

Interim Judiciary Committee
Progress Report:
SB 267 (ORS 182.525)



Oregon Youth Authority

September 30, 2010

Executive Summary

As of June 30, 2010, the Oregon Youth Authority (OYA) is using 78 percent of its general funding (81 percent of total funding) designated for treatment programming on evidence-based practices, exceeding the 75 percent statute requirement.

OYA and Department of Corrections (DOC) continue to use the Correctional Program Checklist (CPC) to determine if a program (e.g. close custody living units and contracted community residential programs) adheres to program characteristics that are highly correlated with reducing recidivism.

As of June 30, 2010, approximately 94 percent of close custody facility living units and 85 percent of contracted community residential programs met the CPC criteria of “Effective” or “Highly Effective.” These results represent a substantial increase in the use of Evidence-Based Practices (EBPs) since SB 267 was enacted into law in 2003.

Accomplishments during this reporting period include:

- Developed and piloted an evidence-informed cognitive behavior treatment curriculum for sex offending youth in OYA close custody facilities
- Updated individualized service contract language to require an evidence-based model when working with OYA youth
- Implemented a behavioral matrix in close custody facilities to increase consistency in delivering consequences and ensure staff are using effective strategies when working with youth (using cognitive behavioral techniques)
- Started local Continuous Quality Improvement (CQI) committees to adequately address program deficiencies
- Provided training to staff on various evidence-based treatment curricula
- Restructured county contracts for Juvenile Crime Prevention (JCP) Basic and Diversion funds and implemented service tracking to standardize fiscal and outcome reporting
- Conducted a pilot to determine if the CPC instrument is a viable method to determine best practices with Behavioral Rehabilitation Service (BRS) 3 programs (independent living programs)
- Increased capacity for independent living and transition services (BRS 3)
- Organized an internal workgroup to increase understanding of the CPC instrument and foster collaboration between facility and central support staff

Priorities in 2011-2013 to sustain the percentage of OYA treatment resources devoted to evidence-based practices include:

- Increase the number of trainings to OYA staff, community partners, and county partners on evidence-based practices
- Determine a review methodology for contracted individual community treatment providers to encourage evidence-based service provision

I. Agency Description

The mission of the Oregon Youth Authority is to protect the public and reduce crime by holding youth offenders accountable while providing opportunities for reformation in safe environments. The OYA is:

- Responsible for the supervision, management, and administration of youth correctional facilities and transition programs, state parole and probation services, community-based out-of-home placements for youth offenders, and other functions related to state programs for youth corrections.
- Dedicated to increasing the effectiveness of youth correctional treatment through ongoing program evaluation and quality improvement. The agency's mission statement and goals are closely monitored through Performance-Based Standards (PbS), Correctional Program Checklist (CPC) reviews, facility safety security reviews, Oregon Benchmarks, Key Performance Measures and other evaluative functions.

II. Programs Included Under ORS 182.515-182.525

OYA determined the following treatment interventions used by close custody living units, contracted community residential providers and county programs funded through OYA as subject to ORS 182.515-182.525. The following list was created in 2004 as the result of extensive discussions with internal workgroups and external stakeholders. This list represents consensus among those agencies to which the state statute applies.

- Cognitive behavior treatment
- Behavior modification
- Sex offender treatment
- Fire setter treatment
- Drug and alcohol treatment
- Violent offender treatment
- Mental health treatment (including crisis intervention)
- Family counseling
- Skill building (i.e. anger management, social skills, mentoring, vocational counseling, etc.)
- Parent training
- Culturally specific treatment
- Gang intervention treatment
- Gender specific treatment

III. Assessment Methods

Since 2004, OYA has continued to conduct program reviews of all OYA close custody facility units and contracted community residential programs to determine the degree to which programs adhere to the principles of effective correctional intervention. To do this, OYA uses the Correctional Program Checklist (Dr. Edward Latessa, University of Cincinnati, 2006). OYA has developed a protocol that ensures programs scoring "Unsatisfactory" or "Needs Improvement" on the CPC are reviewed on an annual basis, while those scoring "Effective" or "Highly Effective" are reviewed every other year. This

continuous review process provides a comprehensive picture of program integrity and facilitates opportunities for ongoing quality improvement.

The CPC instrument measures the degree to which a program adheres to the “principles of effective correctional intervention” – those program characteristics which research shows are highly correlated with reducing recidivism. OYA has adopted these principles which guide agency practices. These include:

- Assessing risk and need levels of youth offenders
- Implementing evidence-based programming
- Using cognitive behavioral and social learning approaches in treatment services
- Matching youth and interventions based on risk, need and responsivity
- Ensuring fidelity of programs to evidence-based models
- Ensuring all youth offenders have a transition plan in place to facilitate success in the community upon release

The CPC assessment process includes a series of structured interviews with youth and staff, treatment group observation and review of policy and procedure manuals, case files and treatment curricula. In addition, the CPC examines the risk and needs of clients, training and supervision of staff, professional ethics, program characteristics and treatment approaches.

In 2005, due to the diversity of programming and specialized services offered by individual close custody living units, the agency decided to review facility living units as separate “programs.” As a result, OYA began conducting CPC reviews on each living unit, in order to better highlight unit strengths and areas needing improvement. Similarly, OYA contracted-community residential programs are assessed on an individual basis.

During this reporting period OYA has begun the process of evaluating additional treatment monies that qualify under the state statute. A summary of these assessment methods is provided in *Table 1* below.

| PROGRAM AREA | ASSESSMENT METHOD |
|--|--|
| Close Custody Facilities | CPC Results |
| Contracted Community Residential BRS programs | CPC Results |
| Individualized Services – <ul style="list-style-type: none"> • Treatment Providers • Community Reintegration Services & Site-Based Transition Services Providers | <ul style="list-style-type: none"> • Review of OYA contract applications to determine treatment modality (OYA requires services to be evidence-based) • Treatment Services Coordinators and Transition Specialists are implementing monthly quality control checks to ensure compliance with contracts (use of evidence-based practices is required by contract) |
| <ul style="list-style-type: none"> • County JCP Basic • County Diversion | Counties are currently required to use automated tracking system to categorize correctional treatment services subject to SB 267 |
| <ul style="list-style-type: none"> • County Individualized Services • County – Gang Transition Services Money (<i>Multnomah Only</i>) | To be determined |

Table 1. Summary of OYA program areas and corresponding assessment method.

IV. Activities During Reporting Period

Since the enactment of ORS 182.515-182.525, OYA has demonstrated its commitment to increasing the effectiveness of the correctional treatment services provided through implementation of evidence-based interventions. Additionally, OYA has made considerable efforts toward increasing agency-wide understanding of best practices in correctional treatment. Although the agency continues to implement new curricula and practices as needed, OYA has focused much of its recent efforts on developing methods to review and sustain programs already in place, particularly in close custody facilities.

In addition, during this reporting period OYA has expended significant resources developing methods to track and monitor county spending of agency pass-through dollars (i.e. JCP Basic Services and Diversion programs). Reporting requirements for county spending have been established as well as automated systems created to track specific services related to these funds. The list below provides detailed examples of ways in which the agency has continued to sustain evidence-based services and continued to work to meet statutory requirements.

OYA Close Custody Facilities

- Conducted 34 CPC reviews of close custody facility living units in a two-year period
- Developed and piloted an evidence-informed cognitive behavior treatment curriculum for sex-offending youth in OYA close custody facilities
- Developed and implemented policy and training supporting the use of reinforcers and consequences to promote positive behaviors by youth offenders (i.e. OYA Behavioral Matrix)
- Trained all staff on key elements of Continuous Quality Improvement (CQI)
- Created local Continuous Quality Improvement (CQI) committees to identify program deficiencies, promote a team approach, and generate effective solutions
- Provided updated training opportunities for staff on cognitive behavioral interventions and various evidence-based treatment curricula
- Enhanced capacity for offender transition through inter-agency collaboration and increasing OYA-contracted transition programs
- Organized an internal workgroup to increase understanding of the CPC instrument and foster collaboration between facility and central support staff

OYA Field Services

- Conducted 34 CPC reviews of contracted community residential programs in a two-year period
- Began implementing detailed plan to support evidence-based initiatives in the field, including establishing field standards, training, and quality assurance methods.
- Standardized reporting documentation for individual contracted treatment providers (i.e. initial assessments, treatment plans, monthly progress reports, and billing)
- Restructured county contracts for JCP Basic and Diversion funds and implemented service tracking to standardize fiscal and outcome reporting
- Updating individualized service contract language to require an evidence-based model when working with OYA youth

- Developed plan to conduct regular monthly quality control checks to ensure compliance with individualized service contracts (including using evidence-based practices).
- Conducted pilot to determine if the CPC instrument is a viable method to determine best practices with Behavioral Rehabilitation Service (BRS) 3 programs
- Created local Continuous Quality Improvement (CQI) committees to identify program deficiencies, promote a team approach, and generate effective solutions for the field
- Increased capacity for independent living and transition services (BRS 3)
- Received a federal re-entry grant to enhance the infrastructure to provide community support during juvenile parole

V. Results for Reporting Period

Data from CPC re-assessments show 94 percent of close custody facility units (N=32) and 85 percent of the OYA-contracted community residential programs (N=35) currently qualify as “Highly Effective” or “Effective” according to the CPC criteria. Since 2004, OYA and its contracted provider system have made significant progress in implementing evidence-based services (*See Figures 1 & 2*).

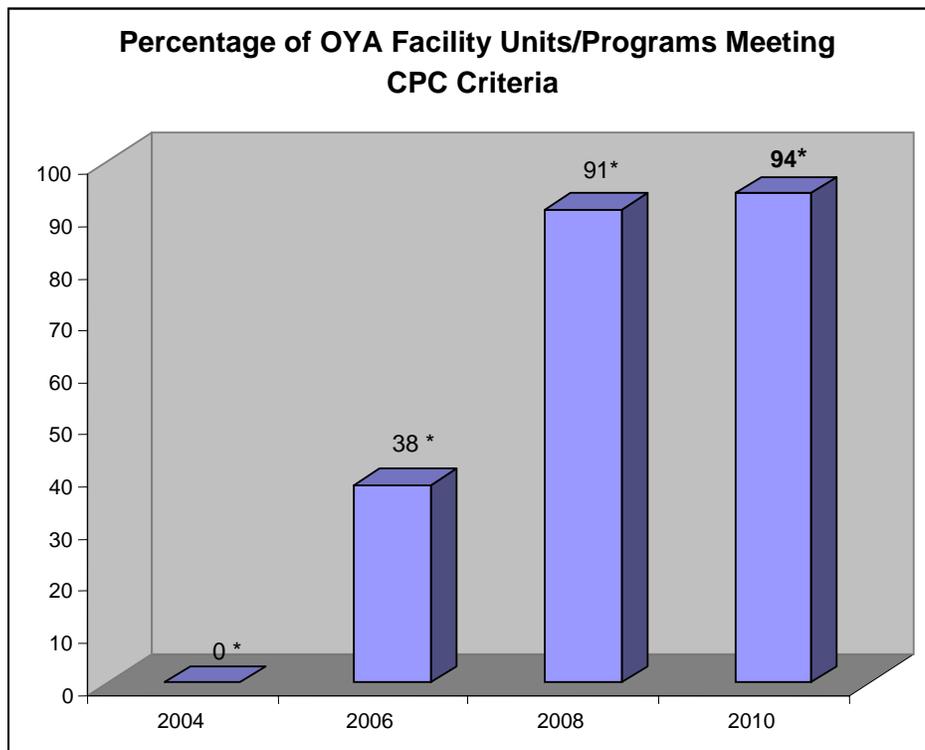


Figure 1: Percentage of OYA close custody living units subject to SB 267 rating “Highly Effective” or “Effective” on the CPC, indicating the program is utilizing research-proven practice.

* The total number of programs varies slightly as a result of new living units, unit closures, and other factors. In 2004, N = 9 facilities (not individual living units); in 2006, N=34 living units; in 2008 N=32 living units; and in 2010 N=32 living units.

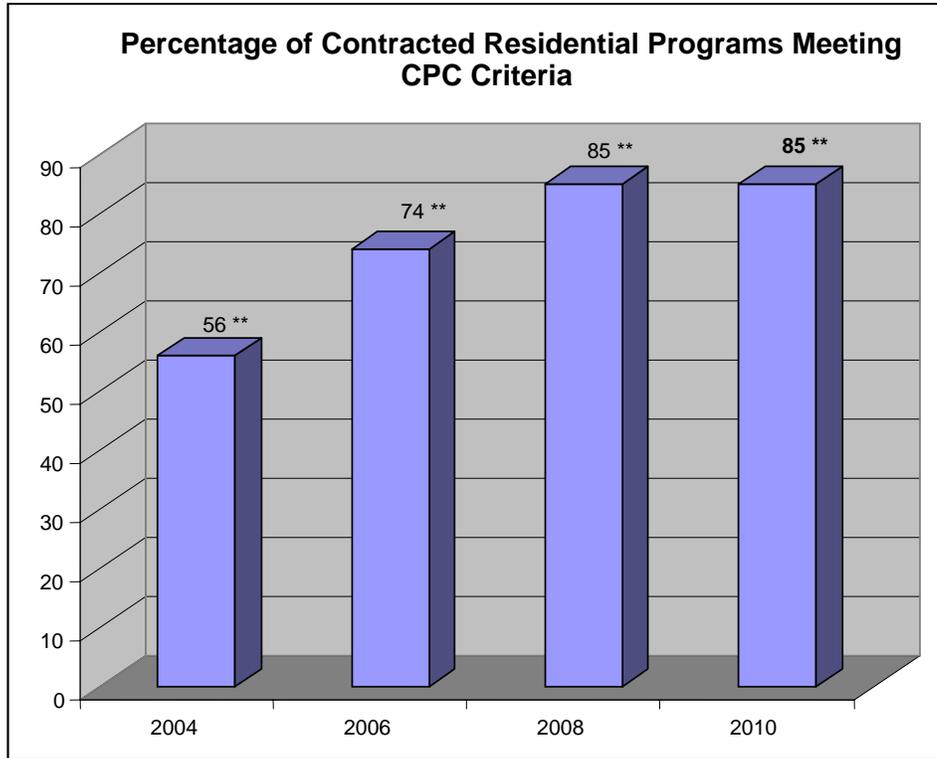


Figure 2: Percentage of contracted community residential programs rating “Highly Effective” or “Effective” on the CPC, indicating the program is utilizing research-proven practice.

*** The total number of programs varies slightly as a result of new programs, program closures, and other factors. In 2004, N = 32; in 2006, N=31; in 2008 N=33; in 2010, N=35.*

In addition, results from review of individualized service contracts reveal 82 percent of contracted providers (N=67) are currently using evidence-based practices when working with youth offenders. These findings are confirmed through monthly activity logs that are required prior to payment for services. Examples of treatment approaches that qualify as meeting the standard include cognitive behavioral treatment, social learning theory, skills training, and Dialectical Behavioral Therapy, for example. A graphic representation of these results is provided in *Figure 3*.

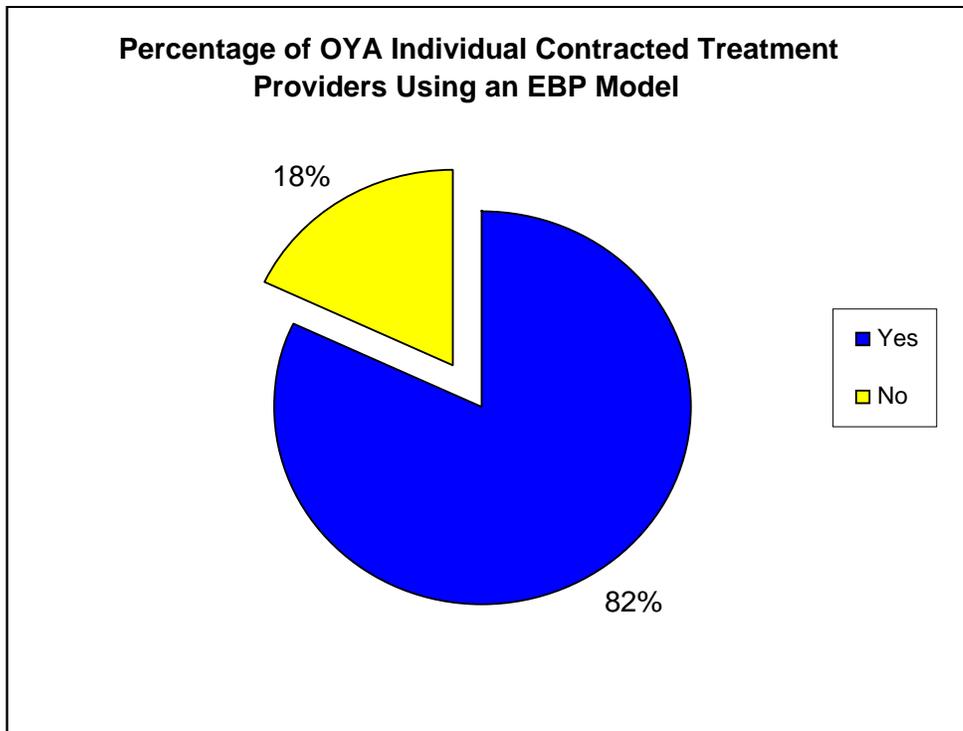


Figure 3: Percentage of OYA individual contracted treatment providers (N = 67) using an evidence-based treatment model in working with youth offenders.

VI. Budget Allocations to Evidence-Based Services

The OYA spends 78 percent of state funds and 81 percent of total funds subject to SB267 on evidence-based programming. These results exceed the statutory target of 75 percent.

2009-2011 Legislatively Adopted Budget for OYA

- \$312.1 million Total Funds
- \$266.0 million General Fund

The total budget amount displayed below includes programs determined by the agency as subject to ORS 182.515-182.525.

Portion of OYA Budget subject to SB 267

- \$70.7 million Total Funds
- \$45.7 million General Fund

Figure 4 and *Table 2* show the percentage of program expenditures meeting the evidence-based standard by program type and fund type.

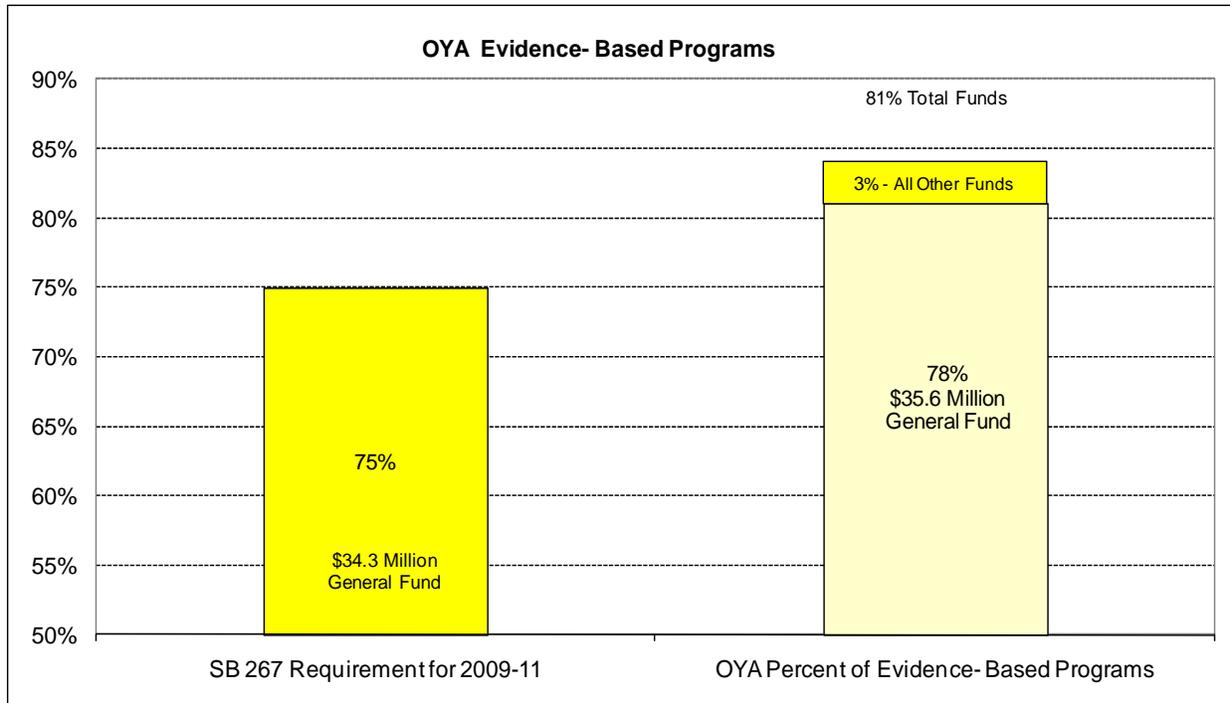


Figure 4: Approximately 78 percent of the state General Fund and 81 percent of all funds spent on programs subject to SB 267 will be spent on evidence-based programming in the 2009-2011 biennium.

Oregon Youth Authority
Summary of Expenditures Subject to SB 267

Dollars in millions

| | TOTAL FUNDS | FUND TYPE | | |
|---|-------------|--------------|-------------|---------------|
| | | General Fund | Other Funds | Federal Funds |
| Facility Services: | | | | |
| Total Program Expenditures subject to SB 267 | \$ 26.0 | \$ 25.5 | \$ 0.5 | - |
| Evidence-Based Program Expenditures | \$ 22.9 | \$ 22.5 | \$ 0.4 | - |
| Percentage of Total Expenditures Evidence-Based | 88% | 88% | 80% | - |
| Community Services: | | | | |
| Total Program Expenditures subject to SB 267 | \$ 44.7 | \$ 20.2 | \$ 1.4 | \$ 23.1 |
| Evidence-Based Program Expenditures | \$ 34.4 | \$ 13.1 | \$ 1.2 | \$ 20.1 |
| Percentage of Total Expenditures Evidence-Based | 77% | 65% | 86% | 87% |
| Agency Total | | | | |
| Total Program Expenditures subject to SB 267 | \$ 70.7 | \$ 45.7 | \$ 1.9 | \$ 23.1 |
| Evidence-Based Program Expenditures | \$ 57.3 | \$ 35.6 | \$ 1.6 | \$ 20.1 |
| Percent of Program Evidence-Based | 81% | 78% | 84% | 87% |

Table 2: The percentage of the OYA budget allotted to “evidence-based programming” broken out by close custody and community-based services.

VII. Cost Effectiveness

OYA is working with the Criminal Justice Commission and the other affected state agencies to develop a single Oregon model for assessing cost-effectiveness of programs. For this report, OYA will rely on the work of ECONorthwest to develop a cost-effectiveness model for evidence-based programming in the Oregon criminal justice system. ECONorthwest has incorporated Oregon program and financial data into the work of the Washington State Institute of Public Policy (WSIPP). ECONorthwest will submit a separate report to the Legislative Assembly.

VIII. Next Steps

From the results of the CPC reassessments conducted to date, OYA has determined a number of program areas to target prior to submitting its September 2012 legislative report:

- More effectively match youth placements to treatment using the standardized Risk Needs Assessment (OYA/RNA) instrument and placement criteria.
- Adopt, implement, and train staff on curriculum intended to serve long-term offenders in OYA custody who have completed all other treatment groups.
- Complete implementation of the OYA cognitively based sex-offender curriculum
- Provide staff additional training on CQI tools to help facilitate the improvement process.
- Improve the quality of correctional treatment by establishing an agency-wide treatment fidelity system.
- Secure resources to adequately provide technical assistance and training in the areas of treatment service delivery, clinical supervision, group facilitation, etc.
- Organize workgroups composed of residential providers and county partners to refine matching youth to community programs/interventions based on risk, need and responsivity factors.
- Continue to provide updated training to OYA staff, community partners, and county partners on evidence-based practices.
- Determine method for assessing the degree to which OYA contracted “individualized” service providers are using evidence-based practices.
- Continue to expand approach of determining the use of evidence-based practices to other county funding.
- Fully implement monthly quality control checks to ensure compliance with individualize service contracts (including using evidence-based practices).
- Implement the federal juvenile re-entry transition grant.

References

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