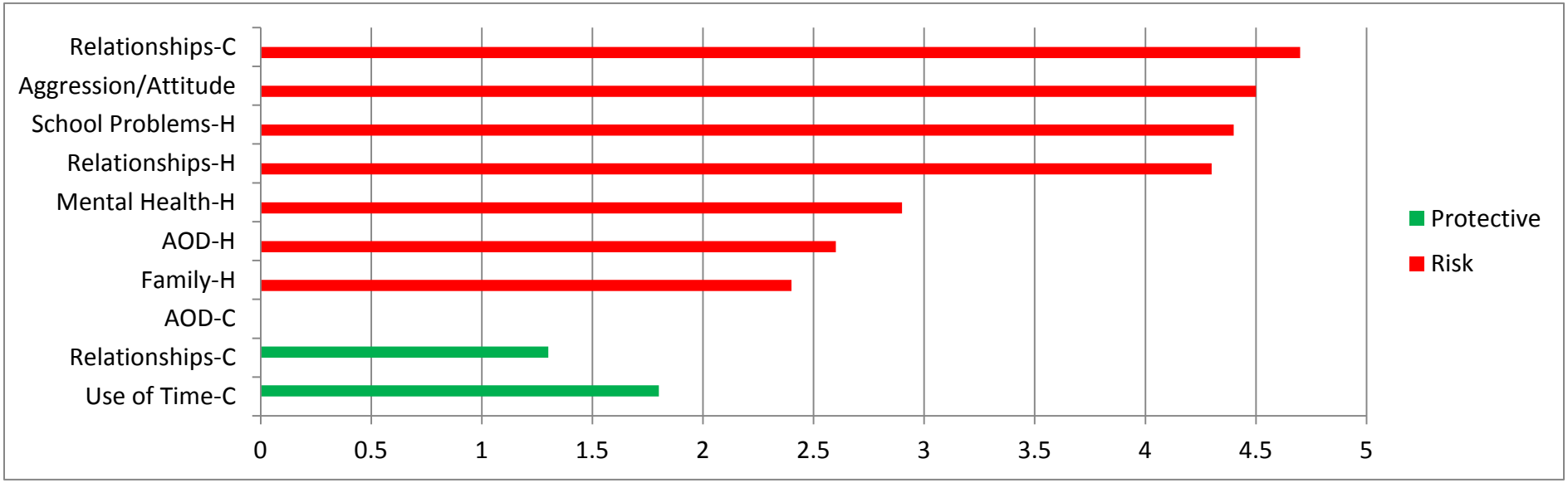
**TREATMENT PROTOCOL:**

**COURSE OF TREATMENT 1-6MOS**

**COURSE OF TREATMENT (SO) 3-12MOS**

| FOCUS | BEHAVIOR STABILIZATION | CRIMINOGENIC RISK | DRUG AND ALCOHOL | MENTAL HEALTH / TRAUMA | SO TREATMENT |
|---|---|---|---|---|---|
| INTERVENTION | Social Skills | COB | As needed<br>As determined | As needed<br>As determined | As Determined |
| DURATION | 1-3mos | 3-5mos | - | - | 3-18mos |

# TYPOLOGY F




**ASSESSMENT CONSIDERATIONS:** This youth should be referred for a comprehensive psychological assessment. The referral should suggest exploring trauma and mental health issues that could fuel aggressive behavior.

**TREATMENT APPROACH:** This typology represents youth that are extremely isolated and distrusting of the world. Rapport building and motivation enhancement will be critical for successful outcomes. Many of these youth have a diagnosed learning disability which when combined with a mental health or trauma issue often results in the frequent display of aggressive behavior.

**CASE PLAN ESSENTIALS:** This sort of youth will need to endorse their program requirements. Contracting with the youth may be a technique that will help gain endorsement from the youth and foster motivation. The typology data indicate that this youth has little in the way of supportive relationships for assistance. Much effort needs to be devoted to helping the youth establish positive relationships with adults within the program and in the community.

**TREATMENT PROTOCOL:**

**COURSE OF TREATMENT 15-18MOS**

**COURSE OF TREATMENT (SO) 18-24MOS**

| FOCUS | BEHAVIOR STABILIZATION | CRIMINOGENIC RISK | DRUG AND ALCOHOL | MENTAL HEALTH / TRAUMA | SO TREATMENT |
|---|---|---|---|---|---|
| INTERVENTION | ART + Social Skills + MET | COB | Relapse Prevention | As needed<br>As determined | Kaufman |
| DURATION | 6-9mos | 5-6months | 1-3mos | Ongoing | 9-18mos |

# APPENDIX A: PLACEMENT & TREATMENT CHARTER

| **Project:** | **Placement and Treatment** | **Don Cozad (Project Manager)** |
|---|---|---|

| | |
|---|---|
| **Situational Assessment & Opportunity Statement** | The ideal juvenile justice system protects the public by minimizing recidivism, promoting positive youth outcomes, and providing treatment in the least restrictive environment. Despite efforts, few juvenile justice systems approximate the ideal state effectively. Many juvenile justice systems struggle in achieving outcomes not because of a lack of effort, experience, or genuine concern for the youth; rather, these systems suffer from a lack of information. Juvenile justice professionals with incomplete information cannot always determine the best treatment option for each youth. Making a less-than-optimal placement decision for a given youth has potential negative outcomes that are far reaching. Youth may have unnecessarily long commitments, youth may be over- or under-exposed to treatment, and there may be increasing costs without achieving increased benefit. The outcomes of decision-making are varied, and more importantly, quantifiable. National leaders in juvenile justice are leveraging data for decision making to ensure youth are placed in the correct placement, provided effective treatment for the appropriate amount of time, and transitioned in a way that optimizes benefits. |
| **Solution Statement (including Scope)** | OYA has access to the Juvenile Justice Information System (JJIS), which houses data from youth in all 36 Oregon counties, youth committed to OYA, and youth sentenced under DOC either through Measure 11 or waiver. The system includes data on risk, need, and other areas that can be used to inform the best placement for youth within our system. Based on the analysis of the data, we can improve practices in identifying optimal placements, reducing length-of-stay, increasing capacity for achieving positive youth outcomes, reducing recidivism rates, and providing more effective transition supports.<br>Focusing on effective placements and treatment programming that are driven by existing data will enable more effective decision-making, placement mapping, and healthier environments. To fully adopt this solution, we will focus on key areas of the system including decision-making, placement mapping, and the environmental contexts of our service settings.<br>  <br>This work may require new services or the enhancement of existing services based on youth need. Using data at key decision points, engaging in informed placement mapping decisions, and enhancing our environmental contexts enables OYA to achieve an optimal operational state in facilities and community placements and best serve youth in Oregon's juvenile justice continuum. |
| **Top Barriers, Risks, & Mitigation** | **Solution Methodology:** If the solution is not clearly understood, then loss of engagement and productivity will occur. Therefore, all roll out strategies should start small (pilots) and evolve based on successes and readiness.<br>**Tension for Change:** If changes in business practices (facilities, residential providers, communities, juvenile departments) are not clearly understood and planned for, then loss of engagement will occur. Therefore, inclusion of these stakeholders in the process is required. |
| **Project Team** | There are over 70 people representing the three major efforts of this project (decision making, placement mapping, and environmental context). Each effort will have a "project lead" (TBD). Additionally, it is important to note that the PYD project is associated with this effort. |
| **Success Measures** | Success is measured based on the youth outcome domains: Work, Relationships, Health, Education, Community, and Creativity. Actual measures have not yet been designed. |

**Organizational Impact:**

Using a positive youth development approach, the premise of the Placement and Treatment component of the YRS is to use data to place the right youth in the right placement, receiving the right services, for the right length of time. The Placement and Treatment component of YRS is very impactful on getting the right services to the right youth for the right length of time. It can offer cost-benefit to the agency, improve services to youth, reduce recidivism, and increase positive youth outcomes.

# PROGRAM EVALUATION CONTINUUM

## EXECUTIVE SUMMARY

The Oregon Youth Authority (OYA) is governed by a State mandate (ORS 182.525) to prove youth treatment services are evidence-based and cost effective. To do so, the Correctional Program Checklist (CPC) is used to evaluate close custody facilities and residential programs. Traditional methods of program evaluation such as this requires years before effectiveness can be determined because the agency must wait to see if youth recidivate (the primary measure of effectiveness). This lag in data can be troublesome due to its historic nature. More consistent and timely data analysis is needed to anticipate the likelihood of a reduction in recidivism at the time we place youth into a program. The Program Evaluation Continuum (PEC) is aimed at addressing this issue.


The PEC initiative makes data available for decision making to enable rapid responses to emerging issues regarding effectiveness and youth placement. The initiative includes evaluation of program integrity, treatment progress, and service matching. The data representing these components, when analyzed along with outcomes, illustrate OYA's program effectiveness. These outcomes (as illustrated by reports) provide the necessary compliance to ORS 182.525 (integrity and cost effectiveness) and importantly data necessary for program administrators to determine performance effectiveness (positive youth outcomes and recidivism). If performance is strong, best practices are captured and shared with other programs. If not, action plans are developed and implemented for improvement. In both cases the mindset of continuous improvement is established. In short, PEC is a rapid response system to detect and address emerging issues via data-informed decisions that aim to result in more efficient resource allocation and improved services to youth.

The objective of this whitepaper is to provide an overview of the PEC initiative. To do so, this paper provides necessary background and situational assessment regarding the initiative and a detailed review of the opportunity in executing the initiative. A project charter is also provided for context associated with implementing the PEC. Questions regarding this report should be directed to Sharon Pette at sharon.pette@oya.state.or.us or Tim Rahschulte at tim.rahschulte@oya.state.or.us.

# BACKGROUND & SITUATIONAL ASSESSMENT

The Oregon Youth Authority (OYA) is familiar with examining the performance of its correctional programs. In 2003, the Oregon legislature passed a mandate (ORS 182.525, formerly SB 267) requiring five state agencies (Department of Corrections, Oregon Youth Authority, State Commission on Children and Families, Department of Human Services: Addictions and Mental Health Division, and Criminal Justice Commission) whose primary purpose was to reduce recidivism or decrease the need for emergency mental health services, to certify their funding is allocated to evidence-based programming. This mandate directs the agencies to develop, implement, and maintain the use of treatment funds on evidence-based programming based on a graduated scale over multiple biennia ultimately reaching a 75% target by the 2009-11 biennium (see table).

| Biennium | Threshold |
|---|---|
| 2005-07 | 25% |
| 2007-09 | 50% |
| 2009-11 | 75% |
| 2011-. . . | 75% |

Each agency affected by ORS 182.525 is required to submit a report every two years to the Oregon Interim Judiciary Committee detailing agency performance relative to the targeted threshold. OYA met each of these targets for biennia 2005-11 and continues to report performance per the ORS.

To accommodate the state mandate (ORS 182.525) OYA selected to use the CPC[1] instrument to assess the performance of its close custody facility units and contracted community residential programs. The CPC measures the degree to which programs adhere to the principles of effective correctional intervention (i.e. those components that are correlated with the reduction of recidivism). Additionally, agency protocols have provided structured guidelines regarding the frequency of CPC reviews, team composition, inter-rater reliability scoring meetings, and other key elements necessary to ensure data quality and integrity of the on-site review process.

While the information from the CPC is useful in documenting compliance with the Oregon state statute and providing a road map for program improvements, relying solely on the CPC to generate a comprehensive picture of program effectiveness is myopic. The CPC instrument provides a mechanism to assess how well programs are *expected* to perform (i.e. reducing recidivism). Therefore, while the CPC measures program integrity, it does not quantify *actual* program effectiveness, thus raising questions like:

- "Did those programs which scored 'Highly Effective' or 'Effective' on the CPC actually present better outcomes for Oregon youth (i.e. did fewer number of youth recidivate)?
- Are there other key factors that influence a program's overall performance?
- What other measures indicate program success beyond recidivism?"

| The 4 PEC Components |
|---|
| Program Integrity |
| Treatment Progress |
| Services Matching |
| Outcome Data |

These questions suggest the need for a more comprehensive program evaluation to ensure effectiveness – as measured by not only evidence based cost effectiveness, but importantly program effectiveness in terms of program integrity, treatment progress, and services matching.

[1] Formerly the CPAI from Gendreau and Andrews- this needs a full citation

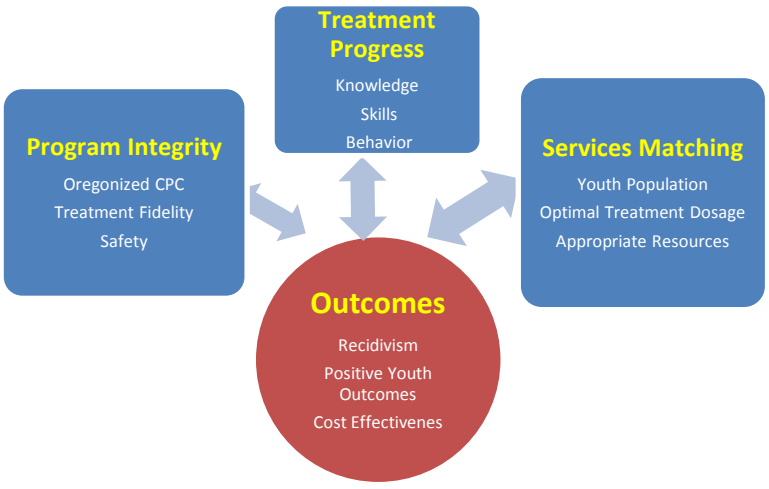
## SOLUTION OPPORTUNITY

Stemming from the questions above, the concept of a Program Evaluation Continuum (PEC) was created. Eight subcommittees comprised of OYA staff and stakeholders convened to fully conceptualize the details of the PEC model with the vision of providing a comprehensive assessment of program effectiveness.

The continuum model is comprised of four key components (program integrity, treatment progress, services matching, and outcome data), each with several subcomponents. Each of these subcomponents is supported by research and/or literature showing these factors are positively correlated with a likelihood of reducing recidivism. It is important to note, the individual PEC components or subcomponents do not provide a complete picture of program performance. Rather, it is through the collective application (relationship) of these various components that generates the picture of program performance and illustrates the true value and utility of this model. (The appendix further explores the various pieces of the PEC.)

Data from each of the individual PEC components will be monitored regularly to provide ongoing feedback to programs (i.e. close custody facility living units and treatment mall and contracted community residential programs). In so doing, programs will maximize their ability to readily identify areas for improvement, determine root causes of issues, and be able to devise and implement effective strategies to remedy problems contributing to decreased program effectiveness.

While each of the four components is important, the "Outcomes" component serves as the "pulse" of the model and includes program "effect size" for positive youth outcomes and recidivism. The "Outcome" data component includes higher-level juvenile justice agency outcomes and allows programs to immediately respond when outcomes are trending away from targeted performance. More specifically, when the "Outcome" data component suggests program effectiveness is declining (i.e. increased recidivism rates and/or decreased positive youth outcomes), programs can use data from the other PEC components to determine the root cause of the decline and work out root cause solutions rather than symptom treatment. Further, this allows programs to rapidly address the underlying issue for poor program performance, rather than experimenting with program changes. Because the "Outcome" data component is the indicator that triggers an investigation of the root cause of program ineffectiveness, this "pulse" will be monitored frequently (a minimum of quarterly). This is a much improved approach as compared to standard practice. Current evaluations require years of service before adequate number of participants can be used to determine effectiveness. This requisite two or three years of services coupled with sufficient time period to have the "opportunity" to recidivate ensures programs exist for a minimum of five years before effectiveness can be determined. Using this evaluation method, if programs delivering ineffective services are given an opportunity to improve, the



period of experimentation could last ten years before ineffective programs are terminated. Clearly, this evaluation methodology is inadequate. New research techniques coupled with technology improvements can provide immediate and continuous results to program providers and administrators. In this way, the PEC allows programs to rapidly respond to changing issues and client populations if necessary, based on performance data.

In addition to providing immediate results and having the ability to be nimble, the PEC must provide real-time data to programs and program administrators (i.e., contracted community-based residential program directors and close-custody facility managers). Data on specific indicators should alert programs when outcomes are declining or not meeting the desired thresholds and targets. Identifying a declining outcome should be coupled with tools that allow program administrators to uncover root causes and make improvements. This consistent feedback allows programs to "course correct" immediately after early identification of issues.

The PECs ability to provide immediate feedback on key performance indicators is a crucial enhancement to the traditional systems that measure program success. The PECs ability to provide recidivism information on a regular basis ensures programs can make program improvements using data. The comprehensive PEC framework also includes other "success" indicators such as the optimal length of stay for individual programs. Using a number of data sources to provide a comprehensive picture of program performance allows programs to make informed decisions and allocate resources towards targeted improvements.

Achieving the ideal state by fully implementing the PEC would allow OYA not only to remain compliant with ORS: 182.525, but importantly provide:

1. *Immediate and ongoing feedback to programs.* Data from the PEC will allow program leadership to continually fine-tune programming and ensure services are staying aligned with effective practices. The real-time data aspect of the PEC allows programs to monitor effectiveness and readily respond to emerging issues. This represents a tremendous enhancement to traditional outcome studies that require a three-year wait period for outcome results (i.e. recidivism rates).

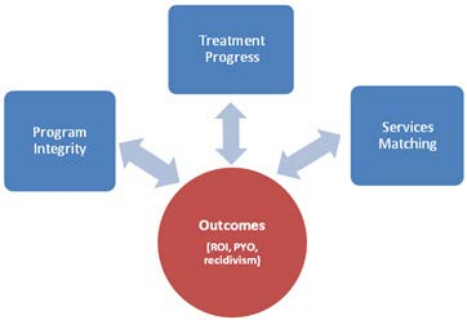
2. *Data driven decision making.* The Services Matching component provides information about with which youth programs have demonstrated the most success. In this way, youth and programs can be matched for optimal effectiveness and efficient resource allocation to meet system needs.

3. *Increased transparency and accountability* by making PEC data visible to program leadership, staff, and stakeholders. Future implications may include using PEC data to support performance-based contracting with community residential providers.

4. *Generating agency and program cost savings*. By regularly monitoring the various PEC components, programs are able to rapidly "course correct" and address deficient areas. This immediate response to problems ensures money invested in programs and services is spent judiciously - on services that will produce the most positive youth outcomes (i.e. more engaged youth contributing to society, decreased costs associated with recidivism, etc.)

# APPENDIX A: PEC CHARTER

| **Project:** | **Program Evaluation Continuum** | Sharon Pette (Project Manager) |
|---|---|---|

| | |
|---|---|
| **Situational Assessment & Opportunity Statement** | The OYA is governed by a State mandate (ORS 182.525) to prove youth treatment services are evidence-based and cost effective. To do so, the Correctional Program Checklist (CPC) is used to evaluate facility units and residential programs results. Oftentimes, evaluation studies of a specific program or setting can take years because the agency must wait to see if youth recidivate to determine if the program or service was in fact effective. This lag in data can be troublesome due to its historic nature. More consistent and timely data analysis is needed to anticipate the likelihood of a reduction in recidivism at the time we place youth into a program. |
| **Solution Statement (including Scope)** | The Program Evaluation Continuum (PEC) initiative analyzes and forecasts data that are made available to program administrators for decision making, thus enabling rapid responses to emerging issues regarding effectiveness and youth placement. This requires access to data, participation of leadership and program staff, and data warehousing capabilities. The initiative includes evaluation of program integrity, treatment progress, and service matching. The data representing these components, when analyzed along with Outcomes illustrate OYA program effectiveness. These outcomes (reports) provide the necessary compliance to ORS 182.525 (cost effectiveness) and importantly data necessary for program administrators to determine if their work is meeting outcome targets or not (positive youth outcomes and recidivism). If targets are met, best practices are captured and shared with other programs. If targets are not met, action plans are developed and implemented. In both cases the mindset of continuous improvement is established. In short, PEC is a rapid response system to detect and address emerging issues via data-informed decisions that aim to result in more efficient resource allocation and improved services to youth.<br>  <br> |
| **Organizational Impact:** | The PEC will impact the OYA enterprise because this is a system level effort impacting personnel in the central office, facilities, community residential providers and other stakeholders. Primarily, the impact is as follows:<br>• Facility personnel will need to conduct pre/post tests and fidelity checks<br>• Community residential providers will need to provide data (fidelity and treatment progress data) currently not provide<br>• Central office personnel will need to document and communicate new data to stakeholders; this may include new technology to capture and report data |
| **Barriers & Risks (Top 5) & Mitigation** | **Resource Allocation:** If project resourcing is not allocated, then some tasks may not be accomplished. Therefore, dedicated project resourcing must occur rather than work assigned as additive to other, competing priorities.<br>**Data Accuracy:** If data is not consistent (accurate), then decisions will be faulty. Therefore, we need to ensure not only that training is effective, but that there is also an audit or oversight function for quality control.<br>**Agency Cultural:** If we implement tools and expectations without a cultural change effort, then we risk resistance or rejection of the project. Therefore, we need a change management effort for PYD and YRS.<br>**Ability to Adapt Based on Population Need:** If we are unable to change quickly to population need, then we maybe unprepared to provide specific youth treatment due to over-specialization. Therefore, we need to be prepared to address all typologies and nimble enough to accommodate population need. |
| **Project Team** | Debbi Martin, Ed Wyller, Kirsten Kolb, Whitney Vail, Nick Sotelo, Tracie Hightower, Bruce Waldrup, Amy Fraley, Paula Bauer, Christina Puentes, Gary Westoby, Heber Bray, Cherie Lingelbach, John Weigel, Lance Schnacker, Erin Fultz, John Fox, Steven Carter, Tina Crawley Jonathon Gant, JP Jones, Shannon Myrick, Paul Bellatty |
| **Success Measures** | OP 6.12 – Treatment Fidelity<br>OP 6.6 – Correctional Treatment Assessment<br>OP 6.7 – Correctional Treatment Progress |

# APPENDIX B: A DESCRIPTION OF THE PEC MODEL SUBCOMPONENTS

As described earlier, each of the four PEC components are broken down into several essential subcomponents or categories. Each of these subcomponents plays a vital role in determining overall program effectiveness. The following sections provide a detailed description of each of the PEC components.

## *PROGRAM INTEGRITY*

There are three subcomponents to this PEC category: Oregonized CPC, Treatment Fidelity, and Safety.

### *Oregonized CPC*

Data obtained from the nationally normed Correctional Program Checklist (CPC) serves as the source from which the Oregonized CPC is generated. The CPC was developed by Dr. Ed Latessa from the University of Cincinnati and represents the sequel to the Correctional Program Assessment Inventory (CPAI) created by Gendreau and Andrews[2]. The CPC instrument measures a program's level of adherence to the "Principles of Effective Correctional Intervention." These principles are based on a meta-analysis of hundreds of research studies conducted over several decades and results from the CPC correlate with the reduction in recidivism.

OYA has been conducting CPC reviews since 2005. As with any data collection, there is risk relative to data integrity. To mitigate this risk, OYA has developed quality assurance protocols to mitigate risks to data integrity. Among these include extensive training for CPC lead reviewers including a skills demonstration component; formal mandatory inter-rater reliability meetings for all lead reviewers (a minimum of twice per year); and quality control checks on all CPC scoring sheets to ensure adherence to documented criteria.

Although studies have linked CPC scores with outcomes, the association between each of the 78 items and youth outcomes have not been sufficiently documented for Oregon youth. The "Oregonized" CPC would correlate each of the 78 CPC items with re-offense rates for youth in the Oregon juvenile justice system. This PEC component would rely on seven years of CPC program data from OYA close custody facility living units and contracted community residential programs. Statistical research methods will re-weight each CPC item using the item's correlation to Oregon youth outcomes - recidivism and Positive Youth Outcomes (PYO). The "Oregonized" CPC may include additional items not currently in the CPC such as employment, GED attainment, and vocational training, if these are shown to be highly correlated with decreased recidivism.

Calculations for the "Oregonized" CPC will be created based on the CPC scoring sheet currently entered into the Oregon Juvenile Justice Information System (JJIS). Using the "Oregonized" CPC score to supplement the traditional CPC score will allow programs to prioritize implementation of recommendations that are associated with CPC items that are highly correlated with a reduction in recidivism for Oregon youth surfacing from the onsite program review. This allows programs to focus their resources on program improvements that research shows will generate the "biggest bang for the buck." Automated reports detailing "Oregonized" CPC information will be used in technical support site visits to assist programs in improving overall effectiveness.

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[2] Gendrea and Andrews

Implementing the PEC model will not change the current practice of using the CPC tool to evaluate OYA programs. However, the *role* and frequency of CPC reviews will change based on the information obtained from other PEC data indicators. More specifically, in the initial stages of the PEC implementation, OYA will continue its current protocol with regard to frequency of reviews as previously described. As the various PEC data indicators become available, the need to conduct a CPC review every two years will decrease. The long term vision is to regularly monitor the PEC "Outcomes" component (which includes recidivism and positive youth outcomes) and if data reveal a program is declining in effectiveness, program leadership will use other PEC components to identify factors associated with declining performance. Essentially, the role of the CPC will shift from the sole program evaluation tool to one of many sources of information that will be used to help programs stay aligned with effective practices. As part of PEC implementation, it will be necessary for OYA to create specific formalized criteria that trigger a CPC program review (e.g. all new programs, if recidivism data continue to increase for a period greater than four months, new program manager, staff turnover exceeding 25%, etc.).

The integrity of the CPC review process will be maintained and remain unchanged. The review process will continue to involve a full-day site review comprised of a series of structured interviews, case file reviews, treatment group observations, and review of program materials. In addition, program reviewers will adhere closely to the established CPC scoring criteria and quality control measures currently in place.

### *Treatment Fidelity*

An essential part of effective programming is delivering treatment services with fidelity[3] . Fidelity means how closely a service or program is delivered according to its original/intended design. Fidelity reviews in a youth correctional setting involves observing treatment groups and/or staff-to-youth interactions. A standardized form is completed to determine how closely the specific model was followed and feedback is provided to group facilitators for the purposes of improving service delivery.

The PEC consists of two formalized treatment fidelity systems - one for OYA close custody facility living units and one for contracted community residential programs. In each of these formalized fidelity structures, two types of fidelity data will be provided to program leaders: 1) "General" fidelity and 2) "Curriculum-specific" fidelity.

The "General" fidelity assessment uses the standardized Cognitive Behavioral Therapy Group Checklist, to gather information highlighting the degree to which a treatment group facilitator adheres to the "Four Quarter System." Research upholds the most effective way to increase skill attainment is to use a structured approach to teaching a skill which involves:

1) explaining the skill;

2) modeling the skill;

3) having each group participant role play the skill; and

[3] Andrews & Dowden, 2005; Henggeler, Melton, Brondino, Scherer, & Hanley, 1997; Hennessey & Jr, 2003; Moncher & Prinz, 1991

4) providing opportunities for practicing the skill in increasingly more difficult situations.

The current OYA fidelity strategy will involve Treatment Services Supervisors (TSS) who are masters level counselors, conducting fidelity reviews on all treatment group facilitators at least once per group cycle (typically 10-15 weeks long) at their specified worksite. Information from these fidelity assessments will be entered into the Oregon Juvenile Justice Information System (JJIS) and automated summary reports will be generated. These fidelity reports will be provided to program directors at least quarterly, with a long-term goal of developing the capacity to provide this fidelity information on a monthly basis.

The second dimension of fidelity within the PEC is "curriculum-specific" fidelity. Due to limited resources and in order to better ensure implementation success, OYA will begin formally collecting fidelity information on two curricula only - Aggression Replacement Training (ART)[4] and Changing Offender Behavior[5] (COB). Once fidelity expectations and processes are clearly established, the agency will develop strategies to collect information on other treatment curricula delivered agency-wide.

Gathering "curriculum-specific" fidelity information will mirror the process used for conducting "general fidelity" assessments with the addition of inter-rater reliability sessions being held on a quarterly basis during Treatment Services Supervisor (TSS) meetings to ensure consistency among fidelity reviewers. Inter-rater reliability activities will include viewing taped treatment group sessions and having fidelity reviewers score ART and COB treatment groups using the curriculum specific fidelity forms as well as viewing a skills treatment group and rating fidelity using the Cognitive Behavioral Therapy Group Checklist.

As noted, the initial rollout of fidelity is focused on ART and COB for OYA close custody facilities. Establishing a solid fidelity system will require infrastructure changes and change to current business practices. Once established and successful, fidelity checks will then roll out to all OYA curricula and plans will be established as to how best to work with residential providers to gather fidelity information.

### *Safety*

Effective rehabilitation can only occur if youth feel safe. In addition, reformation can only be accomplished by ensuring youth are not re-exposed to past trauma. Consistent with national research, Oregon data show many of our youth have suffered some significant trauma in their lifetime. If youth safety is compromised or youth are re-traumatized, passive participation and poor internalization of treatment concepts will occur. Low level internalization will translate into increased negative outcomes for youth (i.e. inability to regulate anger, increased likelihood to recidivate, etc.). For this reason, data elements concerning youth and staff safety or perceived safety, are included in the PEC model.

OYA currently collects safety information for close custody facilities and the contracted community residential programs. Information stored in Oregon's JJIS system will allow monthly automated reports

[4] Goldstein, Glick, & Gibbs, 1998

[5] Changing Offender Behavior

to be generated , although some report measures will only be available twice per year (depending on the data collection source).

Three main sources will populate the safety portion of the PEC:

1) Performance-based Standards (PbS) – data collection occurs at close custody facilities (not community residential programs) twice per year;
2) Internal "Youth Service Survey" – data are collected in contracted community residential programs twice per year;
3) Incident data which includes Youth Incident Reports, Prison Rape Elimination Act (PREA) information, and a number of critical safety indicators collected by the OYA Professional Standards Office (PSO) and OYA Human Resources Unit (see chart below "Additional Measures" for details).

Program safety information will be provided monthly, quarterly, or semi-annually (depending on the specific data source). The table below details current indicators expected to appear on the safety portion of the PEC program progress report.

| Close Custody Facility Measures | Community Residential Program Measures | Close Custody AND Community Residential Program Measures |
|---|---|---|
| • Injuries to youth and staff<br>• Suicidal behavior<br>• Assaults to staff and youth<br>• Isolation time<br>• Contraband<br>• Staff and youth fear for safety | • Suicide attempt<br>• Injuries greater than first aid<br>• PREA (Prison Rape Elimination Act) information<br>• Child abuse reporting<br>• Death or major issue<br>• Significant law violation<br>• Youth injured<br>• Runaways | • Professional Standards Office (PSO) contacts<br>• Use of force reviews<br>• Total number of complaints and number of founded complaints<br>• Critical incident reviews<br>• Staff injury resulting in a time loss event<br>• Safety Committee reviews<br>• Safety allegations<br>• PSO hotline complaints and investigations<br>• PREA data<br>• Child abuse reporting |

## *TREATMENT PROGRESS*

The PEC "Treatment Progress" component uses pre-post test measures to determine youth progress in three key areas: 1) Treatment knowledge attainment, 2) skills acquisition, and 3) behavior change. Using formal assessments, standardized checklists, and structured case plan competencies, information can be gathered at various times during a youth's stay. At a minimum, data will be gathered at intake, prior to the start of treatment, upon treatment group completion and at point of release. The agency may also choose to administer these assessments every 90 days to assist in clinical decisions regarding youth treatment. Each of

the three Treatment Progress areas (i.e. knowledge, skills, and behavior) measured by pre/post testing and the methodology for collecting this information, is described in detail below.

### *Knowledge*

Having awareness and knowledge is necessary in order to change behaviors and maintain these behaviors over time. The pre/post testing recognizes knowledge before and after treatment, and thereby assesses knowledge obtained during the intervention. The level of attainment during or after treatment should be highly correlated with youth outcomes if OYA services are effective. Knowing the three scores (i.e. pre, post, and change) is crucial to positive youth development and improving youth outcomes.

Youth will be given a pre-test prior to beginning each 10-15 week treatment group cycle. These knowledge tests will be specific to each curriculum and closely aligned with unique learning objectives. Upon completion of the treatment group cycle, youth will complete another knowledge test identical to the pre-test. All pre/post test information will be entered into JJIS; this allows data to be extracted and summarized in an automated report. This information will be provided to program leadership at the end of each treatment group cycle (approximately once per quarter).

Gathering pre/post test information is the first step in identifying what youth are gaining from treatment. Reviewing post-test information allows staff to recognize the treatment concepts which youth continue to struggle and which concepts youth have begun to understand. Identifying deficient areas provides staff an opportunity to more intensively target particular treatment areas. This information may translate into modifying treatment, more individual treatment, having youth repeat specific treatment modules, and/or completing additional homework assignments. While youth will be permitted to re-take the post-test, for information purposes, only the initial post-test will be entered into JJIS.

In order to successfully implement this component some resource challenges will need to be adequately addressed. Among these are:

- Staff time needed to develop and administer pre/post knowledge tests for all OYA treatment curricula; (will begin with pre/post knowledge testing for the Changing Offender Behavior (COB) and for Aggression Replacement Training (ART) curricula to maintain consistency with the treatment fidelity approach)
- Resources to develop pre/post knowledge tests in Juvenile Justice Information System (JJIS) (over 30 unique OYA curriculum and even more curricula for residential providers); creating automated JJIS reports to display PEC information;
- Resources to revise agency policies, protocols, and community residential program contract language to support the new business practices

### *Skills*

Many OYA youth have delayed development processes and limited age-appropriate skills. Cognitive Behavioral Treatment (CBT) addresses cognitive and behavioral deficits by focusing on skill acquisition. Most of the approved OYA curricula aim to cultivate the requisite skills necessary for proper development. “Skills” can be broadly divided into two categories - cognitive and behavioral. The PEC will

include a pre/post testing system recognizing skill development for both cognitive and behavioral functioning.

Developing cognitive skills that improve functioning in more stressful situations and interpersonal daily living is one measure of program success. One tool that measures cognitive skills acquisition is the Thinking Skills Inventory (TSI). The TSI was selected to provide information on youth progress in five key areas: 1) executive functioning; 2) language processing; 3) emotion-regulation; 4) cognitive flexibility; and 5) social skills. The TSI includes assessment of 30 skills within five domains (i.e. thinking before responding; considering the likely outcome of his/her actions; considering a range of solutions to a problem, managing irritability/anxiety/disappointment in age appropriate ways, accurately interpreting nonverbal social cues, etc.). The TSI will be administered during a youth's initial close custody placement; when the youth transitions to a long-term living unit; and any time there is a placement change. The long-term vision for pre/post testing for skills acquisition is the TSI will be conducted every 90 days as part of the Multi-Disciplinary Team (MDT) meetings. This pre/post test information will be entered into JJIS and be summarized on an automated skills acquisition report for close custody facility living units.

Once the TSI has been successfully implemented in OYA close custody facilities, the agency will work with contracted community residential programs to determine how skills acquisition information can be obtained for youth in their programs. A number of OYA employees and contracted residential providers have already been trained on the TSI. . The goal is to incorporate TSI pre/post information as standard practice at intake and transition at close custody facility living units and community residential programs.

In addition to using TSI, OYA is considering adopting the Developmental Assets Profile (DAP[6]). This self-report inventory measures a number of developmental factors related to skills, assets and competencies necessary for youth to successfully transition to adulthood[7]). Youth will complete the DAP upon commitment to OYA as part of the standard intake process, prior to release from close custody, and when there is a community residential program placement change.

### *Behavior*

OYA requires all youth to have a detailed case plan that follows them through the state juvenile justice system. These case plans are housed in the automated Juvenile Justice Information System (JJIS). Every 90 days youth are "graded" on a number of long-term goals and behavioral competencies. Consequently, OYA is data rich in tracking youth progress related to completing treatment goals.

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[6]Search Institute. Why are the 40 developmental assets important? Available at: http://www.search-institute.org/assets/importance.html.

[7] Butts, Bazemore, and Meroe, 2010

Despite having an abundance of data, there may be barriers preventing the immediate implementation of the pre-post behavior change PEC component. First, the youth case plan has a menu of over 100 case plan competencies from which staff may select and these competencies are not linked to specific curriculum. This makes it nearly impossible to determine behavior progress post treatment. Further complicating the matter is the fact that although youth are rated every 90 days using a five-point Likert scale, there is wide variability in scoring among staff (i.e. differences in what a score of three looks like). Identification of the pre/posttests and developing inter-rater reliability is necessary before useful data can be obtained. These barriers must first be addressed in order to extract meaningful behavior progress information from youth case plans.

Implementing the pre/post behavioral component of the PEC may be resource intensive and may require a significant investment from the OYA Information Systems (IS) unit. Additionally, it will be necessary to convene a long-term workgroup comprised of a variety of OYA staff (i.e. Treatment Services, IS developers, research, etc.) to begin identifying the pre/post tests most likely to recognize skills and behavior change attainable through treatment. A workgroup must be created to decrease the number of OYA case plan competencies; map competencies to specific OYA curriculum; revise competencies to be more behavioral in nature (reflect observable behaviors); and determine a method for quantifying youth progress (create a meaningful scale on which to rate youth every 90 days that will also ensure consistency among staff).

Once the case plan competency workgroup completes the tasks described above, and when the IS unit has developed the new behavioral case plan in JJIS, all staff will be formally trained on the new case plan format, competency definitions, and rating scale. Following the full scale implementation of the new case plan to OYA staff, automated reports detailing behavioral progress will be created. These reports will be provided to program leadership on a quarterly basis. In addition, a strategy for collecting pre/post behavior information from residential providers will need to be developed.

## Services Matching

The "Services Matching" component identifies the likelihood of a youth's success if a youth receives a particular service. Statistical modeling is used to answer the question, "Which program will most effectively serve this youth?" In addition to determining most effective program for each youth, the "Services Matching" component also addresses the question, "What is the optimal length a program should serve youth to ensure the highest likelihood of crime-free lifestyles once released?"

Service matching is comprised of three components: optimal treatment dosage, the youth population, and appropriate resources. Each is detailed below.

### *Optimal Treatment Dosage*

Optimal dose is considered the most appropriate period/intensity of treatment to minimize the likelihood of recidivism. Oregon data suggests an appropriate length of stay in correctional treatment

programs vary. Client demographics (i.e. age, gender, etc.) as well as the intensity of services offered by the program (treatment dosage) can influence the optimal dose.

Research indicates there is a "saturation" point at which youth absorb the effects of treatment. Keeping youth longer in a program or having youth repeat the same treatment curricula numerous times does not produce maximum benefit/results from treatment. In fact, providing youth with services beyond the optimal treatment dosage is counterproductive to achieving desired outcomes. Essentially, doing so decreases youth engagement and increases the likelihood of recidivating. Beyond the optimal length of stay there is generally a slope of diminishing returns followed by elevated recidivism rates. In this situation, the youth has extracted all benefits from the program and additional exposure to treatment will only increase the likelihood a youth recidivates.

Data suggests extremely short periods of treatment are generally associated with high recidivism rates. Ending treatment too early increases risk and deprives youth of beneficial treatment. As more treatment is provided, the recidivism rates of youth declines. However, if too much treatment is provided to youth, the likelihood that youth will recidivate begins to increase. In short, there is a "sweet spot" where dose is optimal and recidivism is minimized to its lowest point. Knowing the diminishing return point allows administrators to maximize the benefit of the system and minimize recidivism.

Currently, OYA has optimal length of stay calculations for its contracted community residential programs and its close custody facility units. This length of stay calculation, however, does not take into account how much treatment youth in the program are receiving. The long-term vision is to refine the length of stay calculations to reflect treatment dosage rather than merely length of time in a program. Optimal treatment dosage information will allow for better resource allocation, through targeted program-specific treatment dosage. Ideally, if treatment dosage information is used to inform service provision, programs will not unnecessarily provide youth with additional treatment hours. Also using this information will ensure treatment beds are not occupied by youth while increasing likelihood of recidivating.

### *Youth Population*

Oregon's Youth Reformation System allows OYA to place youth based on typology information into programs where youth will have the greatest likelihood of succeeding. This ability allows OYA to triage each youth to programs which will have the greatest impact on youth (i.e. minimizing recidivism and maximizing positive youth outcomes). The ability to determine with whom a program is most effective may impact the type of youth a program serves. For example, if a particular program is very effective with young and highly criminal youth, the program will seek these youth for their program. Prior to matching youth and services, the same program may seek different youth populations considered amenable to treatment. Not knowing their effectiveness the program may continue to seek these youth for their programs. As programs are provided effectiveness information the types of youth a program accepts into its program will change. It will take several years before this PEC component is effectively implemented and the system is running smoothly.

### *Appropriate Resources*

> As programs learn with whom they are most effective, additional information regarding youth populations poorly served by juvenile justice programs will also be brought to light. Once youth populations poorly served by existing programs are identified, new programs specifically designed for these youth can be developed, implemented, and tested. Programs within the system (close custody and contracted community residential programs) may require some flexibility with aligning services with changing youth needs. The ideal state, which includes maximum program effectiveness throughout the juvenile justice system, will continually develop new programs as less effective programs adapt and become more effective. Programs will adapt to assure maximum effectiveness and new programs will be developed to serve populations poorly served with existing programs. Regardless of alignment changes, the expected improved efficiencies derived from matching youth and service are great and resulting program effectiveness is appealing.

Information needed to generate youth typologies (which helps determine population with which a program is most effective) and optimal length of stay is automatically derived from data housed in Oregon's Juvenile Justice Information System (JJIS). Services matching information will be provided to close custody facilities and community residential programs when JJIS data are refreshed (a minimum of once per week) and automated reports will be generated a minimum of quarterly.

## Outcomes

The outcomes category serves as the pulse of PEC and consists of three primary vital signs/indicators of PEC. The first measure is recidivism, defined as a subsequent felony conviction or adjudication within three years of release or beginning of probation. The second measure considers Positive Youth Outcomes, which includes several indicators of success (i.e. obtaining education degrees and vocational certifications, being actively engaged in school/work, developmental outcomes, etc.). The third measure or subcomponent is "cost-avoidance" or "return on investment." This third piece allows us to determine for every dollar spent or invested in a particular program, how much estimated cost savings is generated by avoiding future crimes.

It is important to note the first two pieces of "Outcomes" (recidivism and positive youth outcomes) serve as the "pulse" of the PEC model, meaning this component is monitored more frequently than other PEC components and provides information regarding whether program services are *actually* producing the intended results for youth.

### *Recidivism*

> A key component of an ideal program evaluation continuum includes the timely and accurate estimation of program effects. To continuously quantify the reduction in recidivism attributable to programming, a statistical methodology must be developed and automated.
>
> The methodology that quantifies a program's effectiveness matches control and treatment youth using these static and dynamic youth characteristics. For each youth provided treatment or programming (i.e. treatment youth), an "identical" twin who does not receive the service is identified (i.e. control youth).

For each youth provided a service, an identical youth not provided the service, is paired with that youth. The "propensity matching" creates two very similar groups. The matching system identifies the treatment group (i.e. those receiving the program) and creates a very similar control group (i.e. not receiving the program or a similar program). The "identical twin" has a similar criminal history, is the same age, is the same gender, and generally has similar criminogenic needs. The intent is to pair the treatment youth with non-treatment identical twin. If the only difference between the paired youth is treatment involvement, the effect of treatment on recidivism can be estimated. Although the treatment group may contain dissimilar youth, the collection of "identical twins" in both groups mimics a random assignment of youth to a control and treatment group. When the groups are nearly identical, determining the recidivism differences between those receiving programming and those not receiving programming allows researchers to quantify treatment effectiveness

How do we know both groups would have similar recidivism rates if the treatment group were not provided treatment? The equation that associates youth characteristics with an outcome identifies the youth characteristics used in the matching process. The equation development process identifies the pertinent youth characteristics and quantifies the predictive accuracy for each equation. The equations with the best predictive accuracy consistently identify the youth who will recidivate and youth who will not recidivate. The OYA Juvenile Justice Information System (JJIS) provides enough data to generate accurate equations and identify recidivism risk for each youth.

How can we evaluate all programming offered to OYA youth in close custody facilities and in the community? Most program evaluations rely on researchers to match control to treatment youth. Essentially for each youth provided treatment, an identical twin not provided treatment is identified. The treatment recidivism rate is then compared to the control recidivism rate to generate estimates of program effectiveness. When dozens of programs are involved, an automated system should be developed to automatically match treatment youth with control youth. Currently, the OYA operates more than 30 individual close custody living units and contracts with nearly 40 community residential programs, making automation a logical choice. The numerous variables associated with the outcome (recidivism in this example) are all simultaneously used to identify the identical twin. Each matching variable is "weighted" to recognize its strong or weak association with recidivism. Youth characteristics most associated with recidivism are weighted more heavily and are considered more important in the matching process. This simultaneous consideration of variables ensures the best match is identified for each treatment youth.

The common program effectiveness measure often uses three year recidivism as the outcome. Although this universal measure of program effectiveness is often preferred, the evaluation only considers youth who left the program at least three years ago. When programs and youth populations change, estimates of program effectiveness may not accurately predict future program success. The long periods between program evaluations can allow programs to drift and become less effective. If a program evaluation system continually aligns youth needs with program attributes, program drift will be minimized. As more information is provided to treatment programs, the programs will make the appropriate modifications to maximize their success and stay more aligned with youth outcomes.

The automated program evaluation system would simply identify the identical twin as the "treatment youth" leaves closed custody. The recidivism outcome would not be restricted to a three-year period and would include those released recently, as well as, those released many years ago. A youth leaving a closed custody facility may be paired with a youth on probation or a different identical twin being discharged from closed custody who did not receive the treatment. The pairing of identical twins considers time in the community (i.e. ability to recidivate) after involvement with a particular program. If a program wants to quantify the effectiveness of their program by considering the most recent 200 youth participants, a comparison with the 200 identical twins (i.e. those not receiving treatment) is available. The methodology does not wait three years for youth to recidivate. The actual recidivism rate of these 200 treatment and 200 control youth may be lower than the OYA three-year recidivism rate, however, a comparison can be made between the recidivism rates of the two groups. The relative magnitude of the two estimates (i.e. those receiving treatment versus not receiving treatment), generates the estimate of program effectiveness. Alternatively, a program may want to compare their current effectiveness (e.g. those served in the last three years) with their effectiveness five to ten years ago. The recidivism rate will be higher for the group served five to ten years ago than for those served in the last three years. Comparison of the treatment and control recidivism rates for each time period can provide estimates of program effectiveness regardless of time since release. Similarly, a program may want to identify their effectiveness with female youth. Regardless of when the females received treatment, the comparison between treatment and control recidivism rates can provide an estimate of treatment effectiveness. This same comparison can occur for any youth subpopulation if sufficient numbers are included in the subpopulation.

If treatment programs change the population of youth being served, is the program evaluation continuum affected? No, the program evaluation system is not affected. The youth being served by the program will be matched with similar youth (i.e. youth and highly criminal youth not receiving the program). If the new population of youth served in this program can be recognized by the variables in the equation, the identical twin can be identified. Thus the automated program evaluation system can evolve as the profile of youth being served by a program evolves.

This constant monitoring ensures the best programs are available to today's youth by constantly updating program attributes to match youth needs. More details on how PEC Recidivism data will be used to better match youth and shape future programming is described in the Services Matching component of this paper. The ideal state of the PEC is to allow the juvenile justice system to continually evolve by using data-informed decision making. By doing so, new programs will be created to serve more difficult youth populations, while existing programs will be enhanced to become more effective.

### *Positive Youth Outcomes*

OYA is implementing Positive Youth Development (PYD)[8] as a primary approach to treating youth offenders. PYD operates under several key premises including:

- Believing youth can be held accountable and *strengthened* at the same time;
- Understanding that PYD is not something we do *to* youth, but something we do *with* youth;
- Views youth as *resources* to develop, not *problems* to be fixed;
- Assuming a strengths-based approach fosters self-esteem and other protective factors in adolescents;
- Understands the connection between normal adolescent behavior and delinquent behavior can inform intervention; and
- Treats the symptom of delinquency differently than treating the cause of delinquency.

Many youth we serve may never return to a juvenile or criminal justice setting. As such, measuring outcomes indicative of positive development supports a broader picture of agency impact. By using the same automated program evaluation system for recidivism, Positive Youth Outcomes (PYO) can be assessed and monitored.

The initial measures used to indicate positive youth outcomes will be based on the recommendation of the Council of Juvenile Correctional Administrators (CJCA). The CJCA subcommittee on positive youth outcomes has identified three priority areas for agencies to begin developing a comprehensive measurement system for positive youth outcomes. Those areas are social connectedness, education and vocational skills, and healthy living.

OYA is working with system-wide partners to identify which outcomes in these domains are relevant to each part of the agency. Some of this information, such as education and vocational skill development, may already be available in JJIS. Other areas will require development of measurement capacity, collection, and analysis.

### *Cost Avoidance or Return on Investment*

The OYA return on investment model asks, "For every dollar spent or invested in a particular program, how much estimated cost savings is generated?" The cost savings component of the PEC relies on analyses conducted at the Washington Institute of Public Policy (WSIPP). The WSIPP benefit/cost avoidance model considers a variety of benefits resulting from offenders not committing future crimes. Some factors included in the equations are avoided costs associated with police arrests, court proceedings, incarceration, and victim reparations. More detailed information about the cost avoidance model on which Oregon's model is

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[8] Butts, Jeffrey A, Gordon Bazemore, and Audra Saa Meroe (2010). Positive Youth Justice - Framing Justice Interventions Using the Concepts of Positive Youth Development. Washington, DC: Coalition for Juvenile Justice.

based can be found in the article, "*Return on Investment: Evidence-Based Options to Improve Statewide Outcomes - April 2012 Update*."[9] In addition, the WSIPP "Return on Investment" technical manual provides the formula specifications used in the cost savings model[10].

There are challenges to implementing the WSIPP model in Oregon. OYA does not currently have effect sizes for close custody or community residential treatment programs. Fortunately, WSIPP has conducted some meta-analyses that can provide estimates (although WSIPP services do not perfectly align with programs/services offered at OYA). Although the proxy estimates are useful, generating OYA-specific estimates is necessary. Despite implementing evidence-based programming and despite having estimates from numerous well designed studies, there is no guarantee our services effectively reduce recidivism for Oregon youth. Proxy estimates may not accurately estimate effects and may mislead researchers and administrators. However, for the first draft PEC cost-effectiveness component, WSIPP estimates were used for programs which had *similar* program components and the same theoretical framework. For example, the WSIPP effect size for cognitive behavioral treatment was used as a proxy for the cognitive behaviorally based curriculum, "Aggression Replacement Training." OYA expects to generate effect size estimates on the Oregon youth population within the next year. The PEC cost-effectiveness model will continually be updated as effect sizes for Oregon youth become available. Once the PEC cost-effectiveness component is fully developed and stabilized, program providers and legislators will have access to this information quarterly. [It is important to note here that part of the reason to capture and evaluate cost benefit is based on the fact that simply making a large investment is does not guarantee results that are better than those from a smaller investment. Therefore, we will rely on cost benefit data to make decisions about how best to prioritize and allocate resources]

Below is a chart detailing the OYA curricula and corresponding effect size that was used to populate the cost-avoidance model.

| | OYA Curriculum/Program Name | Proxy Effect Size - Source |
|---|---|---|
| **Close Custody Facilities** | • Aggression Replacement Training (ART)<br>• Skill Streaming – Adolescent<br>• Teach Social Skills to Youth (Boys Town) | WSIPP ART |
| | • Changing Offender Behavior (COB) #1 and 2;<br>• Street S.M.A.R.T.S.;<br>• Rogue Valley – Cog 3 Making the Change Count | WSIPP cognitive behavioral meta analysis (2006 estimates for JUVENILES) |
| **Community** | Cognitive Behavioral Treatment (CBT) | WSIPP cognitive behavioral |

[9] *Lee, Aos, Drake, Pennucci, Miller, and Anderson;* http://www.wsipp.wa.gov/pub.asp?docid=12-04-1201).

[10] *Return on Investment: Evidence-Based Options to Improve Statewide Outcomes Technical Appendix Methods and User-Manual* by *Lee, Aos, Drake, Pennucci, Miller, Anderson, and Burley - April 2012;* http://www.wsipp.wa.gov/rptfiles/11-07-1201A.pdf

| | OYA Curriculum/Program Name | Proxy Effect Size - Source |
|---|---|---|
| **Residential Programs** | | (2006 estimates for JUVENILES) |
| | Multi-dimensional Treatment Foster Care (MTFC) | WSIPP MTFC |
| **Juvenile Crime Prevention, Diversion, and Basic Funding** | Functional Family Therapy (FFT) | WSIPP FFT estimates |
| | Aggression Replacement Training (ART) | WSIPP ART estimates |
| | Drug Court | WSIPP Juvenile Drug Court estimates |

Proxy effect sizes were not available for the following curriculum (close custody facilities) and for service categories in community residential settings:

*Close Custody Facilities* - Core AOD (Cannabis Youth Treatment – Motivation Enhancement Training – CBT 12); Pathways to Self-Discovery and Change; Responsible Sexual Behavior (Kaufman)-a) Transition and b) Treatment; and Seeking Safety.

*Community* - ATOD; Life Skills; and Sex Offense Treatment.

# APPENDIX C: YRS FOCUS ON YOUTH WITH ORGANIZATIONAL IMPACT

While the YRS Breakthrough and Positive Youth Development is focused on youth, there is organizational-wide impact. For example, effective PYD requires positive staff development. Similarly, YRS introduces tools and assessments (associated with Placement and Treatment and Program Evaluation Continuum in particular) that are additive relative to existing Organizational assessments. We note this here because while we are charged to focus on PYD and YRS, our work may adversely impact facility services if not coordinated with other organizational work. This can be illustrated by the assessments planned for YRS relative to existing assessments.

The OYA currently conducts a number of audits/reviews/assessments that provide useful information with regard to how close custody facility units are performing. More than 40 individual reviews take place over the course of a biennium and are not coordinated from a central point. In order to increase efficiencies and decrease disruption to facility units, some of these reviews will be consolidated. The YRS breakthrough will add 24 more reviews across the biennium. The table below displays these assessments. A revised consolidated review process is shown in Appendix D and is a recommendation for Cabinet consideration. This recommendation will lean the process(es) associated with data collection to mitigate confusion, disruption, and lack of coordination while optimizing pertinent data collection for decision making.

It is important to note that the list of OYA assessments below includes current assessments conducted by OYA, those conducted by external entities (i.e. OSHA), as well as future reviews/program assessments. While the vast majority of current assessments define "program" as a single close custody living unit, the more recent review processes, such as the YRS/PYD scale, aim to capture data on overall agency functioning as it relates to data informed decision-making and using a positive youth development approach..

| Facility Program Audits/Reviews/Assessments (Closed Custody & Camps) | | | | | |
|---|---|---|---|---|---|
| **Assessment** | **Frequency** | **Unit of Measure** | **Process** | **Facility/Field Impact** | **Responsibility** |
| **Safety & Security Audit** | Every two years (flexible) | Facility-wide | On-site, in person, staff interviews, document review, observation | Trained staff on Security reviews; unit staff and youth | Trained facility staff |
| **CPC Review** | Every year or two years (per score) | All facilities (units) | On site, in person, interviews | TMs, YCUCs, QMHPs, GLCs, Youth | CPC Team Leaders |
| **Mental Health Gap** | Every two years (April) | All youth | JPPOs & staff review all youth cases | JPPOs and facility QMHPs & TMs | Treatment Services |
| **Physical Plant Review** | Quarterly | All facilities | On-site inspection, review FPP and other documentation | Superintendents, Camp Directors, and local maintenance staff | Physical Plant Mgr |
| **Facility – Asbestos** | 2x per year (flexible) | Facilities with asbestos | Surveillance inspections | Local maintenance staff | Physical Plant Mgr |
| **Facility Condition Assessment (External)** | Every four years (flexible) | Facility-wide | On-site observation and documentation review | Local maintenance staff | Physical Plant Mgr |
| **Food Service (Meal)** | 1x per year (Fall – Sep/Oct) | Facility-wide kitchen and kitchens on units | On-site observation and review of operations; provide training | Kitchen staff and unit staff | Food Services Mgr |
| **Food Service (Storage)** | 1x per year (Spring – May/June) | Facility-wide | On-site observation and review of operations; provide training | Kitchen staff and unit staff | Food Services Mgr |
| **Food Service (Snack)** | 2x per year (Sep/Feb) | Facility-wide | On-site observation and review of operations; provide training | Kitchen staff and unit staff | Food Services Mgr |
| **Health Services Policy Audit** | Every 2 years (summer) | Every facilities – in medical clinic | On-site peer audit; review policies, and observe and interview nurses | Facility medical clinic staff and youth | Nurse |
| **Alcohol & Drug Certification Review** | Every 2 years | Facility Units (total 8-10 units) | On site, file review, youth & staff interviews; coordinated statewide | All staff and youth on AOD units | Treatment Managers |
| **Youth Safety Survey** | Every 6 months (May/Nov) | Residential programs | On-site safety survey | Community residential BRS programs and Foster Care Providers | CRU & Professional Standards Office |
| **Performance Based Standards (PBS)** | Every 6 months (April/October) | Facility-wide | On-site data collection process, youth surveys | Random sample of staff and youth complete surveys | PBS Site/State Coordinators |
| **Comm. Residential BRS & YCC audits** | Once every 2 years | Residential programs | On-site reviews | Community residential BRS programs, county YCCs, county BRS | CRU |
| **PREA** | TBD - currently in design | TBD - in design | TBD - currently in design | TBD - currently in design | PREA Coordinator |
| **Internal Audit** | Varies | Facility-wide | On-site face to face (or by phone) | Facility staff (and youth) | Internal Auditor |
| **Safety Inspections (OSHA)** | Unplanned (varies) | Facility | EXTERNAL - On-site, Unplanned or Consultation | Unplanned inspections takes one full day (all staff and youth impacted) | OYA Safety Mgr |
| **Food Service (Health Inspection)** | 2x per year (county schedule) | Facility-wide | County Health Inspector on site | Facility Kitchen staff and unit staff | Food Services Mgr |
| **Quarterly Target Review** | 4x per year (Feb, May, Aug, Nov) | Field and Facility | Data collected regularly with quarterly report out | Facility staff | OPMS Coordinator |
| **Youth Climate Survey** | Once a year (summer) | Facility Unit | On-site surveys with youth | Facility staff and youth | Research |
| **Treatment Fidelity Check** | 4x per year (Jan, April, Jul, Oct) | Facility Unit | Onsite observation | Facility staff | Clinical Director |
| **Pre/Post Testing** | 4x per year (Jan, April, Jul, Oct) | Facility Unit | On-site data collection | Facility staff | Clinical Director |
| **PYD/YRS Assessment** | 4x per year (Jan, April, Jul, Oct) | Facility Unit | Self-assessment then peer-review | Facility staff and youth | YRS Product Mgr |

# APPENDIX D: PROGRAM EVALUATION RECOMMENDATION: REVIEWS, EVALUATIONS, & ASSESSMENTS

***Current Situation:*** Throughout the biennium, facility personnel have operations disrupted with 52 different assessments not including the forthcoming PYD/YRS quarterly assessment (bringing the total to 76). This does not include internal (facility) assessments such as internal audits or medical audits (MARS), nor does it include celebration events such as volunteer week or corrections week. The 24 newly planned PYD/YRS assessments is a 46% increase.

***Problem Statement:*** The 52 assessments are externally driven to gather data for decision making and currently are not well coordinated for efficiency.

***Solution Opportunity:*** Organize and coordinate data gathering activities on a quarterly basis with the first month focused on data gather, the second month on reporting (during the QTR), and the third month on implementing change based on action plans from data findings. Doing so creates an 87% efficiency gain.

| Start of biennium | | | | | | | | | | | | | | | | | | | | | | End of biennium |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Jul | Aug | Sep | Oct | Nov | Dec | Jan | Feb | Mar | Apr | May | Jun | Jul | Aug | Sep | Oct | Nov | Dec | Jan | Feb | Mar | Apr | May | Jun |
| | QTR | | | QTR | | | QTR | | | QTR | | | QTR | | | QTR | | | QTR | | | QTR | |
| PYD/YRS | | | PYD/YRS | | | PYD/YRS | | | PYD/YRS | | | PYD/YRS | | | PYD/YRS | | | PYD/YRS | | | PYD/YRS | | |
| +Safety/ Security (1/bi.) | | | | | | | | | | | | | | | | | | | | | | | |
| +CPC (25% of Fac. Units) | | | +CPC (25% of Fac. Units) | | | +CPC (25% of Fac. Units) | | | +CPC (25% of Fac. Units) | | | +CPC (25% of Fac. Units) | | | +CPC (25% of Fac. Units) | | | +CPC (25% of Fac. Units) | | | +CPC (25% of Fac. Units) | | |
| +Physical Plant Review | | | +Physical Plant Review | | | +Physical Plant Review | | | +Physical Plant Review | | | +Physical Plant Review | | | +Physical Plant Review | | | +Physical Plant Review | | | +Physical Plant Review | | |
| +Asbestos Review | | | | | | +Asbestos Review | | | | | | +Asbestos Review | | | | | | +Asbestos Review | | | | | |
| +Facility Condition Review (every 4 yrs) | | | | | | | | | | | | | | | | | | | | | | | |
| +Health Policy Audit | | | | | | | | | | | | | | | | | | | | | | | |
| +Food (Snacks) | | | +Food (Meals) | | | +Food (Snacks) | | | +Food (Storage) | | | +Food (Snacks) | | | +Food (Meals) | | | +Food (Snacks) | | | +Food (Storage) | | |
| | | | +PbS | | | | | | +PbS | | | | | | +PbS | | | | | | +PbS | | |
| | | | | | | | | | +Youth Survey | | | | | | | | | | | | +Youth Survey | | |
| | | | | | | | | | | | | +Alcohol & Drug Cert. | | | | | | | | | | | |

**MORE TO BE DESIGNED HERE…..THIS IS JUST A SAMPLE TO EXPLAIN THERE IS POTENTIAL TO CONSOLIDATE FACILTIY DATA GATHERING VIA BETTER COORDIANTION**

# COMMUNITY CONTEXT

## EXECUTIVE SUMMARY

In an effort to complete the Youth Reformation System via a data driven approach, the fourth and final component of the Youth Reformation System is Community Context; recognizing that each youth entering the system came from the community and will eventually return to the community. The focus of Community Context is to first identify the pathways of youth and families that lead to contact with the adult or juvenile justice system and to provide adequate supports and opportunities towards positive outcomes once reentry into the community begins. Services, supports, and opportunities within communities are indicative of the community's health and preparedness in working with youth and families to engage in healthy lifestyles.

Positive outcomes are essential for the Oregon Youth Authority to measure effectiveness and meet goals of the agency's mission that youth returning to the community will have productive and crime-free lives. Consequently, this effort supports the approach of positive youth development ultimately leading to positive youth outcomes. The measurable outcomes should result in fewer youth entering the system, lower rates of recidivism, and greater outcomes in job attainment, educational attainment, connection to community, and physical, mental, and emotional safety.

## BACKGROUND & SITUATIONAL ANALYSIS

Community Context is a data driven approach with three specific identified projects; Feeder System, Transition, and Million Dollar Block. The current system functions in a silo approach to address current social issues within each community, allocating funding to specific communities without consideration for other social services. These efforts create barriers to service users and have the potential for redundancies, bureaucracy, and poor accountability for agencies. Furthermore, due to the structure of the system, it is difficult to identify families associated with service utilization and need.

Through data, collaboration, and collectiveness, social service agencies will systematically improve service usage and availability. In an effort to sustain change and community health, community member inclusion will assist in identifying barriers and future needs. Furthermore, funding appropriations based on environmental costs will provide preventative services, maintain community health, and reduce economic costs associated with recidivism.

OYA is working towards a collaborative approach with various social service partners including Oregon Department of Human Services (DHS), Oregon Health Association (OHA), and Oregon Department of Education (ODE). The data obtained from partnerships will provide the correlates of juvenile recidivism not currently recognized by the system, in addition to the correlates of services utilization and risk to enter the juvenile justice system.

# SOLUTION OPPORTUNITY

**Feeder System:** Understanding which services youth and families are most likely to access based current and historic service use will enable identification of feeder systems to juvenile and criminal justice. This effort will focus on the service paths that place youth and families at greatest risk for entry into juvenile justice and/or DOC. The purpose of this study will be to identify intervention strategies to prevent further reliance on social services.

The feeder system is heavily reliant on the data from OYA's community partners including the aforementioned DHS, OHA, and ODE. The lily pad approach is specifically identifying pathways of service usage by early and ongoing involvement with DHS, OHA, and ODE. Each service has a weight or impact towards a pathway to delinquency or criminality. Identifying which services place an individual at greatest risk towards criminality, allows the community to properly and adequately provide services and supports to change the pathway of the individual and those impacted within the family.

**Transition:** The transition effort will identify the health of each community for youth transitioning back into their home communities following placement with the Oregon Youth Authority. The health of the community will assist in ensuring the youth is provided the necessary supports and opportunities to decrease the youth's likelihood of recidivism and increase the youth's positive outcomes.

The transition project will have four phases in which data will become more refined at each layer. The first layer will begin by considering the percentage of recidivism by community zip code. This will assist OYA's efforts to concentrate on communities within Oregon that have the highest recidivism rates.

The second phase will begin looking at census data and social disadvantage. The methodology will include variables that places a community at a disadvantage. This may include items such as unemployment, number of families at or below the poverty line, percent of single parent households, and race. Each identified geographical area will be given a community disadvantage score resulting in an estimate for a youth to recidivate once placed back into the community.

The third phase will incorporate individual data into the equation. The equation will consider individual variables that places a youth at greater risk to recidivate. Subsequently, the data will consider the interaction between social disadvantage and family or individual characteristics; again, further refining the data to identify youth at greatest risk to recidivate based on community placement.

The final phase focuses on long-term outcomes.

**Million Dollar Block:** The Million-Dollar Block project is data driven initiative completed in Brooklyn, New York that later infiltrated into other communities outside of New York. The project began mapping incarceration rates based on the physical address of those entering and exiting prison. This mapping project led to identified city blocks where the city was allocating over a million dollars towards incarceration. Once the study identified the specific city blocks, researchers began looking at the individual characteristics of those being incarcerated including age and employment status. Findings indicated that the cost were concentrated to specific areas and individuals.

The study took the information one step further and began collaborating with community members, legislators, local organizations, and stakeholders to strengthen the community and reduce spending on incarceration. The effort identified existing, yet underutilized resources and strategized on how to bolster and strengthen the services and supports, rather than create something new that fails to link to the existing social issues.

The Oregon Youth Authority intends to adopt this approach to assist in improving community health, collaborate with communities to improve resources, and reallocate and reduce spending on unnecessary or duplicative services. OYA's scope of the Million-Dollar Block will look beyond incarceration rates and take a more comprehensive view of the social issues absorbing community costs. The Oregon Youth Authority will provide the data to communities with the intent to partner together in seeking solutions. Community participation is essential in completing a needs assessment and identifying solutions to provide services and supports to community members.

The methodology will consider the current costs and spending of each service and the costs associated with individuals not receiving services. Further, it will explore the cost effectiveness of service usage and link effectiveness to the return on investment. The data will develop a spend forecast for the community based on the number of individuals currently receiving specified services and those anticipated to begin service usage. As solutions are identified and monies are reallocated in an effort to intervene, the data will evaluate the effectiveness of the intervention and provide communities information of the costs avoided as a result of their efforts.

**Summary:** The Community Context project is a cyclical depiction in an effort to improve the health of the communities and outcomes for the individual. Each project provides information and data to support the proceeding project; creating a circular path of the system. Although one project without the other will lend to improvements within the system; a comprehensive and collaborative approach will have a greater impact to the system, community, and individual.

# APPENDIX A: COMMUNITY CONTEXT CHARTER

| **Project:** | **Community Context** | **Kirsten Kolb (Project Manager)** |
|---|---|---|

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|---|---|
| **Situational Assessment & Opportunity Statement** | All youth involved in the juvenile justice system will remain or eventually transition back into the community. Community health and service availability are significant factors related to the success of youth and reduction in recidivism. The current system functions in a silo approach to address current social issues within each community, allocating funding to specific communities without consideration for other social services. These efforts create barriers to service users and have the potential for redundancies, bureaucracy, and poor accountability for agencies. Furthermore, due to the structure of the system, it is difficult to identify families associated with service utilization and need. Through data, collaboration, and collectiveness, social service agencies will systematically improve service usage and availability. In an effort to sustain change and community health, community member inclusion will assist in identifying barriers and future needs. Furthermore, funding appropriations based on environmental costs will provide preventative services, maintain community health, and reduce economic costs associated to recidivism. |
| **Solution Statement (including Scope)** | OYA is working towards a collaborative approach with various social service partners including DHS and OHA. The data obtained from partnerships will provide the correlates of juvenile recidivism not currently recognized by the system, in addition to the correlates of services utilization and risk to enter the juvenile justice system. With additional census data, coupled with agency data, this will establish the heath of a community in an effort to provide adequate services for transitioning youth. Lastly, OYA intends to share relevant information with communities to provide balanced funding and improve absorbent communities. This will further establish the community correlates associate with elevated costs of social problems.<br>  |
| **Organizational Impact:** | The Community Context will have the greatest impact on communities and community stakeholders. There is also an identified data impact to partner agencies. OYA's impact will primarily be within field operations in making transition decisions for youth returning to communities. |
| **Top Barriers, Risks, & Mitigation** | **Partnerships:** If partnerships are not established, then data sharing will not occur. Therefore, partnerships need to be supported by executive management and managed and sustained by JJFAC and the research team.<br>**Data Accuracy & Usage Adoption:** If data is not consistent (accurate), then decisions will be faulty. Therefore, we need to ensure training is effective, and that there is an audit or oversight function for quality control. |
| **Project Team** | Margaret Braun, Paul Bellatty, Rem Nivens |
| **Success Measures** | Success measures have not yet been determined. |