



# Oregon Youth Authority

## 2005 Annual Performance Report

### ***ANNUAL PERFORMANCE PROGRESS REPORT - EXECUTIVE SUMMARY***

***TIME PERIOD: FISCAL YEAR 2004 – 2005***

#### **Introduction**

Senate Bill 1 (1995) established the Oregon Youth Authority (OYA) as the state juvenile corrections leader in an improved Oregon system of juvenile justice to ensure public safety by promoting positive change in youth behavior through supervision, graduated sanctions, correctional treatment, and skills training (social, educational, employment, etc.) thereby reducing the likelihood that youth will commit more crime. The OYA is charged with protecting the public by holding youth offenders accountable and providing opportunities for youth reformation.

As mandated by state law, the OYA exercises legal and physical custody of youth offenders committed to the OYA by juvenile courts; exercises physical custody of certain offenders who have been committed to the custody of the Department of Corrections by adult courts; provides community-based services and supervision to youth offenders; and provides facility-based services and supervision to youth offenders and youth convicted of adult crimes. The goal of facility-based correctional treatment, education, and vocational training is to provide youth offenders with needed skills to successfully transition back to their communities. Complementing facility programs, community-based parole and probation services are provided to youth offenders committed to the state's custody for supervision and services in each of Oregon's 36 counties.

The OYA believes youth accountability and reformation are best accomplished through the provision of evidence-based correctional treatment and skill building via professional case management. The OYA service continuum is being redesigned to address youth's individual "criminogenic risk factors" - factors that are highly correlated with re-offense - such as:

- history of anti-social behavior;
- low levels of educational/vocational achievement;
- procriminal attitudes and beliefs; and
- association with persons with antisocial attitudes and beliefs.

The OYA is part of a much larger juvenile justice continuum. Youth served by the OYA come from local communities and, with few exceptions, will return to local communities. Therefore, partnerships with local public and private agencies are essential to the development and maintenance of a service continuum that is focused on addressing the risks and needs of Oregon's delinquent youth.

#### **Performance Accomplishments/Barriers**

Based on the research literature of "what works," several juvenile justice researchers and practitioners have published "principles of effective intervention." It has been demonstrated that by adhering to these principles for correctional treatment, juvenile justice agencies can reduce recidivism. In fiscal year 2005, using the principles of effective intervention as a guide for revisions to OYA supervision and reformation services, the OYA endeavored to create a comprehensive and clear set of principles specific to the agency that remained true to the researched principles while reflecting the OYA mission and values. The resulting product, *the OYA Principles of Effective Intervention*, provide the foundation for the development and management of changes to program services and delivery methods that the agency uses to hold youth accountable and provide opportunities for reformation.

In partnership with juvenile justice stakeholders, the agency has made significant progress toward the goal of implementing the *OYA Principles of Effective Intervention*. OYA's partners have contributed to and participated in the selection, development, and training for many of the tools and methods selected to meet each principle. During fiscal year 2005, OYA substantially addressed five of the 10 principles, principles one, three, four, six, and nine as described below:

1. **Assess Risk** - Completed implementation of the OYA Risk/Needs Assessment; nearly 100% of all committed youth are assessed;
3. **Develop and implement evidence-based programs** - Implemented the Cannabis Youth Treatment (CYT) program, an evidence-based substance abuse intervention, in a Youth Correctional Facility;
4. **Use cognitive behavioral and social learning approaches in treatment** - Adopted and implementing an evidence-based cognitive-behavioral approach, beginning with close custody;

6. **Ensure fidelity of program to evidence-based model-** Conducted a fidelity evaluation of the CYT to ensure following the model; and
9. **Evaluate programs and control quality** - Piloted a program evaluation model and developed a Quality Improvement System.

The Statewide Quality Improvement Committee was developed and implemented to oversee programs and services to ensure that the OYA is progressing towards achieving desired performance goals. Likewise, the establishment of the Evidence-based Implementation Committee to lead and oversee the implementation of the *OYA Principles of Effective Intervention* plays a vital role in charting the course toward meeting the OYA mission with effective accountability and reformation services. During fiscal year 2005, the OYA also completed program evaluations for all of the contracted community residential programs using the Correctional Program Assessment Inventory (CPAI) - an instrument that measures the degree to which a program adheres to the principles of effective intervention (those program qualities that are highly correlated with reduced recidivism).

Performance Target Achievement	Number
<b>Total Number of Key Performance Measures (KPMs)</b>	<b>11</b>
<b>Number of KPMs at target for most current reporting period</b>	<b>1</b>
<b>Number of KPMs off target for most current reporting period</b>	<b>10</b>

Although there are 13 key performance measures (KPM) in this report, OYA has data and targets for 11. This is the first time OYA is reporting KPM (13) probation recidivism, and (14) parole recidivism, but targets have not been set. Of the 11 KPM with targets, OYA is at target for one, (1) facility - escapes, and within a few percentage points (1-3) of the target for two, (4) facility - education, and (9) residential runaways. OYA is close (92% on each) to achieving the target on KPM (6) facility - treatment plans, and (8) facility - referrals. OYA is off target for six KPM: (2) facility - injuries; (3) facility - suicidal behavior with injury; (5) facility - intake screenings; (7) facility - aftercare treatment plans; (10) residential - injuries; and (11) residential - suicidal behavior with injury. OYA has improved outcomes over last year on six KPM: (1) facility - escapes; (4) facility - education; (5) facility - intake screenings; (6) facility - treatment plans; (8) facility - referrals; and (9) residential - runaways. It is noteworthy that KPM (1), (4), (5), (6), and (7), all reflect a continuing trend that shows OYA is performing above the national average. In May 2005, with the support of the national PbS consultant, facilities added more KPM to their Facility Improvement Plans as needed to improve performance and increase the likelihood of achieving the OYA target for most of the measures cited above.

In February 2004, PbS national consultants conducted an evaluation of OYA data and coding for October 2003. Consequently, data related to youth injuries, suicidal behavior with injury, and intake screenings [KPM (2), (3), (5) (10), and (11)] was re-coded, resulting in significantly different rates of

those events than when the targets were originally set. The OYA requested the opportunity to reset the 03-05 targets based on the *actual* rate following the data quality findings, but the request was denied based on the defined process that does not allow agencies to reset targets within the current biennium. Consequently, the targets on those 5 measures were rendered artificial and unachievable (rather than 'ambitious but realistic'<sup>1</sup>) for this reporting period.

## Benchmark Links

The two Oregon Benchmarks OYA is "linked to" (#62 - the measure of juvenile arrests in Oregon, and #65 - the measure of new criminal referrals) are broad, juvenile justice continuum benchmarks where a number of state and local juvenile and criminal justice entities play a role in reaching the state's goals. While the degree and type of influence the OYA has on either of these Oregon benchmarks will always be confined to that impact possible concerning those youth "committed" to the agency by juvenile courts, the OYA works with partner agencies to positively impact benchmark goals. Collaborative planning and co-management activities ensure that state and local service delivery efforts are efficient and effective to the benefit of Oregon citizens. The OYA tracks 13 key performance measures (KPM) to report against benchmarks #62 - juvenile arrests and #65 - new criminal referrals. The first eleven were developed by national juvenile justice experts and practitioners as part of a national project, Performance-based Standards (PbS) for Youth Correction and Detention Facilities. PbS is a system for collecting and analyzing data to improve conditions of confinement for youth in seven performance areas for juvenile facilities: Safety, Order, Security, Health, Programming, Justice, and Reintegration. The final two KPM were based on specific guidance by the 2003 Oregon Legislature (probation and parole recidivism).

## Future Challenges

The most significant future challenge for the agency is to create a cohesive strategic plan: a) to ensure an integrated approach to developing and implementing evidence-based programs, in particular matching youth to programs and services; b) to include the goals of the Governor's Public Safety Review; and c) recommendations from the Final Report of the External Review of the Oregon Youth Authority. The OYA will also be challenged in fiscal year 2006 to implement the revised key performance measures that were reviewed and approved by the 2005 Oregon Legislature. The revised key performance measures are based on efforts underway to improve the quality of services through risk/needs assessments, evidence-based programs, and case planning, and to better demonstrate youth accountability and reformation. OYA will begin reporting on the new key performance measures in FY 2006.

# ANNUAL PERFORMANCE PROGRESS REPORT - PART I, MANAGING FOR RESULTS

TIME PERIOD: FISCAL YEAR 2003 – 2004

<b>Agency: Oregon Youth Authority</b>	<b>Date Submitted: October 21, 2004</b>	<b>Version No.:1</b>
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Agency Name: Oregon Youth Authority		Agency No.: 41500
<b>The following questions shed light on how well performance measures and performance data are leveraged within your agency for process improvement and results-based management.</b>		
<b>1 How were staff and stakeholders involved in the development of the agency's performance measures?</b>	<p>Eleven of the thirteen key performance measures in this report are among over 109 outcome measures that were developed by a team of nationally recognized experts, and were tested as part of the national demonstration project, Performance-based Standards (PbS) for Youth Correction and Detention Facilities, sponsored by the Office of Juvenile Justice and Delinquency Prevention (OJJDP). These measures are linked to five of the seven PbS performance areas (Safety, Order, Security, Health and Mental Health, Programming, Justice, and Reintegration) established by the national project. PbS was one of five recipients of the prestigious Innovations in American Government Award in 2004. The OYA became a PbS participant in 1997 as a field test site and became the first state juvenile justice agency to implement PbS statewide in all Youth Corrections Facilities (YCF) in July 1998. The OYA implemented PbS in OYA Transition Programs in early 2003.</p> <p>The OYA began collecting comprehensive incident report data, as recommended and developed by community resources liaisons in collaboration with contracted providers, to monitor key performance measures in community residential programs in July 2002. These measures, runaways, injuries, and suicidal behavior with injury, were selected based on their critical link to the agency's mission of public safety and youth reformation. They were also chosen to focus on high risk and problematic areas. Contracted residential providers, including members of the Oregon Alliance of Children's Programs, were involved in the selection of these three measures.</p> <p>OYA key performance measures and their benchmark links have been reviewed with agency staff, the OYA Advisory Committee, the Oregon Juvenile Department Directors Association, contracted residential providers, the Governor's Office, and other state and local juvenile justice partners, specifically, as part of the agency's biennial budget-building process. The 2003 Oregon Legislature requested the development of key performance measures specific to OYA recidivism. OYA developed measures for probation and parole recidivism that are included in this report.</p> <p>Staff and stakeholders are also involved in setting targets for each key performance measure. OYA facility, field, and contracted staff collaborate with the OYA Research and Development and Community Resources units to set appropriate targets that are challenging but realistic based on an analysis of past performance and planned improvements for specific goals and objectives related to each key performance measure.</p>	
<b>2 How are performance measures used for management of the agency?</b>	<p>OYA is reorienting youth intervention and performance management practices based on the principles of effective correctional intervention. Based on meta-analysis, research indicates that adhering to these principles will reduce recidivism, a high-level outcome that provides a direct measure of how well OYA is achieving its mission of public safety and reformation. As would be expected, this shift has also resulted in changes in how the agency measures performance and uses performance measures to allocate resources, develop and revise policy and procedure, determine staff and program development needs, and to monitor and evaluate programs.</p>	

Agency Name: Oregon Youth Authority

Agency No.: 41500

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In FY 2005, the OYA endeavored to create a comprehensive and clear set of principles specific to OYA that remained true to the researched principles, while reflecting the OYA mission and values. The resulting product, the *OYA Principles of Effective Intervention* include: 1) assess risk; 2) target treatment to risk level of offenders; 3) develop and implement evidence-based programs; 4) use cognitive behavior and social learning treatment approaches; 5) conduct interventions in an appropriate setting; 6) ensure the fidelity of programs to evidence-based models; 7) address youth responsivity, 8) plan for reintegration; 9) evaluate programs and control quality, and 10) make certain programs are supported by qualified and involved leadership and staff.

The OYA Evidence-based Implementation Committee was established to lead and oversee the implementation of the OYA Principles of Effective Intervention; the committee includes the assistant directors for Program Office, Facility Operations, and Field Operations; the Training and Clinical Directors, and managers from Research and Development, Quality Assurance and Program Evaluation, and the Juvenile Justice Information System. The committee develops comprehensive strategies and priorities for implementing the principles of effective intervention. For each tool or method selected to meet a principle, the agency develops measures to monitor implementation (inputs and outputs) and performance (intermediate and high-level outcomes). Quality assurance measures for implementation helps OYA to know whether the tool or method is being used appropriately and well (model fidelity). Model fidelity is necessary to assure that the tools and methods that the OYA is using are responsible for reducing recidivism. Individual and aggregate results for youth and programs are analyzed to develop recommendations for resource allocation, policy and procedure revisions, as well as to improve service quality through program development and evaluation.

For example, for principle 1) assess risk, the OYA implemented the OYA/RNA; and for principle 4) use cognitive behavior and social learning treatment approaches, the OYA is implementing the Fundamentals of Cognitive-Behavioral Interventions, which was developed from an evidence-based program (principle 3).

- OYA/RNA & OYA Case Planning - The identification of areas of risk and need (using the OYA/RNA) is the first step in case plan development. Case planning involves the development of long-term goals that address risks and needs to identify appropriate interventions designed to change youth attitudes, beliefs, and criminal behaviors. The OYA/RNA and the OYA Case Plan provide both quantitative and qualitative performance outcomes. In addition to the individual youth and program applications, aggregate results are analyzed to determine the appropriate type and amount of treatment and placement resources based on youth risks, needs, and responsivity to services.
- Fundamentals of Cognitive-Behavioral Interventions – OYA selected an evidence-based cognitive-behavioral program to implement as the foundation for youth correctional treatment and has begun systematic training of all staff in the use of cognitive behavioral approaches, methods, and tools specific to juvenile justice youth. OYA is providing unit-based training by facility to support the model and assure quality. Measures will include outputs, such as the percentage of staff trained and quality assurance measures to ensure fidelity to the training and model.

Correctional Program Assessment Inventory (CPAI) – The CPAI is designed to assess whether intervention programs adhere to principles of effective correctional interventions. The OYA uses the CPAI with close custody facilities and community-based programs to determine if they have those program characteristics that are highly correlated with decreasing recidivism. The performance data from the evaluations are used to highlight specific program areas that need improvement and those that are exemplary. The evaluation team is comprised of OYA and

Agency Name: Oregon Youth Authority

Agency No.: 41500

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juvenile justice partners/stakeholders who provide summary results to programs to develop quality improvement plans. The schedule of reassessment to monitor and measure improvements is based on the level of improvement needed as indicated by the program's overall rating (Very Satisfactory, Satisfactory, Satisfactory but needs improvement, and Unsatisfactory).

Quality Improvement (QI) – The OYA established a formal Quality Assurance (QA) system for the agency to provide consistent monitoring, oversight, and support to ensure that effective programs and services are provided to youth. Information obtained through the QA process supports the agency's ability to manage operations based on performance measures and outcomes. Local agency QA Specialists support and reinforce QI activities such as monitoring local implementation of procedures, communicating staff questions and concerns, and presenting suggestions for changes to field and facility procedures. Aggregate performance data for youth and programs are analyzed and used to inform program and staff development planning decisions.

Monitoring of Oregon Benchmarks – In 1999, the OYA began producing Oregon's Statewide Juvenile Recidivism Report as required by ORS 420A.012. During the 03-05 biennium, the OYA recidivism measure was developed at the request of the legislature to measure OYA performance and has been added to the agency key performance measures as a high level outcome measure. The OYA has yet to determine appropriate targets for recidivism rates; the data outcomes and trends show a falling recidivism rate and indicate the slope at which reasonable targets need to be estimated. Targets for OYA probation recidivism and parole recidivism will be set in the context of the goals and objectives developed by the OYA Director's Office during 05-07 strategic planning.

Community Residential Program Monitoring – OYA Community Resource Unit staff monitor community program effectiveness based on seven intermediate performance measures: positive releases, runaways from provider supervision, runaways from home visits, youth runaways returned to program, percent of youth runaways, early movements, and percent of critical incidents with appropriate follow-up. Individual program results are analyzed monthly to report commendations, develop recommendations for improvement, and corrective actions for contract requirements. The process encourages peer mentoring and partnership-building among providers. Aggregate results are analyzed to develop standards via contract, policy, and evaluation for the contracted provider continuum.

Performance-based Standards (PbS) for OYA Close Custody Facilities – PbS outcome measures served as a foundation for performance management within OYA close custody and as a resource for developing performance measures for community residential programs. For close custody facilities, the OYA compares its results to the national average to evaluate agency performance and determine when policy or operational changes are necessary. Facility-specific results are analyzed to identify operational strengths and weaknesses and to develop Facility Improvement Plans (FIP). Based on these analyses and national project data evaluation, the OYA is developing a Comprehensive Incident Report (CIR) as a streamlined method of capturing incidents in the Juvenile Justice Information System (JJIS). Data relevant to key performance measures and other critical information collected from these reports will be used to determine needs for improvement in areas of youth and staff safety, incident response, communication, youth reformation progress, and program evaluation.

**3 What training has staff had in the use of performance measurement?**

The OYA's training curriculum is guided by the mission of the agency and reviewed by various committees, including a Training Advisory Committee with representatives from all aspects of the OYA service continuum. Since 1998, OYA staff have received training on performance measures as part of the New Employee Orientation (NEO). The emphasis of this training is on PbS. The training includes hands-on activities designed to educate staff in the effective evaluation and measurement of performance within their individual areas of expertise. Additionally, staff

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Agency No.: 41500

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	<p>directly responsible for PbS data collection, analysis, and facility improvement planning receive specialized training and follow-up.</p> <p>In April and May of 2005 the national PbS project conducted a series of reviews at OYA close custody facilities. The findings from these reviews further clarify and define the use of Performance-based Standards in assessing the conditions of confinement and the efficacy of the OYA in improving outcomes. In addition, the findings reinforce the importance of both internal and external monitoring to maintain the integrity of the program.</p> <p>Training in the use of Performance-based Standards includes:</p> <ul style="list-style-type: none"> <li>▪ The development of two PbS CD ROM-based trainings; one for use by facility and field staff, and one for use by contracted community residential programs.</li> <li>▪ Quarterly distance learning sessions, sponsored by the national PbS project, provide a forum for member sites to share information as part of a continuous learning and improvement cycle. The forums encourage sites to compare with similar participating facilities across the country and to access technical assistance.</li> </ul> <p>Other training in support of performance measures includes:</p> <ul style="list-style-type: none"> <li>▪ QA Specialists Training – Local QA specialists representing each facility and field office were trained in February 2005. Their role in supporting performance measurement includes answering frequently asked questions (FAQs), identifying system gaps, and making recommendations on training enhancements needed.</li> </ul> <p>The OYA's one-year and five-year training plans will help the agency monitor a number of agency programs and processes designed to train staff in the importance of and use of procedures that ultimately help gauge agency performance.</p>
<p><b>4 How does the agency communicate performance results and for what purpose?</b></p>	<p>The agency's commitment to open, complete, and timely communication remains strong. Several targeted communication tools are evolving to help address the broad communication needs, including those related to performance results. These communication tools include:</p> <ul style="list-style-type: none"> <li>▪ Internet Accessibility – The agency's website, accessible by the public and agency partners, provides information frequently requested by users including annual agency reports such as Oregon's Statewide Juvenile Recidivism Report. In 2005, the state of Oregon moved all state agencies to a standardized format for web sites. The Oregon Youth Authority website address is <a href="http://www.oregon.gov/OYA/">www.oregon.gov/OYA/</a>.</li> <li>▪ OYA Bulletin – An electronic news brief, the OYA Bulletin provides OYA staff, partners, and stakeholders with information on issues that impact the agency. Each operational unit, whether field and facilities or a work unit in central office, may report on the status of projects, performance results, or emerging research.</li> <li>▪ Quality Improvement – Information gathered from QA activities is conveyed to administration, staff, providers, and stakeholders in a number of formats, including: e-mail, the OYA Bulletin, MS Outlook informational folders (with agency-wide access), regularly scheduled meetings, and formal presentations. The purpose of developing this level of communication is to facilitate collaboration in an effort to increase the effectiveness of services and to increase youth and staff safety.</li> <li>▪ PbS Newsletter – A semi-annual PbS newsletter accompanies the OYA Bulletin to communicate and</li> </ul>

Agency Name: Oregon Youth Authority

Agency No.: 41500

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	<p>support agency improvement goals, promote proactive participation with PbS, educate staff on project information and timelines, and share facility success stories.</p> <ul style="list-style-type: none"> <li>▪ Facility Improvement Plans (FIP) – FIPs are an integral part of each facility’s continuous improvement process. Following each PbS data collection, facility superintendents meet with facility staff to analyze and identify outcomes needing improvement and to develop FIPs. These plans are made available for independent review and are incorporated into facility management meetings.</li> </ul>
<p><b>5 What important performance management changes have occurred in the past year?</b></p>	<p>Fiscal Year 2004-2005 has been an active year of change as OYA continues to enhance performance based on current juvenile justice research and assessments of OYA services and practices with the support of local and statewide partners and stakeholders.</p> <ul style="list-style-type: none"> <li>▪ Quality Improvement – In 2005, Oregon Youth Authority implemented a Quality Improvement (QI) process prioritizing those operations based on the principles of effective intervention and key performance measures. A critical part of the QI process is analyzing important performance trends including those which focus on high-risk and problem prone areas. This process is led by a Statewide Quality Improvement Committee with local quality assurance components. Locally, QA specialists and others collect and analyze performance data regarding such functions as risk needs administration and case plan development. The Statewide QI Committee meets monthly to monitor youth safety and reformation via key performance measures, review existing practice and procedures, identify concerns, and develop recommended actions. The committee prioritizes and addresses agency-wide needs that are based, in part, on performance outcomes and recommendations from the local quality assurance specialists.</li> <li>▪ Standardized Youth and Program Assessments – OYA completed full implementation of the OYA/RNA and is beginning validation of the instrument to the OYA population. The OYA/RNA assists staff in case management decision-making. The OYA/RNA supports targeting service intervention, placement, and transition activities at the highest criminogenic risk areas. Assessment and reassessment will also provide an evaluation tool to track youth progress, competency development, and risk reduction. The OYA also evaluated all 31 of its contracted residential programs using the CPAI, an instrument that measures the degree to which a program adheres to the principles of effective correctional intervention.</li> <li>▪ OYA Principles of Effective Intervention – Within existing resources, OYA created pivotal staff positions and committees to put the principles of effective intervention into practice and support evidence-based programming. In addition to the Evidence-based Implementation Committee mentioned previously, this included hiring a Clinical Director in February 2005 to oversee treatment programs. The clinical director also chairs the Curriculum Review Committee (CRC), which was created in March 2005 to evaluate OYA treatment and practices and recommend evidence-based curricula and treatment approaches to the Director’s Operations Group for adoption and implementation. OYA also developed and implemented a clinical supervision structure for Qualified Mental Health Providers.</li> <li>▪ Juvenile Justice Information System (JJIS) – The agency’s shared information system upgrades in 2005 were particularly oriented toward gathering performance measure data. Improvements included adding case planning capabilities, adding the ability to document provider performance data consistently, and upgrading existing features to improve workflow and support compliance with policy. This allows OYA to manage performance more effectively. For example, new youth screening (e.g. the Massachusetts Youth Screening</li> </ul>

Agency Name: Oregon Youth Authority

Agency No.: 41500

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Instrument), assessment, and suicide risk level features in JJIS allow on-going monitoring of youth in close custody facilities. This permits staff to be aware of youths' current risk level at all times.

- Youth & Staff Safety – OYA received support from national consultants and experts to identify settings and practices that needed improvement to better ensure the safety of youth and staff. For example, OYA implemented a new suicide prevention policy and suicide risk monitoring practices. The agency was also able to secure and allocate resources to contract Qualified Mental Health Providers to conduct screenings for youth committed to Transition Programs and other Youth Correctional Facilities with insufficient mental health staffing. An agency-wide Safety Manager was appointed in January 2005 to manage safety programs and work with administration and staff to enhance the safe working environment for youth and staff in OYA correctional settings.
- Performance Measures - During the 2003 Legislative Session, the Ways and Means Public Safety Subcommittee requested that OYA develop a key performance measure related to recidivism, similar to the Department of Corrections that tracks felony convictions within three years of release from prison. In response, OYA developed key performance measure (13), probation recidivism, and key performance measure (14), parole recidivism, that have been added to this report. Based on efforts underway to improve the quality and efficiency of program services through risk/need assessments, case planning, and engagement in school and work, the OYA planned to develop additional performance measures to better demonstrate youth accountability and reformation. For example, the current key performance measure related to intake screenings is based on the percent of youth who received a completed health and mental health screening at intake. Although this is an intermediate outcome to measure conditions of confinement, it serves as an output for OYA relative to facility operations and is fairly far removed from demonstrating successful youth reformation or public safety. The OYA will continue to conduct and monitor the completion of these screenings to ensure youth and staff safety. However, the revised key performance measure is based on the OYA Risk/Needs Assessment (OYA/RNA), which provides OYA case managers with a tool to identify factors proven by research to indicate risk for criminal behavior and then target service interventions, placement, and transition activities to the highest criminogenic risk areas for youth. Consequently, the revised measure has a much more meaningful and direct relationship to the OYA goal of reducing the rate of youth re-offense. The revised OYA key performance measures were reviewed and approved by the 2005 Oregon legislature and OYA will begin reporting on revised key performance measures in FY 2006.
- Comprehensive Program Evaluation – To ensure comprehensive program evaluation, the OYA is developing process and outcome evaluation models. As evidence-based programs are developed and piloted, the OYA is conducting process evaluations to ensure fidelity to each model or design. The OYA also developed a model for conducting outcome evaluations of OYA programs and is presently piloting the model. The Correctional Program Assessment Inventory (CPAI) helps the OYA to assess programs' adherence to the principles of effective intervention, and therefore the *likelihood* of reducing recidivism. The CPAI examines closely the risk and needs of clients, training and supervision of staff, professional ethics, and other important program characteristics to provide a comprehensive picture of program integrity. Because the CPAI does measure program integrity the results can also help the OYA to determine if the program services are *in fact* linked to reduced recidivism. Like the validation study for the OYA/RNA, this will help the OYA to establish the predictive validity (ability to accurately predict the likelihood of a program to reduce youth re-offense) of the CPAI for the correctional treatment and intervention programs in Oregon.

## ***PART II, KEY PERFORMANCE MEASURE ANALYSIS***

1. **Facility** - Completed escapes, walkaways, and AWOLs per 100 person-days of youth confinement
2. **Facility** - Injuries to youth per 100 person-days of youth confinement
3. **Facility** - Suicidal behavior with injury by youth per 100 person-days of youth confinement
4. **Facility** - Percent of youth confined for more than 60 days whose records indicate that they received the education programming prescribed by their individual treatment plans
5. **Facility** - Percent of youth presented for admission who had a complete intake screening by trained or qualified staff
6. **Facility** - Percent of youth confined for more than 30 days whose records include a written individual treatment plan
7. **Facility** - Percent of youth confined for more than 60 days who have finalized written aftercare treatment plans within 30 days of release from the facility
8. **Facility** - Percent of youth who are referred to at least one community-based service as outlined in their aftercare treatment plan
9. **Residential** - Runaways from provider supervision per 100 person-days of youth placement
10. **Residential** - Injuries to youth per 100 person-days of youth placement
11. **Residential** - Rate of suicidal behavior with injury to youth per 100 person-days of youth placement
12. **Customer Service** - Placeholder (not included in this report, see reporting documents for more information)
13. **Probation Recidivism** - Percent of youth that were committed to OYA probation and adjudicated as a juvenile or convicted as an adult for a felony with a disposition or sentence of formal supervision within a given 12-, 24-, or 36-month tracking period
14. **Parole Recidivism** - Percent of youth that were released for the first time from close custody on parole and adjudicated as a juvenile or convicted as an adult for a felony, with a disposition or sentence of formal supervision within a given 12-, 24-, or 36-month tracking period

### ***How to Read the Key Performance Measure Analysis***

#### Understanding Facility Performance Measures

Time Frame: Outcomes for 1999 represent data collected for the assessment month of August 1999. Outcomes for 2000, 2001, 2002, and 2003 represent data collected during the assessment month of October of each year. Data for 2004 and 2005 represent data collected during the two assessment months of October and April to comprise the fiscal year. Measurements: Outcome data reported in rates of 100 person-days of youth confinement include all events that occurred during the assessment period. Outcome data reported in percentages include data gathered from the records of youth who were released from facilities during the assessment month; the assessment month serves as a sampling period. For example, youth released may have been confined for less than six months or more than three years. Consequently, the data reported is an aggregate of youth experience (facility performance on that measure) as defined by each youth's duration of confinement; the confinement period varies for each youth. Therefore, it is difficult to ascertain the period of facility performance being measured. Targets: Targets listed for the years 1999, 2000, 2001, and 2002 represent the national average of juvenile correctional facilities participating in Performance-based Standards (PbS). During the initial data collection phase in 1998, 30 facilities nationwide participated and by 2005, 151 facilities participated. The OYA began setting targets based on aggregate data in 2003.

#### Data Samples

The sampling standard for PbS includes a random sample of 30 youth and 30 staff to complete surveys about their experience related to facility policies, practices, and climate. The Administrative Form is used to collect aggregate administrative or facility level data from the assessment month. The Youth Record instrument is used to capture reformation and reintegration activities and outcomes throughout each youth's period of confinement. Youth released during the assessment month serve as the sample for Youth Records. Released youth are used to capture the duration of youth confinement, thereby providing the most comprehensive information about how the facility performed on standards from the point of entry to the point of exit. For the first two years of the PbS Project, data collectors were instructed to review only the records of youth released during the assessment month, regardless of the number of records. In some cases, such as OYA regional facilities, this would result in a sample size of less than 10 records. For the third and fourth years, 2000 and 2001, if a facility released less than 30 youth during the assessment month, then data collectors were instructed by the national project to include the records of youth released the month before and the month after the assessment month in the sample. Finally, in 2002, the national project instructed facilities to sample from records of youth released each month up to five months before and including the assessment month in order to obtain a sample size of at least 30 records. Outcomes derived from Incident Reports are based on all incidents that occurred during the assessment month. This includes escapes, AWOLs, injuries to youth, and suicidal behavior with injury, among others.

### Understanding Residential Performance Measures

Time Frame: Data are cumulative beginning with a system implemented in July 2002, therefore 2002 data are for a 6-month period (July - December 2002), 2003 data are for a 12-month period beginning January 1, 2003 and ending December 31, 2003 (Calendar Year 2003). Data for 2004 and 2005 are also for a 12-month period that begins July 1 and ends June 30 to comprise the fiscal year. Measurements: Residential outcome data reported in rates of "per 100-person days" of youth placement includes all events that occurred during the period specified. Targets: OYA targets are set based on aggregate data.

### Understanding the OYA Recidivism Measures

During the 2003 Legislative Session, the Ways and Means Public Safety Subcommittee requested that OYA develop a key performance measure related to recidivism, similar to the Department of Corrections that tracks felony convictions within three years of release from prison. In response, OYA developed key performance measure 13, Probation Recidivism, and key performance measure 14, Parole Recidivism, that have been added to this report and reporting documents. Recidivism is indicated by a felony juvenile adjudication or an adult felony conviction with a disposition or sentence of formal supervision within a given 12-, 24-, or 36-month tracking period. OYA tracks probation and parole recidivism separately because the population and services are different.

### Definitions

**One-Hundred Person-Days of Confinement** A person-day is a measurement of rate; it represents one youth spending one day in a facility. For example 30 person-days of youth confinement could be a single youth confined for 30 days or six youths confined for five days each. The PbS project uses person-days of youth confinement when calculating outcomes that vary with population levels. By converting numerical outcomes to rates, the project standardizes measurements and is able to make meaningful comparisons among differently sized facilities and within the same facility over time."<sup>2</sup>

**Site Coordinators** are the facility or program staff who manage the onsite data collection for Performance-based Standards. Typically, OYA Program Directors or Residential Program Managers serve in this capacity, because this management-level position reports to the facility's superintendent or program's administrator.

**Liaisons** are the OYA central office staff that conduct performance-based monitoring and evaluation of the community residential programs and support the facility site coordinators to complete the data collection, entry, analysis, and improvement planning for OYA close custody facilities.

**An escape, walkaway, or AWOL (Away With Out Leave)** occurs when a youth flees from custody or supervision of an institution or from someone assigned to supervise youth, and includes the unlawful departure of a youth from custody while being transported, or failure to return to the facility while on leave status.<sup>3</sup>

**An injury** is defined as "any instance in which a youth...is hurt even if treatment is not provided. This includes minor injuries such as scratches or swellings, injuries from assaults/fights, accidental injuries from playing sports or other environmental hazards," and "cases where a youth...is injured during the application of restraints."<sup>4</sup>

**Suicidal behavior** is defined as "attempted suicides, suicidal gestures, self-mutilations, intentional injuries to self and developing a plan or strategy for committing suicide. Unlike *suicidal ideation*, suicidal behavior usually involves some overt action or thought by youth, indicating intent to injure or kill themselves. Suicidal behavior does not include tattooing or gang rituals involving scratching or cutting (scarification). All other instances of self-mutilation and of suicidal gestures must be classified as 'suicidal behavior' because it is impossible for staff to know the youth's true motivation."<sup>5</sup>

**A treatment plan** is "a plan consisting of a series of written statements specifying the course of treatment designed to meet the unique needs of each youth. Individual treatment or service plans incorporate each youth's needs, strengths, age and stage of development as identified through educational, health (medical), mental health and behavioral assessments (social skills) and observations. The individual treatment plan specifies short- and long-term goals for the youth during the course of confinement and incremental steps to achieve the goal. It also includes regular written reviews of the youth's progress; input from staff members involved with the youth (i.e., teachers, case managers) and is shared with the youth and his or her family."<sup>6</sup>

**A screening** is defined as "administration of a tool to identify persons in need of more in-depth evaluation or treatment. A screening instrument (using standard forms and following standard procedures) used to identify immediate risks - suicide, health, mental health and substance abuse - upon arrival of a newly admitted youth to a facility. At minimum a screening includes an interview, questions or test of a youth and review of available records, in accordance with a screening instrument and relevant policies. *Screening should also be administered by trained and qualified staff.*"<sup>7</sup>

**ANNUAL PERFORMANCE REPORT- PART II, KEY MEASURE ANALYSIS**

No.	Key Performance Measure		1999	2000	2001	2002	2003	2004	2005	2006	2007
1	Facility - Completed escapes, walkaways, and AWOLs (Away Without Leave) per 100 person-days of youth confinement. <sup>8</sup>	Target	0.001	0.003	0.002	0.013	0	0	0	0.0037	0.0037
		Data	0	0	0	0	0.004	0.006	0		

**Key Performance Measure Analysis**

**To what goal(s) is this performance measure linked?** This measure is linked directly to the OYA mission to protect the public, specifically by preventing unauthorized exit from close custody facilities.

**What do benchmark (or other high-level outcome) data say about Oregon relative to the goal(s)? What is the impact of your agency?** The rate of juvenile arrests (benchmark #62) in Oregon has been in steady decline: between 1991 and 2001, juvenile arrests decreased 26% for person crimes and 44% for property crimes.<sup>9</sup> By holding youth accountable through commitment to OYA close custody facilities, the OYA is able to reduce the opportunity youth have to commit new crimes through incarceration. Furthermore, by providing opportunities for reformation, such as alcohol and drug treatment, the OYA is able to reduce the likelihood that youth will commit new crimes in the community after release.

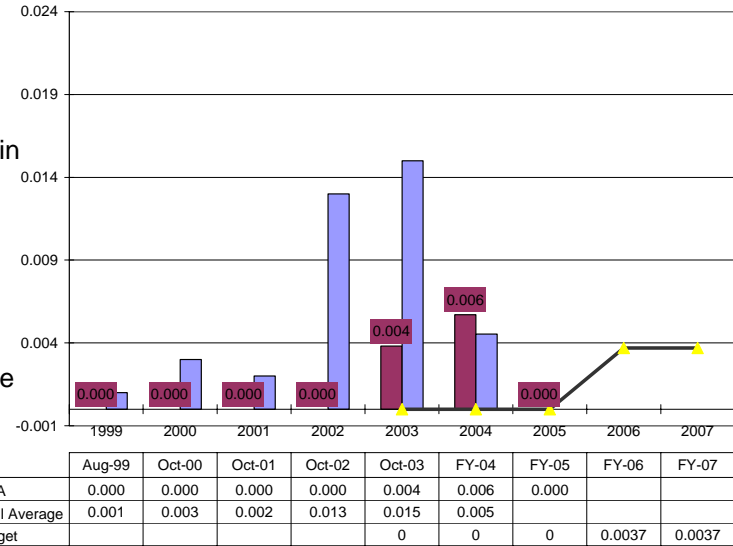
**How does the performance measure demonstrate agency progress toward the goal?** The rate of completed escapes, walkaways, and AWOLs provides one objective indicator of how well facilities exercise physical custody of youth by preventing unauthorized exit and effectively limiting the opportunity youth have to commit new offenses in the community.

**Compare actual performance to target and explain any variance.** OYA appears to have achieved the target of zero escapes: no youth escaped from youth correctional facilities in FY 2004. However in FY 2004, there were ten episodes of escape, walkaways, and AWOLs from transition programs. The risk of walkaway is inherently greater from transition programs, as they are less restrictive. Transition programs are designed to prepare youth for parole and include supervised community work sites. Most youth who escaped or walked away (80%) were apprehended within ten days; two youth received new criminal referrals for crimes that occurred during the period of their escape.

**Summarize how actual performance compares to any relevant public or private industry standards.** This and the next ten key performance measures are based on Performance-based Standards for Youth Correction and Detention Facilities. The national average includes 151 participating facilities in over 26 states. OYA key performance measure data presented in the charts is an aggregate of the October 2004 and April 2005 data collections. The national data, which includes OYA, is for the April 2005 data collection only. Data analysis of escapes, walkaways, and AWOLs revealed the ten episodes noted above for an actual OYA performance rate of 0.003 per 100 person-days of confinement, an improvement over 2004 and better than the national average. Targets for FY 06 and 07 were set in anticipation of using this aggregate annual data from the Juvenile Justice Information System (JJIS) beginning in FY 06.

**What is an example of a department activity related to the measure?** Facilities revised policies and procedures (youth counts, key control, etc.), developed communication alerts, reviewed facility layouts and made physical plant changes to improve security practices. For example, maintenance and vocational areas developed shadow boards for tools and redesigned lock systems to further limit access to tools that could facilitate escape. The OYA also trained staff to complete implementation of the OYA Risk and Needs Assessment (OYA/RNA), which provides a pre-screen score to help determine the risk of youth to re-offend and identifies other risk and protective factors to assist staff in determining appropriate placements and targeting correctional treatments. Approximately 97% of youth committed to OYA have a completed pre-screen, which includes youth history of escapes and runaways.

**What needs to be done as a result of this analysis?** Facilities plan to continue following improved procedures and to complete targeted actions to reduce access to contraband that could be used to facilitate escape. This includes being vigilant, providing on-going training, and ensuring timely communication on security issues. The OYA and the University of Oregon are collaborating to ensure that the OYA/RNA assesses risk accurately for OYA youth offenders.



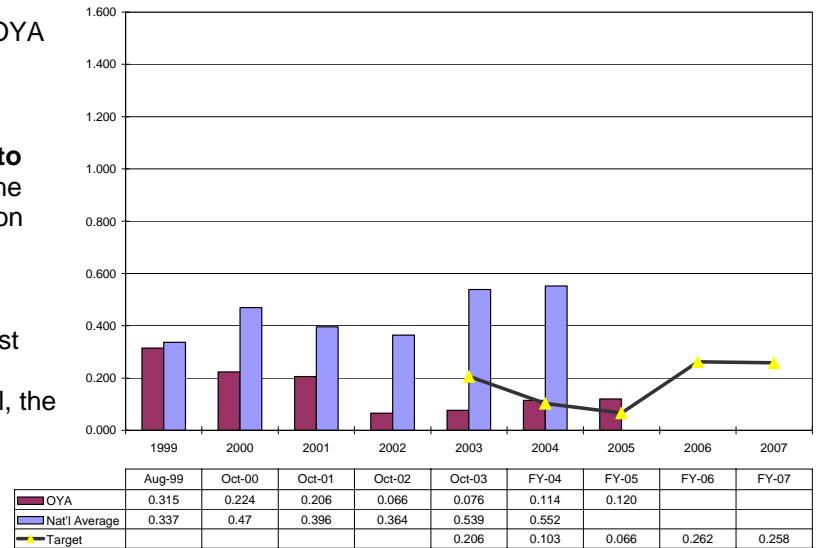
No.	Key Performance Measure		1999	2000	2001	2002	2003	2004	2005	2006	2007
2	Facility - Injuries to youth per 100 person-days of youth confinement. <sup>10</sup>	Target	0.337	0.470	0.396	0.364	0.206	0.103	0.066	0.262	0.258
		Data	0.315	0.224	0.206	0.066	0.076	0.114	0.120		

Key Performance Measure Analysis

**To what goal(s) is this performance measure linked?** This measure is linked to the OYA goal to “protect youth and staff from intentional and accidental injuries”<sup>11</sup> “by engaging in management practices that promote the safety and well-being of youth and staff.”<sup>12</sup>

**What do benchmark (or other high-level outcome) data say about Oregon relative to the goal(s)? What is the impact of your agency?** The Oregon benchmark to which the OYA has linked this measure is #62, juvenile arrests; the rate of juvenile arrests in Oregon has been in steady decline. Performance-based Standards are based on a model of reciprocal effect – that all areas of facility operation have impact on all other areas. The model holds that safety is the first responsibility of juvenile confinement facilities and presumes that programming (correctional treatment) is the method by which safety is best achieved.<sup>13</sup> Evidence-based correctional treatment for high-risk juvenile offenders has proven effective in reducing further criminal activity. Therefore, based on the PbS model, the OYA will be able to keep youth safe *and* have the greatest impact on the rate of juvenile arrests by providing evidence-based correctional treatment (programming).

**How does the performance measure demonstrate agency progress toward the goal?** The rate of injuries to youth provides an objective indicator of how well facilities are protecting youth from injury.



**Compare actual performance to target and explain any variance.** The OYA has not met this target and currently lacks consistent documentation for youth injuries. Therefore, the rate of injury is likely higher than reporting methods capture. Based on these data quality findings, the OYA is developing a Comprehensive Incident Report (CIR) in JJIS to ensure accurate and comprehensive injury data. As indicated by the targets for 2006 and 2007, the OYA anticipates the *reported* rate of injury to increase with improved documentation. Program improvements described below will help reduce *actual* youth injuries.

**Summarize how actual performance compares to any relevant public or private industry standards.** Although the OYA appears to perform better than the national average, data quality findings suggests the actual rate of injury for OYA is likely higher.

**What is an example of a department activity related to the measure?** With confirmation of the new director on July 1, 2004, the OYA immediately began building agency capacity to provide evidence-based programming and to better ensure the safety of youth. OYA began a review of overall hazards facing youth in facilities and on work crews with the addition of the first agency-wide safety manager in January 2005. Local procedures are being developed to help reduce youth and staff injuries; for example, facilities have implemented procedures for required safety trainings, job site/hazard analysis, and increased supervision of youth during recreation. The first OYA Clinical Director began in February 2005; in addition to developing a clinical supervision structure, the clinical director also created the Curriculum Review Committee, which completed its first priority by selecting an evidence-based cognitive-behavioral program to implement as the foundation for youth correctional treatment. Using proven cognitive behavioral strategies and techniques enables staff to safely and effectively reduce, de-escalate, and in some cases prevent conflict and may reduce the likelihood of physical interactions and injuries.

**What needs to be done as a result of this analysis?** Complete design, training, and implementation of the CIR and implement the final recommendations of the “Youth Safety and Abuse Prevention Committee” (commissioned in March 2005) upon receipt. Complete facility safety/security reviews by December 2005 based on the policy that became effective June 1, 2005. Train all facility staff in the “Fundamentals of Cognitive Behavioral Interventions” by June 30, 2006.

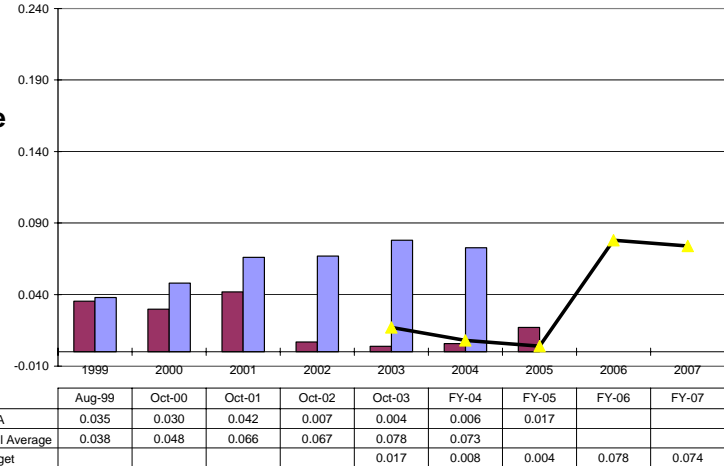
No.	Key Performance Measure		1999	2000	2001	2002	2003	2004	2005	2006	2007
3	Facility - Suicidal behavior with injury to youth per 100 person-days of youth confinement. <sup>14</sup>	Target	0.038	0.045	0.058	0.057	0.017	0.008	0.004	0.078	0.074
		Data	0.035	0.030	0.042	0.007	0.004	0.006	0.017		

Key Performance Measure Analysis

**To what goal(s) is this performance measure linked?** This measure is linked to the OYA goal to “protect youth and staff from intentional and accidental injuries”<sup>15</sup>... “by engaging in management practices that promote the safety and well-being of youth and staff.”<sup>16</sup>

**What do benchmark (or other high-level outcome) data say about Oregon relative to the goal(s)? What is the impact of your agency?** Suicide is a leading cause of death among youth in the United States. Suicide was the second leading cause of death for Oregonians aged 10-24 in 2003.<sup>19</sup> OYA youth have a more frequent history of suicidal behavior than the general population of youth. Because the confined juvenile population already includes a proportion of youth at highest risk for suicidal behavior, and incarceration alone is a risk factor for suicidal behavior, the OYA may have an impact on the overall rate in Oregon.

**How does the performance measure demonstrate agency progress toward the goal?** This measure demonstrates how well, by objective measure, facilities are protecting youth from intentional injury, specifically those caused by suicidal behavior.



**Compare actual performance to target and explain any variance.** OYA has not met this target. OYA broadened the definition of suicidal behavior for more accurate identification, response, and documentation and anticipates the *reported* rate of injury to increase with improved documentation. Consequently, the *reported* rate of suicidal behavior with injury has increased. As indicated by the targets for 2006 and 2007, the OYA anticipates the increase in the *reported* rate of suicidal behavior with injury to continue. The OYA plans to reduce *actual* suicidal behavior with injury via the program improvements described below.

**Summarize how actual performance compares to any relevant public or private industry standards.** Although the OYA appears to perform better than the national average, based on a reassessment of suicide prevention practices in June 2005, the OYA is likely under-identifying youth at risk for suicide. The under-identification of youth at risk for suicide, which is based on exhibited suicidal behaviors (see definitions on page 10), combined with a lack of consistent documentation for youth injuries, suggests that the rate of suicidal behavior with injury is likely higher than currently reported.

**What is an example of a department activity related to the measure?** In June 2005, the OYA coordinated a follow-up to the May 2004 assessment of suicide prevention practices at an OYA close custody facility. OYA was commended by the expert panel for improving suicide prevention practices and achieved either partial (35%) or substantial (65%) compliance with the 31 recommendations from the original assessment. OYA implemented the recommendations in all close custody facilities: 1) revised the suicide prevention policy; 2) revised the training curriculum, and with the Qualified Mental Health Professionals (QMHP), trained all staff in suicide prevention; 3) implemented an additional risk screening instrument at intake; 4) developed and implemented suicide risk level monitoring and documentation in JJIS, including capturing youths’ previous history of suicidal behavior; and 5) hired additional requisite QMHP, restructuring their delivery of services to living units. OYA also provided a master ASIST (Applied Suicide Intervention Skills Training) trainer who delivered four ASIST trainings to juvenile justice staff and partners throughout the state, and will continue to do so annually.

**What needs to be done as a result of this analysis?** In both reports, the panel noted under-identification of youth at moderate to high suicide risk levels among the most critical issues facing the OYA. The panel indicated that the OYA needs to reexamine this issue and consider the additional recommendation to engage an outside consulting clinical psychologist or psychiatrist to examine the issue, and at a minimum conduct a chart review and random assessment of youth identified at low suicide risk. OYA will also complete and implement policy and training for suicide prevention in community placements.

No.	Key Performance Measure		1999	2000	2001	2002	2003	2004	2005	2006	2007
4	Facility - Percent of youth confined for more than 60 days whose records indicate that they received the education programming prescribed by their individual treatment plan. <sup>20</sup>	Target	25%	57%	74%	75%	100%	100%	100%	100%	100%
		Data	18%	40%	90%	100%	79%	87%	99%		

Key Performance Measure Analysis

**To what goal(s) is this performance measure linked?** This measure is linked to the OYA reformation goal to “address the behavioral problems of youth confined in facilities by developing and implementing programming that prepares youth for progressively increasing responsibility and freedom in the community, and promotes healthy life choices.”<sup>21, 22</sup>

**What do benchmark (or other high-level outcome) data say about Oregon relative to the goal(s)? What is the impact of your agency?** By ensuring that youth receive appropriate educational programming, the OYA can contribute to the decline in juvenile arrests, Oregon benchmark #62. Findings from the TRACS (Transition Research on Adjudicated Youth in Community Settings) study, completed with an OYA population, indicate that educational engagement and vocational completion are protective against future criminal activity, especially among youth with special education needs. Providing youth with appropriate and positive educational and vocational experiences during confinement increases the likelihood that they will qualify for programs in the community, follow-through with further education and training to obtain/retain employment, and refrain from further criminal involvement.

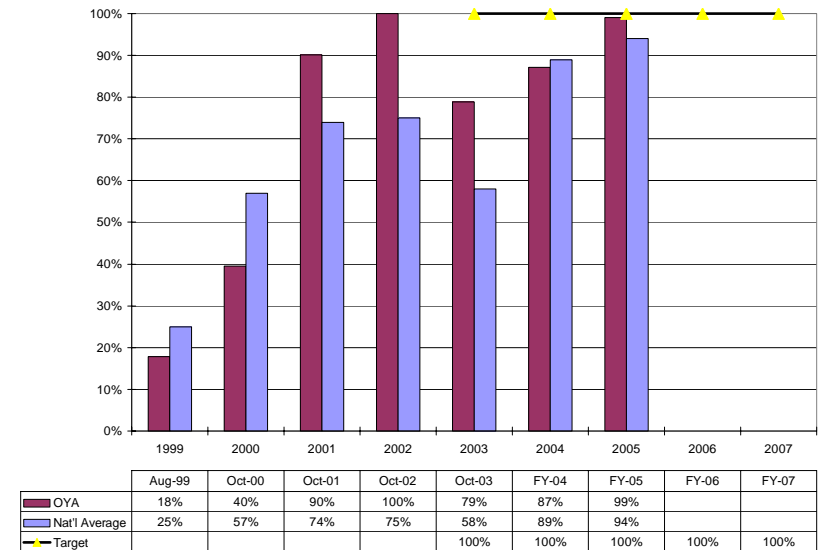
**How does the performance measure demonstrate agency progress toward the goal?** The performance measure demonstrates how well facilities support youth in the development of educational skills and abilities according to the plan developed for the individual youth.

**Compare actual performance to target and explain any variance.** As expected, performance declined when OYA began using the new case plan in 2003. However with full implementation and automation in the Juvenile Justice Information System, the agency nearly achieved the target and increased the rate by 12 points compared to 2004. In 2005, youth committed to OYA close custody facilities earned 29 General Education Diplomas (GED), 93 high school diplomas, and 1 certificate of cosmetology. Thirteen youth also graduated from 8<sup>th</sup> grade.

**Summarize how actual performance compares to any relevant public or private industry standards.** OYA is performing above the national average, continuing a trend of improvement that began in 2003. The trend seems to be replicating a four year pattern.

**What is an example of a department activity related to the measure?** Youth receive educational and vocational assessments and instruction from certified teachers, special education teachers, vocational instructors, and transition specialists. Site councils at each facility-based school include OYA staff, and education staff are part of the OYA multidisciplinary team (MDT), which is comprised of the persons and staff providing reformation and accountability services and support to the youth. Such collaboration ensures educational programming, among other interventions, is being delivered effectively to youth, at both an individual and systemic level. Each facility develops programs specific to the needs of the youth and community: one facility implemented pre/post tests; another improved vocational assessments; and three facilities added new courses. Two facilities implemented greenhouse programs in partnership with the Department of Transportation to raise and replace plants destroyed by highway accidents.

**What needs to be done as a result of this analysis?** Collaborate with public and private organizations to expand educational and vocational opportunities available to youth in correctional facilities and transition programs (e.g., via community colleges for vocational instructors and online courses). Coordinate with the Department of Education to ensure special education requirements and student needs are met and to standardize OYA access to education data.



No.	Key Performance Measure		1999	2000	2001	2002	2003	2004	2005	2006	2007
5	Facility – Percent of youth presented for admission who had a complete intake screening by trained and qualified staff. <sup>23</sup>	Target	89%	66%	77%	80%	100%	100%	100%	85%	90%
		Data	100%	94%	99%	92%	49%	62%	69%		

Key Performance Measure Analysis

**To what goal(s) is this performance measure linked?** This measure is linked to the OYA goal to “identify youth at the time of admission who have acute health problems or crisis mental health situations and following evaluation, ensure delivery of appropriate health or mental health services.”<sup>24</sup>

**What do benchmark (or other high-level outcome) data say about Oregon relative to the goal(s)? What is the impact of your agency?** The Oregon benchmark to which OYA has linked this measure is #62, juvenile arrests; the rate of juvenile arrest in Oregon has been in steady decline. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) publishes a juvenile arrests report annually; the September 2004 report offers 2002 national arrest detail by offense category and compares those to levels in 1998. OYA produced comparable statistics for Oregon: for total arrests, Oregon experienced a 26% reduction in crime compared with a 19% national reduction; and for the crime index total, Oregon experienced a 31% reduction compared with a 22% national reduction. Generally, Oregon’s juvenile crime rate dropped more than the national rate in all major crime categories (e.g., violent, property, and other non-index crimes such as other assaults, driving under influence, etc.)



**How does the performance measure demonstrate agency progress toward the goal?** This measure demonstrates whether close custody facilities are identifying youth with physical health and mental health problems at admission to a close custody facility.

**Compare actual performance to target and explain any variance.** Targets for 2003, 2004, and 2005 were established prior to data quality certification visit from the national PbS project in February 2004, when consultants suggested that in order to meet the Performance-based Standards, youth transferred from one OYA close custody facility to another would need to receive a new complete intake screening. This accounts largely for the drop in performance between October 2002 and October 2003. During FY 05 every close custody facility improved its performance on this measure, except two transition programs that have not yet developed local protocol and/or have not been able to secure the trained and qualified staff necessary to complete these screenings to meet the Performance-based Standard (PbS). With the exception of two facilities that are performing at 100%, all facilities have the need for further improvement.

**Summarize how actual performance compares to any relevant public or private industry standards.** OYA is performing above the national average.

**What is an example of a department activity related to the measure?** OYA youth correctional facilities and transition programs revised procedures to streamline and update youth intake processes, including trained and qualified staff to complete screenings. For example, one facility designed an intake area to ensure all requisite materials and components are immediately accessible to staff, including access to JJIS. Several facilities improved communication protocol to ensure timely transport and/or access to clinical services for youth intake screenings. The two transition programs without procedures and sufficient medical and mental health staff coverage targeted this and related measures for improvement.

**What needs to be done as a result of this analysis?** Transition programs continue to seek Qualified Mental Health Providers for staffing. The OYA facility implementation coordinator and OYA liaisons will monitor and support the three youth correctional facilities and three transition programs that have targeted this measure, to ensure youth have a complete intake screening by trained and qualified staff as part of their PbS Facility Improvement Plan (FIP).

No.	Key Performance Measure		1999	2000	2001	2002	2003	2004	2005	2006	2007
6	Facility - Percent of youth confined for more than 30 days whose records include a written individual treatment plan. <sup>25</sup>	Target	43%	84%	90%	71%	95%	100%	100%	100%	100%
		Data	47%	61%	85%	92%	76%	87%	92%		

Key Performance Measure Analysis

**To what goal(s) is this performance measure linked?** This measure is linked to the OYA goal “to develop or continue to develop individual treatment plans for each youth confined in an OYA facility to respond in an appropriate and timely manner to new and chronic, health, mental health, substance abuse, or behavior problems.”<sup>26</sup> The OYA case plan serves as the individual treatment plan.

**What do benchmark (or other high-level outcome) data say about Oregon relative to the goal(s)? What is the impact of your agency?** The Oregon benchmark to which OYA has linked this measure is # 62, juvenile arrests. The case plan is formulated with findings from the OYA Risk and Needs Assessment (OYA/RNA), which allows staff to target the dynamic risk factors associated with criminal behavior (e.g., addiction) for reduction and dynamic protective factors associated with positive social behavior (e.g., prosocial peers) for further development. With such focused and evidence-based correctional treatment, the OYA is able to promote the ability of the youth to reenter the community without further delinquent or criminal involvement.

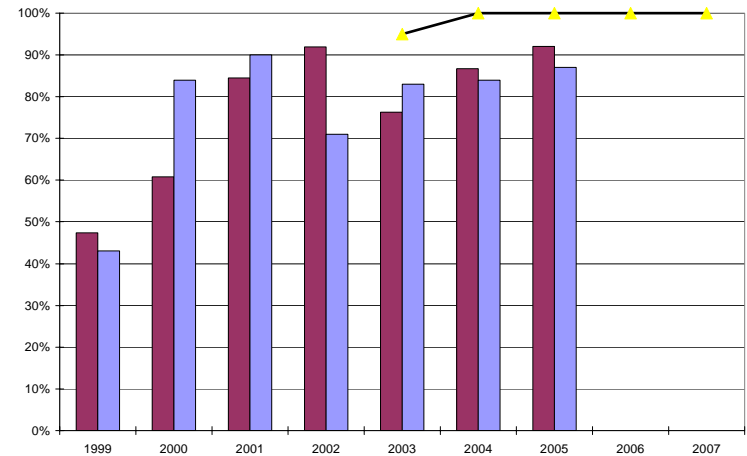
**How does the performance measure demonstrate agency progress toward the goal?** This measure provides an objective measure of timeliness in which facility staff develop written treatment plans for youth confined for more than 30 days.

**Compare actual performance to target and explain any variance.** Although the OYA did not reach the target of 100%, a 5-point gain was achieved. Based on an analysis of Juvenile Justice Information System (JJIS) data for offenders committed to OYA close custody in January and February 2005 (n=88), 80% of juvenile offenders had an OYA case plan developed within 30 days of confinement, compared to 29% of Department of Corrections (DOC) adult offenders committed to OYA close custody. By May 2005, when the data were analyzed, all 88 juvenile and adult offenders committed to OYA close custody in January and February 2005 had an OYA case plan; and 97% of *all* offenders committed to OYA close custody facilities had an OYA case plan. Variance may be predominately due to the lack of timely case plan development for DOC adult offenders placed in OYA facilities.

**Summarize how actual performance compares to any relevant public or private industry standards.** OYA is performing above the national average.

**What is an example of a department activity related to the measure?** Staff began developing case plans based on the OYA/RNA with automated support through JJIS. The case plan is designed to target and track specific areas of youth reformation such as offense-specific, mental health, substance abuse, education, vocation and social skills through the use of standardized long term goals and competencies. OYA implemented a comprehensive quality improvement system that resulted in revisions to the OYA/RNA and case plan training curricula, enhancements to the case planning features and tools in JJIS, and additional staff training. Facility staff use the new tools, including motivational interviewing, to foster direct interactions and an environment more conducive to youth completing correctional treatment successfully. The agency monitors the completion of risks/needs assessments and case plans through JJIS and evaluates the quality of case plans through quality improvement system locally and statewide.

**What needs to be done as a result of this analysis?** Statewide quality improvement activities for the OYA/RNA and case plan, particularly related to developing case plans for DOC adult offenders, will help OYA to achieve the target of 100%. The OYA facility implementation coordinator and OYA liaisons will monitor and support the two youth correctional facilities and one transition program that have targeted this and related measures for improvement as part of their PbS Facility Improvement Plan (FIP). Finally, standardizing the competencies in the case plan to the treatments provided will support the ability of the agency to better evaluate individual youth progress and program effectiveness; both important to demonstrating youth reformation and public safety.



	Aug-99	Oct-00	Oct-01	Oct-02	Oct-03	FY-04	FY-05	FY-06	FY-07
OYA	47%	61%	85%	92%	76%	87%	92%		
Natl Average	43%	84%	90%	71%	83%	84%	87%		
Target					95%	100%	100%	100%	100%

No.	Key Performance Measure		1999	2000	2001	2002	2003	2004	2005	2006	2007
7	Facility - Percent of youth confined for more than 60 days who have a finalized written aftercare treatment plan prior to 30 days of release. <sup>28</sup>	Target	n/a	n/a	n/a	34%	97%	100%	100%	90%	92%
		Data	n/a	n/a	n/a	95%	89%	88%	79%		

Key Performance Measure Analysis

**To what goal(s) is this performance measure linked?** This measure is linked to the OYA goal “to provide continuity in programming and services for youth after they are released from custody.”<sup>29</sup>

**What do benchmark (or other high-level outcome) data say about Oregon relative to the goal(s)? What is the impact of your agency?** Statewide juvenile recidivism (benchmark #65, new criminal referrals) in Oregon has been in steady decline. The OYA case plan encompasses the continuum of care while youth receive services in the juvenile justice system, including aftercare treatment. Findings from TRACS (Transition Research on Adjudicated Youth in Community Settings) suggest that those youth who are immediately engaged in aftercare services during transition to the community, especially the first six months post-release, are less likely to recidivate.

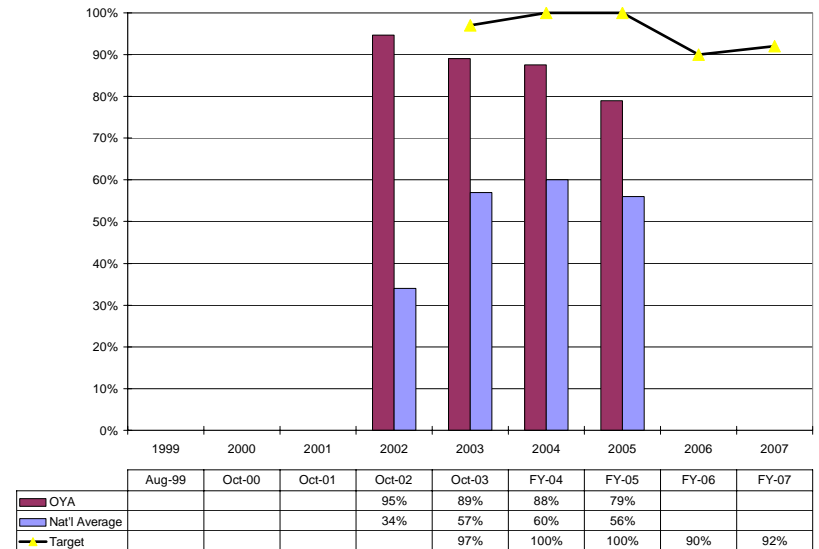
**How does the performance measure demonstrate agency progress toward the goal?** This measure demonstrates the timeliness in which staff develop finalized written aftercare treatment plans prior to the transition of youth to the community.

**Compare actual performance to target and explain any variance.** The OYA did not achieve the target on this measure and performance declined by 9 points compared to 2004. Primary factors contributing to OYA performance on this measure include management of the Discretionary Bed Allocation (DBA), inconsistent application of the Multidisciplinary Team (MDT) model, and limited close custody and community placement resources. The DBA provides a numerical allocation for each county for youth placement in close custody. Trends in commitment and youth revocation patterns contribute to early releases and short term turnaround of youth movement. This hampers the ability to develop aftercare planning and completion of facility treatment progress summaries. The MDT model of youth progress review, implemented in May 2003, is a comprehensive review and planning process for youth treatment. There is a variance in the application of this model throughout the OYA with subsequent impacts to meeting this measure.

**Summarize how actual performance compares to any relevant public or private industry standards.** OYA is performing above the national average.

**What is an example of a department activity related to the measure?** In February 2005, the statewide PbS coordinator for OYA began working with the OYA Assistant Directors for facility operations and field operations to develop a collaborative plan to achieve the reintegration standards. During a national PbS consultation visit in May 2005, OYA field operations assumed a leadership role for the reintegration performance area, including the assignment of an OYA field supervisor to the role of OYA PbS Field Liaison to aid in fulfilling reintegration standards and assuring data quality. OYA also convened a workgroup to address early release of youth due to capacity pressure which resulted in tracking early releases in JJIS for further analysis and problem solving. Three youth correctional facilities targeted this and related measures for improvement as part of their PbS Facility Improvement Plan (FIP).

**What needs to be done as a result of this analysis?** Analyze early release data to identify youth who would be likely candidates for early release based on DBA and develop meaningful solutions for improved timeliness on transition and aftercare treatment planning. Complete predictor model to better inform case managers to make planning more efficient and increase the percent of youth with finalized written aftercare treatment plans prior to 30 days of release. Development of additional community placement resources. Continue to support the implementation of case planning which emphasizes transition planning and the standardization of the MDT model for youth reviews at facilities.



No.	Key Performance Measure		1999	2000	2001	2002	2003	2004	2005	2006	2007
8	Facility - Percent of youth who are referred to at least one community-based service as outlined in their aftercare treatment plan. <sup>30</sup>	Target	n/a	n/a	n/a	38%	88%	95%	100%	95%	95%
		Data	n/a	n/a	n/a	81%	78%	86%	92%		

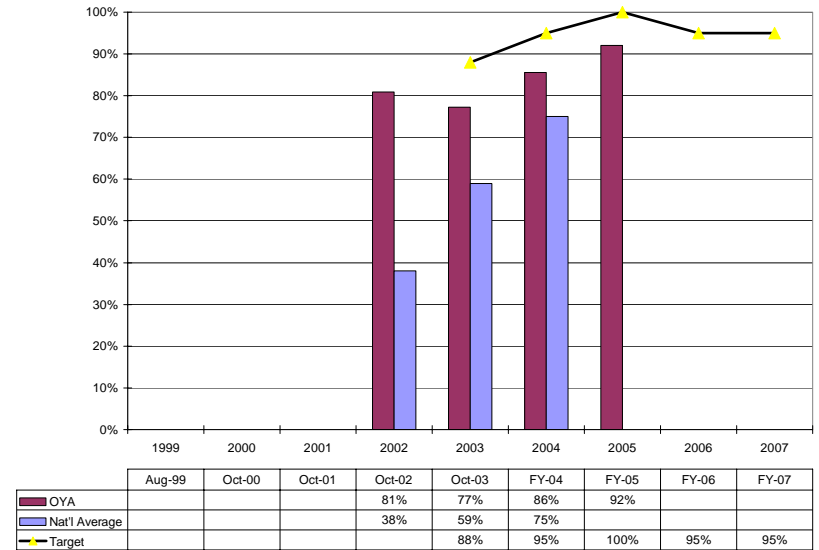
Key Performance Measure Analysis

**To what goal(s) is this performance measure linked?** This measure is linked to the OYA reformation goal “to ensure that youth are referred and admitted to community services/agency programs prior to release from close custody.”<sup>31</sup>

**What do benchmark (or other high-level outcome) data say about Oregon relative to the goal(s)? What is the impact of your agency?** Statewide juvenile recidivism (benchmark #65, new criminal referrals) in Oregon has been in steady decline. Youth referred, accepted, and enrolled in community-based services when released from close custody are more likely to sustain behavior free of criminal activity.

**How does the performance measure demonstrate agency progress toward the goal?** This measure demonstrates how well facility treatment staff and parole/probation officers accomplish the intermediary step of ensuring that youth are referred to community-based services as outlined in the case plan.

**Compare actual performance to target and explain any variance.** Although OYA did not achieve the target of 100%, the agency improved performance by 6 points.



**Summarize how actual performance compares to any relevant public or private industry standards.** National PbS data is not available for this measure. “National outcomes are measures for which the PbS project provides field averages. Local outcome measures track only an individual facility’s scores. *The PbS project introduced local measures as a way to track significant outcomes that are difficult to compare across facilities due to differences in practice or difficulties in creating common definitions.*”<sup>32</sup>

**What is an example of a department activity related to the measure?** Each OYA field office and county juvenile department collaborates with other local providers to tailor transition services based on the individual needs of the youth as identified by the OYA/RNA risk and protective scores, treatment progress and completion during confinement, and the professional insight of parole/probation officers and other direct service staff. OYA contracts with community-based organizations to provide the necessary intervention services during parole, such as residential programs, day reporting, independent living skills, and educational and vocational support. In FY 2005, OYA collaborated with the Department of Human Services to plan statewide implementation of Family Functional Therapy (FFT), an evidence-based intervention for youth and families that targets youth at risk or engaged in delinquency, violence, and substance abuse, and other activities associated with criminal behavior. In partnership with the University of Oregon and Multnomah and Lane County Educational Service Districts, the OYA also continues to provide educational and employment assistance to adolescents with disabilities who are paroled to their home communities. In addition to continuing programs designed specifically to aid youth in transition, such as the Minority Transition Program, OYA and juvenile justice partners have developed new processes to better serve youth in transition. For example, one field office implemented a transition planning meeting that as a standard includes the youth, parents/guardians, county juvenile department, mental health service providers, the OYA and community-based organizations, among other service providers (e.g. mentoring, education, employment). The OYA and the Department of Corrections (DOC) established a workgroup to specifically improve transition services for DOC youth leaving OYA close custody to transfer to adult prison or post-prison supervision.

**What needs to be done as a result of this analysis?** Monitor implementation of FFT and expand other evidence-based community treatment and placement resources. Increase opportunity for youth transition visits prior to release. Develop and implement the quality assurance tools and monitoring for the OYA case plan. Improve youth referrals and placement by implementing the crisis stabilization, assessment and evaluation center that is currently in development.

No.	Key Performance Measure		1999	2000	2001	2002	2003	2004	2005	2006	2007
9	Residential – Runaways from provider supervision per 100 person-days of youth placement, including youth on home visit status.	Target	n/a	n/a	n/a	n/a	0.775	0.173	0.152	0.152	0.137
		Data	n/a	n/a	n/a	0.239	0.222	0.198	0.160		

Key Performance Measure Analysis

**To what goal(s) is this performance measure linked?** This measure is linked to the OYA goal to maintain custody of youth placed in community residential programs, which is related to our agency mission to protect the public by providing opportunities for reformation.

**What do benchmark (or other high-level outcome) data say about Oregon relative to the goal(s)? What is the impact of your agency?** Statewide juvenile recidivism (benchmark #65, new criminal referrals) in Oregon has been in steady decline.

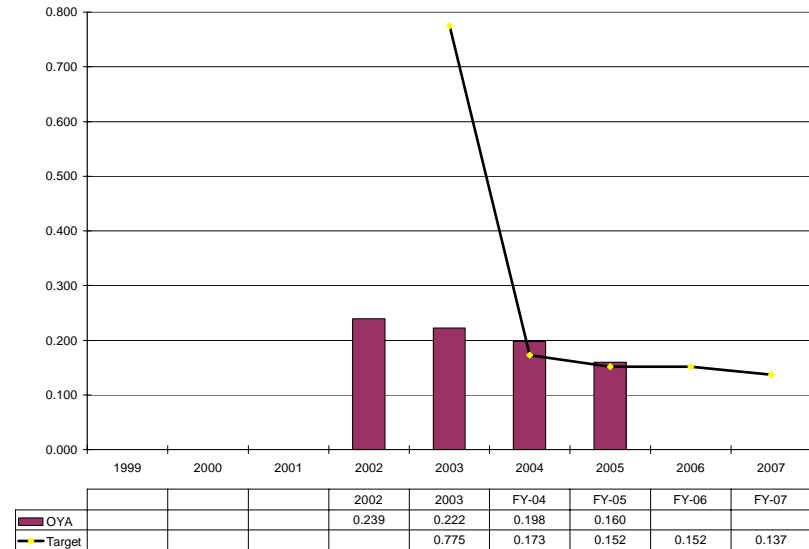
**How does the performance measure demonstrate agency progress toward the goal?** This measure demonstrates how well community residential programs, contracted by the OYA, prevent the unauthorized exit of youth from residential programs and maintains custody and supervision. The risk of runaway is inherently greater from community-based programs. Youth must be present to receive opportunities for reformation, and youth who complete treatment are less likely to commit new crimes.

**Compare actual performance to target and explain any variance.** The rate of runaways from provider supervision continues to decline and OYA nearly achieved the target (variance is 0.008). OYA performance, achieved in collaboration with community residential providers, represents a 20% reduction since Fiscal Year (FY) 2004.

**Summarize how actual performance compares to any relevant public or private industry standards.** The national PbS project is developing standards for residential programs, and subsequent to full implementation, the OYA will be able to compare performance to other community-based programs in the country for youth involved in the juvenile justice system. Presently, OYA provides each program with its individual results compared to the aggregate results for all community residential providers as a tool for analysis in setting goals and targets for improvement.

**What is an example of a department activity related to the measure?** OYA solicited the support of and collaborated with other juvenile justice partners to implement new tools, approaches, and services based on the principles of effective intervention. Consequently, in addition to training OYA facility and field staff, community residential providers also received training and implemented motivational interviewing and the OYA/RNA to determine youths' willingness to change, an important factor for successful community-based interventions. Programs report that moving to less confrontational models of service delivery, which includes methods such as motivational interviewing and cognitive behavioral interventions, has been significant in reducing runaways. OYA pre-screen results on youth have yet to be validated for accurately assessing youth readiness to change and predicting youth's likelihood of graduating from community base programs. Programs began reporting the number of youth returned to the same provider following their runaway in FY 2004; for FY 2005, 20% of all runaway youth returned to their community-based provider.

**What needs to be done as a result of this analysis?** Complete work with the University of Oregon in validating the OYA/RNA tool to ensure that it assesses risk, readiness, and responsivity factors accurately for OYA youth offenders. Use the findings from the validation of the OYA/RNA to redevelop close custody release guiding principles and to help OYA staff and juvenile justice partners place youth in appropriate programs to most successfully facilitate reformation. Liaisons will continue to monitor runaway outcomes locally with community residential providers while the Statewide Quality Assurance Committee monitors outcomes on a monthly basis to identify trends and methods for system-wide reductions.



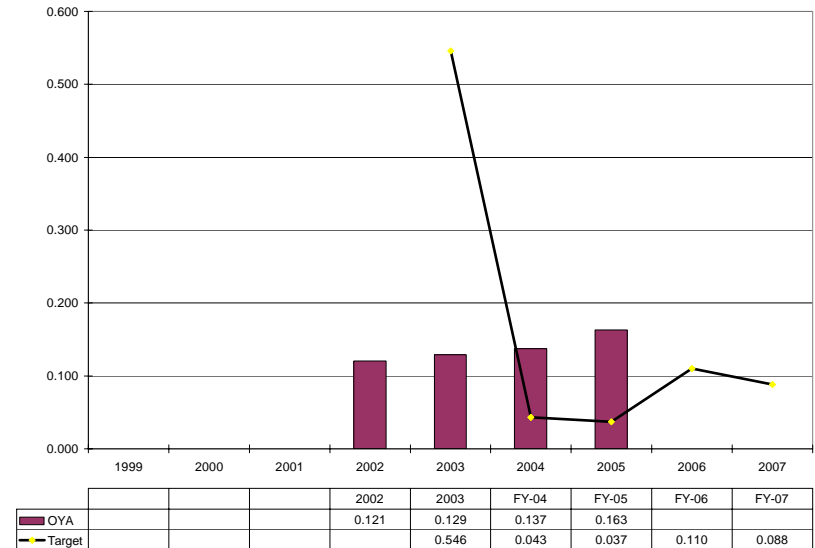
No.	Key Performance Measure		1999	2000	2001	2002	2003	2004	2005	2006	2007
10	Residential - Injuries to youth per 100 person-days of youth placement.	Target	n/a	n/a	n/a	n/a	0.546	0.043	0.037	0.110	0.088
		Data	n/a	n/a	n/a	0.121	0.129	0.137	0.163		

Key Performance Measure Analysis

**To what goal(s) is this performance measure linked?** This measure is linked to the OYA goal to protect staff and youth in residential programs from intentional and accidental injuries by engaging in management practices that promote the safety and well-being of staff and youth.

**What do benchmark (or other high-level outcome) data say about Oregon relative to the goal(s)? What is the impact of your agency?** Statewide juvenile recidivism (benchmark #65, new criminal referrals) in Oregon has been in steady decline. Performance-based Standards (PbS) are based on a model of reciprocal effect – that all areas of facility operation have impact on all other areas. The model holds that safety is the first responsibility of juvenile confinement facilities and presumes that programming (correctional treatment) is the method by which safety is best achieved.<sup>33</sup>

**How does the performance measure demonstrate agency progress toward the goal?** This measure demonstrates how well community-based programs protect youth from all injuries, intentional and accidental.



**Compare actual performance to target and explain any variance.** The OYA did not achieve the target, in part, because not all injuries meeting the definition had previously been counted. The new target for 2006 is more realistic, based on what are considered to be preventable injuries from the circumstances described in incident reports.

**Summarize how actual performance compares to any relevant public or private industry standards.** The national Performance-based Standards (PbS) project is developing standards for residential programs, and subsequent to full implementation, the OYA will be able to compare performance to other community-based programs in the country for youth involved in the juvenile justice system. OYA liaisons provide each program with their individual results compared to the aggregate results for all community residential providers as tool for analysis in setting goals and targets for improvement.

**What is an example of a department activity related to the measure?** Each month, programs provide the OYA with copies of all incidents, which are then coded and recorded. Coding in the Community Residential Contract Monitoring System (CRCMS) database is verified for consistency. OYA liaisons review incidents and discuss the nature of the injury with program staff, including program practices and if the injury is preventable, how it can be prevented in the future. For example, program practices related to the use of tools are reviewed. Programs that provide vocational and work opportunities provide continuing instruction to staff and youth on the safe use of tools, prohibit the use of power tools by youth, and prevent youth access to fuels. Staff monitor youth to ensure they follow safety practices, including the use of safety glasses, gloves, and appropriate shoes. Incidents resulting in youth injury are reviewed, as are those where youth injury was clearly prevented by appropriate and effective supervision and verbal interventions to address inappropriate or de-escalate youth behavior and interactions.

**What needs to be done as a result of this analysis?** OYA needs to continue providing technical assistance to community-based programs about preventable injuries, encourage peer mentoring of best practices, and include community-based providers in trainings for effective verbal interventions skills. Targets for 2006 and 2007 may need to be adjusted based on the rates in FY 05.

No.	Key Performance Measure		1999	2000	2001	2002	2003	2004	2005	2006	2007
11	Residential - Suicidal behavior with injury to youth per 100 person-days of youth placement.	Target	n/a	n/a	n/a	n/a	0.008	0.000	0.000	0.0123	0.0087
		Data	n/a	n/a	n/a	0.0013	0.0015	0.0159	0.0261		

Key Performance Measure Analysis

**To what goal(s) is this performance measure linked?** This measure is linked to the OYA goal to protect staff and youth in residential programs from intentional and accidental injuries.

**What do benchmark (or other high-level outcome) data say about Oregon relative to the goal(s)? What is the impact of your agency?** The social characteristics of youth offenders committed to OYA place them at increased risk of suicidal behavior. This includes a high proportion of youth with abuse/neglect and suicidal behavior histories, youth with special education needs, and youth who have a diagnosed mental health disorder and/or have been diagnosed as substance-dependent or substance-abusive.

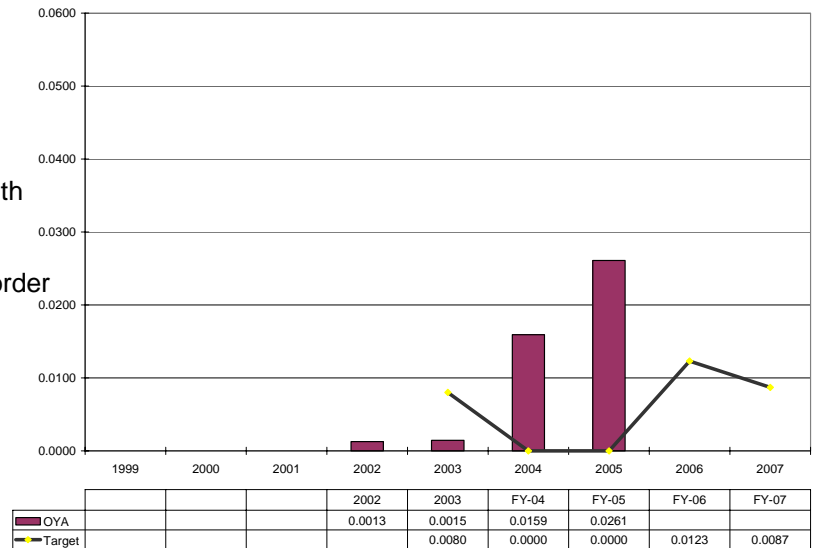
**How does the performance measure demonstrate agency progress toward the goal?** This measure demonstrates how well community-based programs protect youth from all injuries due to suicidal behavior.

**Compare actual performance to target and explain any variance.** OYA data was re-coded to meet the national PbS definition of suicidal behavior, based on data quality certification completed in February 2004. OYA broadened the definition of suicidal behavior for more accurate identification, response, and documentation; OYA anticipated the *reported* rate of injury to increase with improved documentation. Consequently, the *reported* rate of suicidal behavior with injury has increased OYA requested the opportunity to reset the targets based on the certified rate. However, the defined process for reporting does not allow agencies to reset targets within the current biennium. In 2004, OYA set new targets for FY 06 and 07. The targets for 2006 and 2007 may still need to be adjusted based on the reported incidence during FY 04 and 05. The OYA plans to reduce *actual* suicidal behavior with injury via the program improvements described below.

**Summarize how actual performance compares to any relevant public or private industry standards.** The national PbS project is developing standards for residential programs, and subsequent to full implementation, the OYA will be able to compare performance to other community-based programs in the country for youth involved in the juvenile justice system.

**What is an example of a department activity related to the measure?** Each month, programs provide the OYA with copies of all incidents, which are then coded and recorded. Incidents indicating improvements needed are discussed with the program. Coding in the Community Residential Contract Monitoring System (CRCMS) database is verified for consistency. OYA provided a master ASIST (Applied Suicide Intervention Skills Training) trainer who delivered four ASIST trainings to juvenile justice staff and partners, including community residential providers, throughout the state and will continue to do so annually. Community residential programs also ensure that staff receive annual training in crisis prevention and intervention, provide staff to youth ratios necessary to maintain supervision and safety practices appropriate to youth risk status and program activities. Close interaction by the staff with youth supports residential programs ability to quickly identify, prevent, de-escalate and appropriately respond to youth exhibiting suicidal behavior.

**What needs to be done as a result of this analysis?** Implement the policy on suicide prevention in community placements that became effective October 7, 2005, including training for OYA field staff, liaisons, and providers. Consistent with the policy for close custody facilities, OYA parole/probation officers will document youths' history of suicidal behavior and youth at risk for suicide in the Juvenile Justice Information System (JJIS). OYA will consider a screening tool for youth committed to OYA probation to assist juvenile justice practitioners to screen youth for suicide ideation and risk.



No.	Key Performance Measure		1999	2000	2001	2002	2003	2004	2005	2006	2007
13	Probation Recidivism – Percent of youth that were committed to OYA probation and adjudicated as a juvenile or convicted as an adult for a felony with a disposition or sentence of formal supervision within a given 12-, 24-, or 36-month tracking period.	12 Months	n/a	13.0%	14.0%	11.4%	9.1%	9.3%			
		24 Months	n/a	22.0%	23.5%	20.0%	19.1%				
		36 Months	n/a	30.5%	31.8%	28.5%					

Key Performance Measure Analysis

**To what goal(s) is this performance measure linked?** This measure is linked to the OYA mission and goal to protect the public by reducing the number of youth who re-offend.

**What do benchmark (or other high-level outcome) data say about Oregon relative to the goal(s)? What is the impact of your agency?** Although benchmark #65 has been in steady decline from 1996 to 2003, the impact of the OYA will be limited because most of the OYA youth are not first time offenders. The statewide juvenile recidivism measure tracks new criminal referrals within 12 months of the first offense (benchmark #65), whereas the OYA serves predominately chronic offenders. Consequently, the OYA recidivism measure likely does not have a significant impact on benchmark #65. Therefore, benchmark #62 (juvenile arrests) is more appropriate for determining the impact of the OYA on reducing the number of youth who re-offend. As the OYA recidivism rates for youth committed to OYA probation has decreased so has the number of juvenile arrests.

**How does the performance measure demonstrate agency progress toward the goal?**

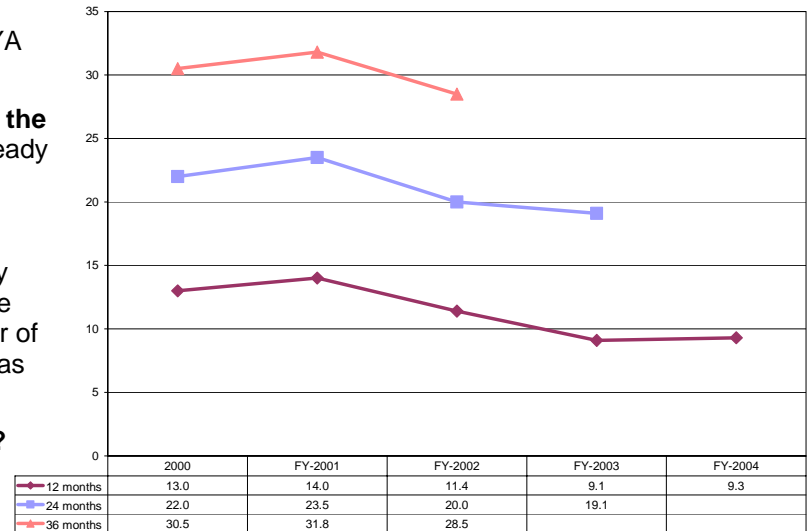
The rate of recidivism provides one objective indicator of the amount of re-offending by youth committed to the OYA. The rate of re-offending indicates the extent to which the OYA has protected the public and reformed youthful offenders. However, because the measure is restricted to felony convictions/adjudications, other indicators (such as all arrests) may be more effective in demonstrating the impact of the agency on re-offending. The OYA developed this key performance measure in response to specific guidance by the 2003 Oregon Legislature.

**Compare actual performance to target and explain any variance.** To date, targets for this measure have not been established. However, comparing trends over time, recidivism has consistently fallen from 2000 to 2003.

**Summarize how actual performance compares to any relevant public or private industry standards.** Because currently there are no national standards for measuring juvenile recidivism, comparisons with other states is precarious. This is especially true for youth committed to OYA probation because few states commit youth to state level probation.

**What is an example of a department activity related to the measure?** The OYA continues to improve programming that provides services aimed at reducing recidivism. Specifically, in addition to programs designed to address criminal risk factors in general, several evidence-based programs have been implemented, or are being designed, that address substance abuse, fire setting, sex offending, and violent offending issues. The OYA also trained staff to complete implementation of the OYA Risk and Needs Assessment (OYA/RNA), which provides a pre-screen score to help determine the risk of youth to re-offend and identifies other risk and protective factors to assist staff in determining appropriate placements and targeting correctional treatments for youth.

**What needs to be done as a result of this analysis?** As indicated above, the OYA has yet to determine appropriate targets for recidivism rates. The results of this analysis (falling recidivism rates) indicate the slope at which reasonable targets need to be estimated. OYA and the University of Oregon have begun collaborating to validate the OYA/RNA tool to ensure that it assesses risk accurately for OYA youth offenders. OYA has also selected several community-based interventions, such as Aggression Replacement Therapy and Functional Family Therapy that are proven to reduce recidivism. The agency will provide training on these evidence-based models to OYA staff, contractors, and community residential providers to ensure fidelity to the model, which is necessary to achieve reductions in rates of youth re-offense.



No.	Key Performance Measure		1999	2000	2001	2002	2003	2004	2005	2006	2007
14	Parole Recidivism – Percent of youth that were released for the first time from close custody on parole and adjudicated as a juvenile or convicted as an adult for a felony with a disposition or sentence of formal supervision within a given 12-, 24-, or 36-month tracking period.	12 Months	n/a	13.0%	13.3%	11.1%	11.7%	11.5%			
		24 Months	n/a	26.5%	26.5%	26.8%	26.6%				
		36 Months	n/a	38.4%	39.1%	38.9%					

Key Performance Measure Analysis

**To what goal(s) is this performance measure linked?** This measure is linked to the OYA mission and goal to protect the public by reducing the number of youth who re-offend.

**What do benchmark (or other high-level outcome) data say about Oregon relative to the goal(s)? What is the impact of your agency?** Although benchmark #65 has been in steady decline from 1996 to 2003, the impact of the OYA will be limited because most of the OYA youth are not first time offenders. The statewide juvenile recidivism measure tracks new criminal referrals within 12 months of the first offense (benchmark #65), whereas the OYA serves predominately chronic offenders. Consequently, the OYA recidivism measure likely does not have a significant impact on benchmark #65. Therefore, benchmark #62 (juvenile arrests) is more appropriate for determining the impact of the OYA on reducing the number of youth who re-offend. As indicated above, while the numbers of juvenile arrests have been in steady decline, the OYA recidivism rates for youth released from OYA close custody has remained steady with only a slight decline within 12 months of release from 2000 to 2004.

**How does the performance measure demonstrate agency progress toward the goal?**

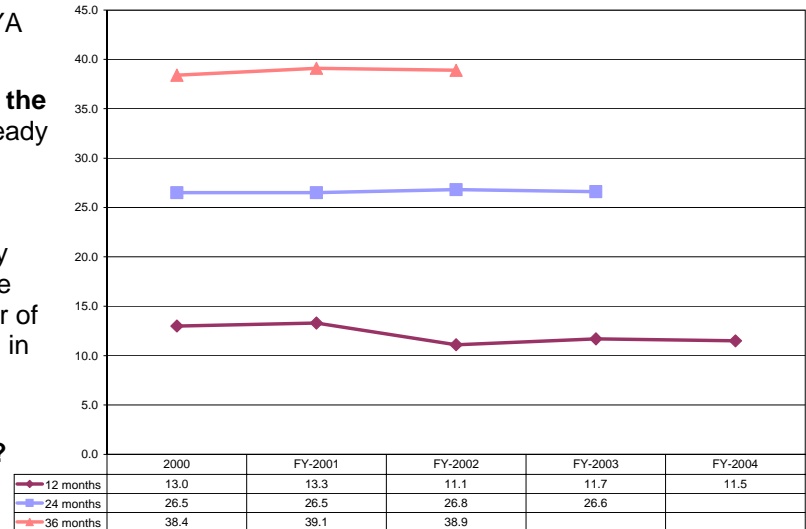
The rate of recidivism provides an objective indicator of the amount of re-offending by youth committed to the OYA. The rate of re-offending indicates the extent to which the OYA has protected the public and reformed youthful offenders. The OYA developed this key performance measure in response to specific guidance by the 2003 Oregon Legislature.

**Compare actual performance to target and explain any variance.** To date, targets for this measure have not been established. However, comparing trends over time, recidivism remained steady from 2000 to 2003.

**Summarize how actual performance compares to any relevant public or private industry standards.** Because currently there are no national standards for measuring juvenile recidivism, comparisons with other states is precarious. As the Oregon Progress Board notes in the annual Benchmark Performance Report, "Because each state uses varying methods of calculating recidivism, valid national comparators are unavailable."<sup>34</sup>

**What is an example of a department activity related to the measure?** The OYA continues to improve programming that provides services aimed at reducing the likelihood that youth will re-offend. Specifically, in addition to programs designed to address criminogenic factors in general, several evidence-based programs have been implemented, or are being designed, that address substance abuse, fire setting, sex offending, and violent offending issues. Again, the OYA also trained staff to complete implementation of the OYA Risk and Needs Assessment (OYA/RNA), which provides a pre-screen score to help determine the risk of youth to re-offend and identifies other risk and protective factors to assist staff in determining appropriate placements and targeting correctional treatments for youth. The OYA began assessing community residential providers with the Correctional Program Assessment Inventory (CPAI). A total of 31 community residential programs were assessed with 55% receiving a "very satisfactory" or "satisfactory" score, which means that the program is closely adhering to the "principles of effective correctional intervention " and likely to reduce recidivism.

**What needs to be done as a result of this analysis?** As indicated above, the OYA has yet to determine appropriate targets for recidivism rates. The results of this analysis indicate the slope at which reasonable targets need to be estimated.



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## Endnotes

- <sup>1</sup> Oregon Department of Human Services, Oregon Progress Board. 2005-2007 Performance Measure Guidelines for Oregon State Agencies, March 2004, Corrected August 2004. Appendix C, p. C-8.
- <sup>2</sup> Performance based Standards (PbS) for Youth Correction and Detention Facilities, Glossary – October 2005, Copyright © 2005 Council of Juvenile Correctional Administrators (CJCA), p. 11.
- <sup>3</sup> Ibid, p. 6.
- <sup>4</sup> Ibid, p. 8.
- <sup>5</sup> Ibid, p. 15.
- <sup>6</sup> Ibid, p. 16-17.
- <sup>7</sup> Ibid, p. 14.
- <sup>8</sup> Security Outcome Measure, PbS Goals, Standards, Outcome Measures, Expected Practices and Processes – October 2003, Copyright © 2003 Council of Juvenile Correctional Administrators (CJCA), p. 12.
- <sup>9</sup> Conrad, Rita, Katie DeWilde, Chris Jernstrom, Justen Maron, Jeremy Mitchell and Andrew Choy. March 2003. *Is Oregon Making Progress? The 2003 Benchmark Report*. Report to the Legislative Assembly. Salem, OR: Oregon Department of Administrative Services, Oregon Progress Board, 41.
- <sup>10</sup> Safety Outcome Measure, PbS Goals, Standards, Outcome Measures, Expected Practices and Processes – October 2003, Copyright © 2003 Council of Juvenile Correctional Administrators (CJCA), p. 3.
- <sup>11</sup> Safety Standard 1, PbS Goals, Standards, Outcome Measures, Expected Practices and Processes – October 2003, Copyright © 2003 Council of Juvenile Correctional Administrators (CJCA), p. 3.
- <sup>12</sup> Safety Goal, PbS Goals, Standards, Outcome Measures, Expected Practices and Processes – October 2003, Copyright © 2003 Council of Juvenile Correctional Administrators (CJCA), p. 3.
- <sup>13</sup> Performance-Based Standards in Juvenile Correction and Detention Facilities, Consultant Training Manual – April 29-30, 1998, Sponsored by Office of Juvenile Justice and Delinquency Prevention. Conducted by Council of Juvenile Correctional Administrators and Abt Associates, Inc., Section II, p. 4-6.
- <sup>14</sup> Safety Outcome Measure, PbS Goals, Standards, Outcome Measures, Expected Practices and Processes – October 2003, Copyright © 2003 Council of Juvenile Correctional Administrators (CJCA), p. 4.
- <sup>15</sup> Safety Standard 1, PbS Goals, Standards, Outcome Measures, Expected Practices and Processes – October 2003, Copyright © 2003 Council of Juvenile Correctional Administrators (CJCA), p. 3.
- <sup>16</sup> Safety Goal, PbS Goals, Standards, Outcome Measures, Expected Practices and Processes – October 2003, Copyright © 2003 Council of Juvenile Correctional Administrators (CJCA), p. 3.
- <sup>19</sup> Oregon Department of Human Services. Injury Prevention and Epidemiology: Youth Suicide Prevention. Available: [www.ohd.hr.state.or.us/ipe/suicide/cfm](http://www.ohd.hr.state.or.us/ipe/suicide/cfm) [18 September 2004]
- <sup>20</sup> Programming Outcome Measure, PbS Goals, Standards, Outcome Measures, Expected Practices and Processes – October 2003, Copyright © 2003 Council of Juvenile Correctional Administrators (CJCA), p. 22.
- <sup>21</sup> Program Standard 2, Performance-based Standards – October 2003, Copyright © 2003 Council of Juvenile Correctional Administrators (CJCA).
- <sup>22</sup> PbS Programming Standard 1: Provide an education program that is tailored to each youth's education level, abilities, problems and special needs, and that improves the education performance and vocational skills while confined.
- <sup>23</sup> Health and Mental Health Outcome Measure, PbS Goals, Standards, Outcome Measures, Expected Practices and Processes – October 2003, Copyright © 2003 Council of Juvenile Correctional Administrators (CJCA), p. 14.
- <sup>24</sup> Health and Mental Health Standard 1, Ibid.
- <sup>25</sup> Health and Mental Health Outcome Measure, PbS Goals, Standards, Outcome Measures, Expected Practices and Processes – October 2003, Copyright © 2003 Council of Juvenile Correctional Administrators (CJCA), p. 18.
- <sup>26</sup> Health and Mental Health Standard 3, Ibid.
- <sup>28</sup> Reintegration Outcome Measure, PbS Goals, Standards, Outcome Measures, Expected Practices and Processes – October 2003, Copyright © 2003 Council of Juvenile Correctional Administrators (CJCA), p. 31.
- <sup>29</sup> Reintegration Standard 1, Ibid.
- <sup>30</sup> Reintegration Outcome Measure, PbS Goals, Standards, Outcome Measures, Expected Practices and Processes – October 2003, Copyright © 2003 Council of Juvenile Correctional Administrators (CJCA), p. 35.
- <sup>31</sup> Reintegration Standard 4, Ibid.
- <sup>32</sup> Performance based Standards (PbS) for Youth Correction and Detention Facilities, Glossary – October 2005, Copyright © 2005 Council of Juvenile Correctional Administrators (CJCA), p. 9.
- <sup>33</sup> Performance-Based Standards in Juvenile Correction and Detention Facilities, Consultant Training Manual – April 29-30, 1998, Sponsored by Office of Juvenile Justice and Delinquency Prevention. Conducted by Council of Juvenile Correctional Administrators and Abt Associates, Inc., Section II, p. 4-6.
- <sup>34</sup> Conrad, Rita, and Jeff Tyrens. April 2005. *Achieving the Oregon Shines Vision: The 2005 Benchmark Report*. Report to the Oregon Legislative and the People of Oregon – 2<sup>nd</sup> Printing. Salem, OR: Oregon Department of Administrative Services, Oregon Progress Board, 48.