

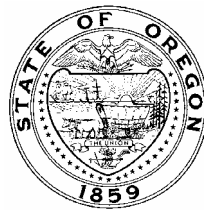


Strategic Plan

OREGON DEPARTMENT OF CORRECTIONS

DOC Strategic Plan

July 1, 2005 – June 30, 2007



Governor Theodore Kulongoski

Director Max Williams

Deputy Director Mitch Morrow

Mission Statement

The mission of the Oregon Department of Corrections is to promote public safety by holding offenders accountable for their actions and reducing the risk of future criminal behavior.

Core Values

We Value:

- Our Responsibilities
- Integrity
- Teamwork
- Respecting Others
- Constructive Change
- The Participation of All

Vision

- We take a pro-active role in the development of criminal justice policy.
- We create partnerships with Oregon communities to hold offenders accountable, engage victims, and enhance the quality of life for the citizens of Oregon.
- We are a committed, creative, and productive organization which recognizes safety and security as an essential business practice.
- We require sound fiscal management of public resources using outcome-oriented strategies.
- We provide offender programs and resources which support the department's mission.
- We are a diverse, skilled workforce which shares the responsibility for outcomes across organizational boundaries.

Operating Principles

The strategic plan for the Department of Corrections represents the agency's business strategy for the 2005-07 biennium and beyond. The overall strategy includes those ongoing and high-level performance measures that are established and reported to the legislature, the focus areas that measure progress and continue the implementation of the Oregon Accountability Model, and the specific goals, projects, and initiatives to be accomplished in the biennium or that will carry over into the next biennium as the Department makes long-range plans.

The Department maintains a commitment to making decisions and measuring progress based on actual data about our system and the inmates and offenders managed by the corrections system. Further, it is the policy of the Department to evaluate its activities and programs to determine their outcomes and their cost effectiveness. This research, together with national studies on effective approaches to reducing crime and lowering recidivism, help guide Department policy and practice. As an example, Senate Bill 267 (2003) requires the Department to assess its programs in order to ensure that public funds are spent on programs that are evidence-based and cost-effective. In a resource-limited environment it is essential that every dollar be invested in a manner that produces the greatest impact on the public's safety.

The Department is committed to making decisions based on its duty to manage the risk inmates pose to the staff and each other while incarcerated, and to manage and reduce the risk offenders pose to the community during community supervision. Risk-based decision-making will guide the agency in prioritizing limited resources so that they are linked specifically to managing the risk that offenders pose within the institution and to the public upon their release.

Management at all levels of the Department will be held accountable to use the risk-based model, to take a system-wide perspective rather than a site-specific perspective, and to prioritize cost efficiency and cost effectiveness when making operational decisions.

Ongoing Performance Measures

The Department tracks and reports the following legislatively directed performance measures. These measures provide specific information about how well the Department is carrying out its responsibilities to operate safe and secure institutions efficiently while at the same time reducing the risk of future criminal behavior and providing service to agency customers. The performance measures and targets are:

Running Safe and Secure Institutions

Measure	2004 Actual	2007 Target
Rate of Class 1 assaults on staff	0.63/1,000 employees per month	1/1,000 employees per month
Number of sanctions imposed for Level 1 misconduct	7.0 per month per 1,000 inmates (July-December)	6.5 per month per 1,000 inmates
Rate of inmate walk-aways from outside work crews	0.17/month	1/month
Number of escapes per year from secure custody – armed perimeter (new this biennium)	0	0
Number of escapes from DOC minimum custody facilities (new this biennium)	0	0
Rate of workers' compensation time-loss claims	1.52 per 100 employees during a fiscal year	1.3 per 100 employees during a fiscal year

Running Efficient Institutions

Measure	2004 Actual	2007 Target
Annual average electricity and natural gas usage	13,546 BTUs	15,418 BTUs

Reducing the Risk of Future Criminal Behavior

Measure	2004 Actual	2007 Target
Percent of inmates in compliance with 40-hour work/education requirement	78%	80%
Percent of inmates' corrections plans completed while at DOC	64%	70%
Percent of inmates on transitional leave who successfully complete transitional leave	72% (monthly average July-December 2004)	80%
Percent of offenders on post-prison supervision convicted of a felony within three years of release from prison	31.2%	28.8%

Customer Service¹

Measure	2004 Actual	2007 Target
Percent of release plans submitted by DOC to the Board of Parole and Post-Prison Supervision at least 60 days before an inmate's projected release date	83% (monthly average July-December 2004)	85%

Strategy for Continued Development of the Oregon Accountability Model

In 2003, the Department formally adopted the Oregon Accountability Model (OAM) as a business strategy for accomplishing the Department's public safety mission. The OAM brought together several initiatives within the Department, each with a common theme to reduce the incidence of future criminal behavior for offenders convicted of felony crimes.

¹ The Legislature has required that each agency establish a "customer service" measure. The Board of Parole and Post-Prison Supervision is a customer of the Department in that they rely on agency staff to work with inmates and community corrections to create a solid release plan and to complete that work no later than 60 days prior to release so that the Board can carry out its responsibilities to set the conditions of release. This measure is not only a measure of customer satisfaction, but is also related to one of the priorities of the Department to prepare inmates for successful transition from prison to community.

These initiatives included the Transition Project, the Children of Incarcerated Parents Project, and the implementation of evidence-based practices in assessing inmates, creating programs to address criminal risk factors, engaging support systems, and fostering a social learning environment within the prisons. Department leadership believed it was necessary to find a method to provide data-based feedback on the successful implementation of the OAM strategy. Leadership chose the balanced scorecard methodology² that is designed to assist an organization to create feedback in the form of a regular “scorecard” that is based on a business strategy. As a result of that work, the Department has defined the following focus on a number of top-level strategic objectives in order to continue to operationalize the Oregon Accountability Model. These objectives represent the next steps in implementing the strategy. As objectives are reached, new objectives and measures can be added.

Objective	Measures
Prepare and plan for successful inmate transition	<ul style="list-style-type: none"> ○ Percentage with housing at release ○ Percentage with employment/education at release ○ Percentage high/medium risk inmates in which release plan was developed by counselor/PO/inmate participation
Address inmate risk factors through programs	<ul style="list-style-type: none"> ○ Percentage high/medium risk inmates who enter programs prioritized in their corrections plan ○ Percentage inmates completing programs
Recruit, retain, and promote qualified staff	<ul style="list-style-type: none"> ○ Average number of days from recruitment to hire ○ Percentage ethnic diversity at management level ○ Percentage working out of class or in developmental assignments
Foster collaboration among managers and staff	<ul style="list-style-type: none"> ○ Survey of staff on issues and attitudes ○ Rate of step 2 grievances per 100 employees ○ Rate of human resources investigations per 100 employees
Strengthen and support positive relationships with inmate families	<ul style="list-style-type: none"> ○ Survey of inmate family members on visiting and DOC relationship
Provide successful community-based offender re-entry programs	<ul style="list-style-type: none"> ○ Percentage of offenders successful during the first 180 days after release from prison by county

These selected measures focusing on key components of the Department’s business strategy will provide Department management, employees, and stakeholders with a better understanding of the extent to which the OAM as a business strategy is being implemented.

² For more information on the balanced scorecard methodology, see *Translating Strategy Into Action: The Balanced Scorecard* by Robert Kaplan and David Norton or <http://www.balancedscorecard.org>.

Strategic Initiatives for 2005-07

The Department has identified a series of strategic initiatives to be accomplished or where significant progress will be made during the 2005-07 biennium. The Department is committed to standardized project management methodology to ensure that these initiatives are accomplished within the appropriate timeframe, are organized in a logical and systematic way, and include the right participants and stakeholders. Progress will be tracked and regularly reported. Barriers and risks to project implementation will be predicted and ameliorated, and the outcome of the initiative will be documented and communicated to management, staff, and identified stakeholders.

Key strategic initiatives:

A. Prison Population Management

The Department of Administrative Services Office of Economic Analysis issues an *Oregon Corrections Population Forecast* every six months in April and October. The Department of Corrections then uses these forecasts to update the Long-Range Construction Plan and population management plan for the biennium. The April 2005 forecast expects the prison population to grow by over 1,000, from 12,990 in July 2005, to 14,022 in July 2007. By January 2015, the count is expected to be 17,440.

The 2005 Legislature approved the following construction projects to help provide the capacity necessary to house the growing population:

- **Expansion** of the Shutter Creek Correctional Institution by 100 beds – completion date is May 2006.
- **Expansion** of the Coffee Creek Correctional Facility – 108 minimum beds – to be complete July 2006; and 216 medium beds by May 2007.
- **Construction** of new Madras facility: 864 bed minimum facility – to be complete December 2006; and 1,240 bed medium facility by December 2007.

The population management plan also calls for the following:

- Open the new Warner Creek Correctional Facility in September 2005.
- Continue to use the temporary beds put in place during the 2003-2005 biennium.
- Operate the Deschutes work camp during the spring and fall of 2005, 2006, and 2007.
- Continue the rental bed contracts in place with Douglas, Grant and Linn counties until the Madras facility is ready for occupancy.
- Rent additional beds as necessary to appropriately house the inmate population based on the legislatively approved opening date for the Madras facility.

B. Mental Health Services and Suicide Prevention

Based upon last year's two task force reports relating to the management of inmates with mental illness (Governor's Mental Health Task Force and the Director's Blue Ribbon Task Force on Managing the Mentally Ill in Prison) the Department developed action plans to improve the management of inmates with mental illness and also to reduce the incidence of suicide in prison. This strategy will be implemented in the 2005-07 biennium.

Designated existing housing units will be used in a more structured and concentrated way, resulting in a net increase in the number of beds identified for those needing and receiving specialized mental health services. The specialized housing units and the mentally ill inmate population will be more concentrated on the west side of the state to better match need with available Department and community mental health resources. This strategy is designed to enhance the Department's ability to provide a continuum of intensity of mental health services. Additionally, this plan should reduce the use of disciplinary and intensive management unit beds for inmates with mental illness, thus lowering the risk of inmate suicide.

C. Prison Rape Elimination Act

The Department has developed a comprehensive sexual assault action plan to reduce the incidence of sexual assault, sexual coercion, and sexual solicitation in prison. Oregon has been proactive in developing this plan prior to requirements for the federal Prison Rape Elimination Act (PREA, Public Law 108-79) being established; the Oregon plan is consistent with the elements and intent of the federal Act. The Department has a zero tolerance objective for sexual assault and violence.

The Department's plans include providing a staff and inmate telephone hotline and systematically identifying predatory and vulnerable inmates to make housing assignments. The Department will provide in-service training to all staff, specialized training for Sexual Assault Response Team members and other key staff, as well as instructional videos and assorted other instructional materials for staff and inmate. In addition, the Department will be submitting a request through the Bureau of Justice Assistance for a one million dollar grant to purchase cameras, monitors, and other security equipment, along with an interactive database that records and maintains information on sexual assault, sexual coercion and sexual solicitation as part of its zero-tolerance objective.

D. Disciplinary Segregation Processes

The inmate population is steadily increasing without a corresponding increase in the capacity of disciplinary units. As a result, the Department must design a process to manage this high-security resource efficiently. A system-wide approach to the use of disciplinary beds will be developed to guide the effective use of the resource while preserving the agency's ability to respond to the noncompliant inmate and to ensure staff and inmate safety.

E. Counselor Caseload Management

A major component of the Department's mission is to reduce the risk of future criminal behavior. To do so, the Department must target resources to those inmates who are most likely to recidivate. This strategy impacts the caseload expectations for counselors when duties, such as ongoing assessment, coordinated interventions, case planning, and programs are increased for higher-risk inmates. The Department will begin a planning process with institution counselors and begin to rebalance caseload expectations according to the inmate's risk of re-offending. This will allow for risk-based allocation of resources most effective at increasing public safety while maintaining necessary functions within the institution.

F. Custody Classification System

A custody classification system provides agency staff with information necessary to determine the level of security staff needed to monitor the behavior of the inmate, and thus determines their location within the system. The Department has developed a new inmate custody classification tool that includes scientifically evaluated actuarial data to predict those inmates most likely to be engaged in misconduct and requiring a higher level of security to safely manage their behavior. The tool also incorporates a number of policy items, such as a history of sex offenses and prior history of escape, that address the risk an inmate may pose to the public. This classification system will assist the institutions in behavior-based management. During the 2005-07 biennium, the new tool will be fully implemented following a period of field testing. Staff will receive training on how to apply it and all inmates will be classified using the new methodology. The new system will then be applied to the population forecast to assist in long-range population management and construction planning.

G. Home for Good Transition Program

The Home for Good in Oregon (HGO) transition program is a statewide partnership between faith- and community-based organizations, the Department of Corrections, and community corrections agencies. There is some research evidence suggesting that those with strong religious affiliation while in prison have greater success upon release. The positive impact of in-prison religious affiliation is likely increased when offenders stay connected with the support of their faith community upon release. The aims of HGO are to increase the capacity of communities to safely and knowledgeably assist correctional agencies to reintegrate offenders and to help offenders more successfully reintegrate into their communities. The program is in the early stages of implementation. Goals for the 2005-07 biennium include: develop and implement recruitment, training, and supervision standards for HGO volunteers and ensure those standards are met; establish a statewide process for connecting offenders to faith and community-based resources; pursue opportunities for sustainable financial support and staffing; and expand HGO to jurisdictions in the southern and northeastern parts of the state.

H. Criminogenic Needs Assessment for Community Corrections

The next step toward implementing evidence-based practices in community corrections in Oregon is to ensure that offenders on supervision are assessed as to their criminal risk factors so that case management plans can be targeted toward reducing recidivism. This process is parallel to the process now in place in the prison system. The Department will provide a risk assessment and case management system that has been nationally recognized and evaluated. All community corrections agencies and staff will have access to this tool by making it available on the statewide Corrections Information System. The Department will provide training on its application.

I. Evidence-Based Practices in Institutions and Community Corrections

The Department continues the implementation of SB 267 (2003) to determine if programs designed to reduce recidivism are based on evidence-based practices. The in-prison programs have been assessed and are making changes in program designs more consistent with evidence-based practices. A second assessment will verify any progress made. By the end of the biennium, all

community programs subject to SB 267 will have been assessed, with results and recommendations forwarded to both the program provider and the community corrections office contracting for the service. The Department will also continue to work with the statewide SB 267 implementation group to develop a uniform cost-effectiveness model, as required by the law.

J. Actual Cost Study for Community Corrections

The actual cost of providing probation/parole supervision was assessed in the early 1990s. This study forms the basis for the existing case rates in community corrections. Practices have changed significantly since that time. Sex offender management and community notification have increased the workload, while the use of administrative sanctions has decreased the time involved in managing non-compliant offenders. In addition, the true costs of services and sanctions was never assessed. The Department will work closely with community corrections partners to define the elements of the actual cost, and to collect the information necessary to determine the cost of supervision, services, and sanctions used to manage different types of cases. The results of the study will provide a stable and relevant foundation for the development of community corrections budgets into the future.

K. Sustainability of the Corrections Information System

During 2005-07, the Department will begin the process of replacing the mission-critical but outdated offender management information system with current technology in order to guarantee a system that is both cost-effective and sustainable. The Corrections Information System (CIS) is used to manage and track felons in the prisons and on supervision in the community. The data in CIS is important to criminal justice system partners and to policy makers at the state level. The development and implementation of the new system will be completed in phases over multiple biennia.

Goals:

- Replace the current system while maintaining, at a minimum, the current functionality.
- Determine a replacement solution that can easily adapt to changes in business practice.
- Find a technological solution that supports cost-effective development and maintenance.
- Implement a technical architecture that can be maintained with existing resources and expertise.
- Provide an offender management system that supports the business strategies of the agency including:
 - Assessment of offenders.
 - Development and tracking of offender plans.
 - Accurate programming for offenders most likely to re-offend.
 - Share offender intervention information between prisons, community corrections, and other criminal justice partners.
 - Provide means for evaluating the effectiveness of programs provided to inmates in reducing recidivism.
 - Support outcome oriented strategies.
- Provide universal information access with the criminal justice community as outlined in the Statewide Enterprise Information Resources Management Strategic Plan.

L. Human Resources Information System Project

The Department will create a plan for the automation of employee services for the Human Services Division. Today, these services are mostly paper-based, labor intensive, and a poor source for management data. Automation will improve the efficiency of the service and gather information currently not available to management. Employee services to be automated include personnel records, disciplinary process management, investigation tracking, tort claims tracking, training plan management, time management, training records, transcripts, and others.

M. Enhance Staff Training

The Department will take a comprehensive look at the current in-service training delivery model and identify ways to better meet the specific training needs of agency staff. The Department will review its existing training system and will develop an implementation plan for improving staff training, including the consideration of new training methodologies and formats. Existing training programs will be examined in the context of the following six domains:

1. Curriculum/Content
2. Instructional Methodology
3. Instructor(s)
4. Participants
5. Local Training/Job Transfer Support
6. Organizational Vision

The Department will create a plan to take advantage of computer-based training as an instructional methodology for relevant and appropriate content in order to augment the Department's classroom training activities, including both off-the-shelf and internally developed applications.

Conclusion

In order to carry out the duties and responsibilities expected of the Department of Corrections by the citizens of Oregon, the Department clearly defined the results it will achieve. To be successful in achieving those results, the Department also has defined the strategies and activities that will lead to those results. Finally, this plan assists staff at all levels to know how to contribute to that success and also to provide indicators of barriers that prevent the plan from being carried out as designed. This document delineates a set of results, as well as a system for monitoring progress that will guide the Department and its staff through the next biennium while setting a foundation upon which to build for the future. ■

Setting a goal is not the main thing. It is deciding how you will go about achieving it and staying with that plan.

– Tom Landry