

Youth Risk Overview Screen in JJIS



Adapted from OYA's Public Website —
<http://www.oregon.gov/oia/pages/research/jjisriskoverview.aspx>



Updated June 2016

Contents

Youth Risk Overview	2
Which Tools Apply to Which Population?	3
Escalation to OYA	4
JCP.....	4
ORRA and ORRA-V	5
RNA and OTA	7
Typology	7
ONIRA and OVIRA.....	10
OYA Research Papers & Issue Briefs	12
Online Presentation.....	12
Frequently Asked Questions	13

Contacts for more information

OYA Youth Reformation System Team

- [Shannon Myrick](#), 503-302-7207
- [Kirsten Kolb](#), 503-924-9167
- [Daniel Xiong](#), 971-600-8927
- [Hayley Tews](#), 971-600-5991

JJIS Business Analysts

- [Dustin Boos](#), 503-559-8445
- [Corey Barton](#), 971-283-6438
- [Andra Tom](#), 503-378-2375

Youth Risk Overview

The Juvenile Justice Information System (JJIS) Risk Overview provides youth's Risk/Needs profile based on a series of scores generated by assessment tools and other data in JJIS.

These scores can assist in decision making for appropriate supervision levels, service type and dosage, readiness for transition, and support program evaluation.

The screenshot displays the 'Page: Risk Overview' window in the JJIS system. It features a navigation menu at the top with tabs for 'Basic', 'Placement', 'Referrals & Proceedings', and 'Favorites'. The main content area is divided into several sections:

- Status:** Includes fields for 'Status', 'Current Location', 'Age at 1st Del Ref', and 'Disposition Level'.
- Risk/Needs Profile:** Contains 'Predicted Success Rates' for County Probation, OYA Community Placement, and OYA YCF.
- Escalation to OYA:** Shows 'New Crime Score' and 'New Crime County Percentile Rank', along with 'Probation Violation Score' and 'Probation Violation County Percentile Rank'.
- JCP - Risk of new criminal referral within 12 months:** Includes an 'Assessment' dropdown, 'Risk Domains', 'Risk Indicators', 'Risk Category', 'Risk Level', 'Violence Indicator', 'Protective Factors', 'Risk Override', and 'Risk Score'.
- ORRA/ORRA-V - Risk of new felony (ORRA) or violent felony (ORRA-V) adjudication/conviction within 3 years:** Features 'Pre-Dispo ORRA', 'Disposition Level Percentile Rank', and 'All Dispositions Percentile Rank'.
- RNA - Risk of new felony adjudication/conviction within 3 years:** Shows 'Level' (set to Low) and 'Completed Date' (10/04/2013).
- Typology - Need Profile:** Includes 'Type' and 'Based on RNA or DTA Date of'.

On the right side, there is a 'Referral Stats' section with a 'ONIRA / OVIRA' indicator and a vertical 'Percentile Rank' bar ranging from 0 to 100. A sidebar on the far right contains a list of navigation links: Warrants, Services, Youth Info., Overview, Risk Overview, OYA Status, Alerts, Locations, Decision Pts, Referrals, Workers, Persons, ID Numbers, Eligibility, Serv. Referral, and Program Hist.

NOTE: JJIS does not generate the scores — the scoring is calculated based on data in JJIS. The calculations are performed in the JJIS Reports System and passed into JJIS. The scores are not real-time because they are generated during the weekly refresh of the JJIS Reports Database.

Which Tools Apply to Which Population?

Youth Population	Tool							
	Predicted Success Rates	Escalation to OYA	JCP	ORRA ORRA-V	RNA	OTA	Typology	ONIRA OVIRA
County – No Disposition	x		x			x		
County – Probation	x	x	x	x	x (per local policy)	x	x (w/ OYA RNA or OTA)	
OYA – Probation	x			x	x	x*	x	
OYA - Close Custody	x			x	x	x*	x	x
DOC - in OYA Custody				x	x	x*	x	x

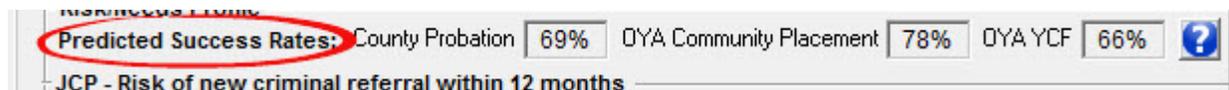
*OTA - build and base capabilities of OYA RNA from OTA

Predicted Success Rates

The Predicted Success Rates are estimates that predict the probability that youth will be successful - not recidivate within three years - if they are placed in different environments.

The estimates are based upon data collected from the Juvenile Crime Prevention (JCP) assessment, ORRA, and youth typology.

Estimated success rates are created for county probation, OYA community placement, and OYA youth correctional facility.



[Click here for a presentation on Predicted Success Rate \(Prezi format\).](#)

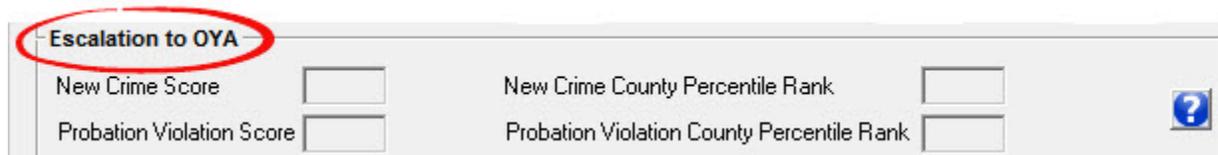
Escalation to OYA

Escalation scores estimate the likelihood that a youth will escalate from county probation to OYA, either in a community placement or a youth correctional facility. While OYA uses several tools to estimate a youth's likelihood of recidivism (e.g., Juvenile Crime Prevention Assessment [JCP], Risk Needs Assessment [RNA], etc.), research has found that what predicts recidivism is not the same as what predicts escalation. The Escalation to OYA tool is a data driven approximation with the capability to estimate a youth's likelihood to escalate to OYA.

The estimates are based on specific questions from the JCP, the youth's ORRA-V score, the youth's Disposition Crime Severity Scale score, age at disposition and whether the youth has a sex offense disposition.

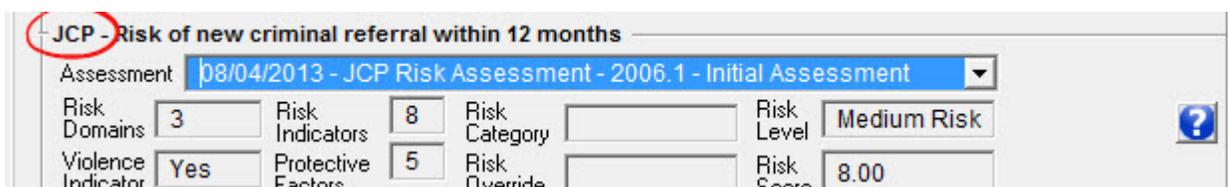
Each youth on county probation with an updated JCP will have four scores within the Escalation to OYA tool:

- **Escalation on a new crime**
 - Predicts the likelihood a youth will escalate from county probation to OYA on an allegation that was not associated with placement on county probation
- **Escalation on a probation violation**
 - Predicts the likelihood a youth will escalate from county probation to OYA on the same allegation associated with placement on county probation
- **Percentile Ranks**
 - Indicates the percentage of youth on county probation in the same county who will have an equal or lesser Escalation to OYA score for escalation on a new crime and probation violation



JCP

The JCP is a validated risk assessment that identifies the risk of a new criminal referral within 12 months. Using criminogenic risk and protective factors, it is used to guide local county case planning and responses to violations.



For more information, visit the [Oregon Juvenile Department Directors' Association \(OJDDA\) - JCP Assessment website](#).

ORRA and ORRA-V

OYA Recidivism Risk Assessment (ORRA)

- **ORRA Score** — predicts the likelihood a youth will recidivate with a felony adjudication or conviction within 36 months of placement on or commitment to probation, or release from OYA close custody

OYA Recidivism Risk Assessment –Violent Crime (ORRA-V)

- **ORRA-V Score** — predicts the likelihood a youth will recidivate with a felony adjudication or conviction for a violent crime within 36 months of placement on or commitment to probation, or release from OYA close custody

The ORRA-V Score assesses risk for violent or threatening crimes that result in — or could result in — physical harm. Examples include homicide, assault, rape, robbery, and weapon offenses.

ORRA/ORRA-V - Risk of new felony (ORRA) or violent felony (ORRA-V) adjudication/conviction within 3 years		
Pre-Dispo ORRA	Disposition Level Percentile Rank	All Dispositions Percentile Rank
ORRA: 21	ORRA: 55	ORRA: 66
ORRA-V: 10	ORRA-V: 53	ORRA-V: 61

as of 11/18/2014

Percentile Ranks

- **Disposition Level Percentile Rank** — indicates the percentage of youth with the same disposition level who will have an equal or lesser ORRA or ORRA-V score on a reported date
- **All Dispositions Percentile Rank** — indicates the percentage of youth in the juvenile justice system who will have an equal or lesser ORRA or ORRA-V score on a reported date

The disposition levels are:

- County Probation
- OYA Probation
- OYA Commitment for YCF
- DOC Commitment for YCF

NOTE: A disposition of at least County Probation is required to generate an ORRA or ORRA-V score.

ORRA EXAMPLE: Disposition Level — OYA Commitment for YCF		
ORRA Score	21	21% likelihood of recidivating with a felony conviction or adjudication within 36 months of placement on or commitment to probation, or release from OYA close custody
ORRA Disposition Level Percentile Rank	55	55% of youth with the same disposition will have an ORRA score equal to or less than 21. (Conversely, 45% of youth will have an ORRA score higher than 21.)
ORRA All Dispositions Percentile Rank	66	66% of all youth across the four dispositions will have an ORRA score equal to or less than 21. (Conversely, 34% of youth will have an ORRA score higher than 21.)

ORRA-V EXAMPLE: Disposition Level — OYA Commitment for YCF		
ORRA-V Score	10	10% likelihood of recidivating with a felony conviction or adjudication for a violent crime within 36 months of placement on or commitment to probation, or release from OYA close custody
ORRA-V Disposition Level Percentile Rank	53	53% of youth with the same disposition will have an ORRA-V score equal to or less than 10. (Conversely, 47% of youth will have an ORRA-V score higher than 10.)
ORRA-V All Dispositions Percentile Rank	61	61% of all youth across the four dispositions will have an ORRA-V score equal to or less than 10. (Conversely, 39% of youth will have an ORRA-V score higher than 10.)

RNA and OTA

The OYA Risk Needs Assessment (RNA) is a validated assessment and can be used to predict risk of youth recidivism.

- **Recidivism** -- the likelihood a youth will recidivate with a felony adjudication or conviction within 36 months of placement on or commitment to probation, or release from OYA close custody



RNA - Risk of new felony adjudication/conviction within 3 years

Level Completed Date

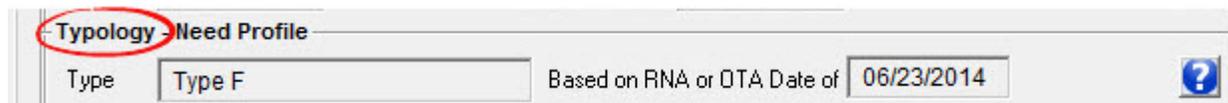
The assessment also identifies areas of risk, need, and protective factors in known criminogenic risk areas for youth offenders; and assists in the development of a case plan in domains such as offense specific, family, mental health, substance use, education, vocation, life/social skills, and medical.

The Oregon Typology Assessment (OTA) is an assessment that is used to capture a youth's typology. The OTA is derived from the RNA and includes only the questions from the RNA that determine a youth's typology. The OTA assists in determining a youth's typology while on county supervision or pre-OYA commitment to use for planning and placement decisions.

Typology

What are typologies?

As part of the Youth Reformation System (YRS), the Oregon Youth Authority and its community partners have developed a set of research-based "typologies" to help them inform decision-making about best placement and treatment strategies for youth who are part of the juvenile justice system. This set of typologies serves as an important tool in helping guide decisions about the right placement, right treatment and right time for the youth we serve.



Typology - Need Profile

Type Based on RNA or OTA Date of

How are typologies derived?

Within the first 30 days a youth enters the juvenile system, a Risk Needs Assessment (RNA) is developed based on data such as criminal history, drug or alcohol use, family history, physical and mental health status, skills, level of aggression and many other factors. Based on information derived from 10 factors within the RNA, each youth is determined to contain the characteristics of a certain typology or a blend of two or more typologies.

How are typologies used?

Typologies - along with other tools such as the OYA Recidivism Risk Assessment (ORRA) and OYA Recidivism Risk Assessment-Violent Crime (ORRA-V) - are combined with staff's professional judgment to best meet the needs of each youth and to help youth go on to lead productive, crime-free lives.

The links in the following tables provide more information about each of the typologies:

Male Typologies	
<u>Typology A</u>	<ul style="list-style-type: none"> ▪ Few or no protective factors (i.e., family and/or support system) present ▪ High history of, and current alcohol or drug (AOD) use ▪ Poor relationships and relationship skills ▪ High level of aggression and attitude issues ▪ Prominent educational issues ▪ High need of mental health follow up
<u>Typology B</u>	<ul style="list-style-type: none"> ▪ Moderate protective factors present ▪ High history of AOD use and moderate current AOD use ▪ Poor relationships and relationship skills ▪ Moderate level of aggression and attitude issues ▪ Prominent educational issues ▪ Low need of immediate mental health follow up
<u>Typology C</u>	<ul style="list-style-type: none"> ▪ Moderate protective factors present ▪ Low to moderate AOD use, both currently and historically ▪ Moderate difficulty with relationships and relationship skills ▪ Moderate level of aggression and attitude issues ▪ History of mental health ▪ Prominent educational issues ▪ High need of immediate mental health follow up
<u>Typology D</u>	<ul style="list-style-type: none"> ▪ Few or no protective factors present ▪ Low to no current or history of AOD use ▪ No obvious needs factors present ▪ Further assessments needed ▪ Determine eligibility for community placement or close custody if stabilization is required
<u>Typology E</u>	<ul style="list-style-type: none"> ▪ High protective factors present ▪ Low current or historical AOD use ▪ Little difficulty with relationships and relationship skills ▪ Low to moderate level of aggression and attitude issues ▪ Low need for immediate mental health follow up ▪ Moderately prominent educational issues

	<ul style="list-style-type: none"> ▪ Responsivity issues that affect the youth's ability and motivation to improve from particular interventions
Typology F	<ul style="list-style-type: none"> ▪ Few or no protective factors present ▪ Moderate current and historical AOD use ▪ Moderate difficulty with relationships and relationship skills ▪ High level of aggression and attitude issues ▪ Prominent educational issues ▪ Responsivity issues ▪ Moderate need for immediate mental health follow up

Female Typologies	
Typology 1	<ul style="list-style-type: none"> • Low to moderate protective factors present • High history of and current AOD use • Poor relationships and relationship skills • High level of aggression and attitude issues • Education issues are very prominent • High need of mental health follow up
Typology 2	<ul style="list-style-type: none"> • Moderate protective factors present • Moderate history of AOD use and moderate current AOD use • Some issues with relationships and relationship skills • Low level of aggression and attitude issues • Education issues are moderate • High need of immediate mental health follow up
Typology 3	<ul style="list-style-type: none"> • Few or no protective factors present • Low to no current or historical AOD use • Some difficulty with relationships and relationship skills • Further assessments needed • Determine eligibility for community placement or close custody if stabilization is required
Typology 4	<ul style="list-style-type: none"> • Low protective factors present • Moderate history AOD use, low current AOD use • Moderate to high difficulty with relationships and relationship skills • Moderate level of aggression and attitude issues • Education issues are prominent • Moderate need for immediate mental health follow up

NOTE: An OYA RNA or OTA is required to generate a typology.

ONIRA and OVIRA

ONIRA - Risk of at least four nuisance incidents within six months of admission to a YCF
 OVIRA - Risk of a violent incident within six months of admission to a YCF

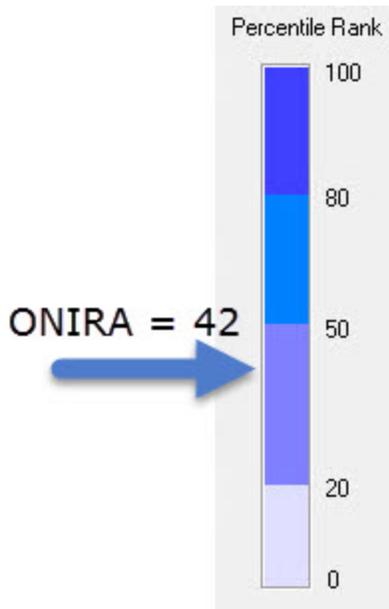
ONIRA as of ONIRA Percentile Rank 
 OVIRA ONIRA Percentile Rank

ONIRA - OYA Nuisance Incident Risk Assessment

- **ONIRA Score** -- predicts the likelihood a youth will engage in at least four nuisance incidents within six months of admission to OYA close custody
- **ONIRA Percentile Rank** -- indicates the percentage of youth in close custody who will have an equal or lesser ONIRA score on a reported date

ONIRA EXAMPLE		
ONIRA Score	11	11% likelihood of engaging in at least four nuisance incidents within six months of admission to OYA close custody.
ONIRA Percentile Rank	42	42% of youth in close custody for less than three years will have ONIRA scores equal to or less than 11. (Conversely, 58% of youth will have an ONIRA score higher than 11.)

ONIRA = 42



OVIRA - OYA Violent Incident Risk Assessment

- **OVIRA Score** -- predicts the likelihood a youth will engage in at least one violent incident within six months of admission to OYA close custody
- **OVIRA Percentile Rank** -- indicates the percentage of youth in close custody who will have an equal or lesser OVIRA score on a reported date

OVIRA EXAMPLE			
OVIRA Score	19	19% likelihood of engaging in at least one violent incident within six months of admission to OYA close custody.	
OVIRA Percentile Rank	41	<p>41% of youth in close custody for less than three years will have OVIRA scores equal to or less than 19.</p> <p>(Conversely, 59% of youth will have an OVIRA score higher than 19.)</p>	

NOTE: ONIRA and OVIRA scores are relevant only to OYA and DOC correctional facility commitments.

The percentile rank cohort is based on youth who have been in close custody for less than three years.

An OYA RNA is required to generate ONIRA and OVIRA scores.

OYA Research Papers & Issue Briefs

ORRA Research Papers

[Research Brief: OYA Recidivism Risk Assessment](#)

[OYA Recidivism Risk Assessment](#) - Modeling Risk to Recidivate

ORRA-V Research Papers

[Research Brief: OYA Recidivism Risk Assessment - Violent Crime](#)

[OYA Recidivism Risk Assessment - Violent Crime \(ORRA-V\)](#) - Modeling Risk to Recidivate with a Violent Crime

ONIRA

[OYA Nuisance Incident Risk Assessment \(ONIRA\)](#) (July 2011)

OVIRA

[OYA Violent Incident Risk Assessment \(OVIRA\)](#) (July 2011)

Issue Brief

[OYA Issue Brief — Assessing recidivism risk among youth offenders](#)

Online Presentation

[Enhancing Oregon Juvenile Justice](#) (online presentation requires speakers or headphones).

Frequently Asked Questions

Predicted Success Rates

Q: How are predicted success rates determined?

A: Predicted success rates are calculated based on information from the JCP, ORRA (or Pre-Dispo ORRA), and youth typology. Predicted success rates for placement on county probation are based upon specific questions within the JCP and predicted success rates for OYA community placement and OYA YCF is based on data from ORRA (or Pre-Dispo ORRA) and youth typology.

Q: What does it mean if the predicted success rate scores are not displaying in JJIS?

A: To ensure youth will have predicted success rates, the JCP, ORRA (or Pre-Dispo ORRA), and youth typology must be available. The assessments (i.e., RNA [or OTA] and JCP) needed to generate these estimates must be completed and locked in JJIS within the last 12 months. Youth with a disposition involving a crime classified as a Class B misdemeanor or lower, will not have an OYA YCF predicted success rate.

*Statute requires a Class A misdemeanor or greater for a youth to be placed in a YCF.

Q: What if the predicted success rates for two environments are really close?

A: In some cases, the predicted success rate will be close or nearly identical for two or more settings. What this means is that the likelihood of success in those settings is pretty much the same. In these situations, it is even more important to rely upon professional discretion to make the best placement decision. Some things to consider include stability of the family, educational needs, and treatment needs, to name a few.

Escalation to OYA

Q: Do all youth have Escalation to OYA scores?

A: No. Escalation to OYA scores are only available for youth who have reached the level of county probation. Once a youth has escalated to OYA (either in community placement or a YCF), the scores are no longer available.

Q: How are Escalation to OYA scores determined?

A: Escalation to OYA scores are calculated based on specific questions from the JCP, the youth's ORRA-V score, the youth's Disposition Crime Severity Scale score, age at disposition and whether the youth as a sex offense disposition.

Q: What does it mean if the Escalation to OYA scores are not displaying in JJIS?

A: Escalation to OYA scores will only be displayed for youth who are on county probation with a *current* JCP. The JCP must be completed and locked in JJIS within

the last 12 months to be considered current. Once a youth has escalated to OYA, these scores will be greyed out, as they are no longer relevant.

Q: When are the Escalation to OYA scores best utilized in the decision-making process?

A: Escalation to OYA scores should be used to inform decision making about supervision level and resource provision for youth on county probation.

JCP

Q: With the new risk tools, do I still complete a JCP?

A: Current policy requirements have not changed. These new tools do not replace the county JCP Risk Assessment. The JCP is necessary to assess risk and needs for youth entering the system.

Pre-Dispo ORRA

Q: How does the Pre-Dispo ORRA differ from the ORRA?

A: The Pre-Dispo ORRA is displayed at the time of the first petition filing. The Pre-Dispo ORRA score may be slightly lower than the ORRA score because a disposition has not yet been recorded. Finally, once a disposition has been recorded and an ORRA score is generated, the Pre-Dispo ORRA will no longer display in JJIS.

ORRA / ORRA-V

Q: Do all youth have an ORRA and ORRA-V score?

A: No. The ORRA and ORRA-V are valid only for youth who have reached the level of county probation, OYA probation, or OYA/DOC Commitment.

Q: Can I obtain an ORRA/ORRA-V score before adjudication to help inform the dispositional decision?

A: ORRA/ORRA-V scores are only available for youth once they receive a court ordered disposition of county probation, OYA probation, or OYA Close Custody and that disposition is recorded in JJIS. However, the Pre-Dispo ORRA score will generate in JJIS at first petition filing and may be helpful in informing dispositional decision making.

Q: Do the ORRA and ORRA-V scores ever change for a youth?

A: Yes. ORRA and ORRA-V will increase in very small increments as youth get older. Additionally, if a youth continues to engage in criminal activity, that is likely to increase their scores.

Q: When are the ORRA/ORRA-V scores best utilized in the decision making process?

A: Although this will be driven by local policy, it is recommended that the ORRA and ORRA-V scores be used during the intake process to enhance decision-making around placement and treatment in an effective environment that mitigates the risk of recidivating.

Q: What is the difference between ORRA/ORRA-V “Disposition Level Percentile Rank” and “All Dispositions Percentile Rank”?

A: “Disposition Level Percentile Rank” indicates the percentage of youth with the same disposition level who will have an equal or lesser ORRA or ORRA-V score on a reported date.

“All Dispositions Percentile Rank” indicates the percentage of youth in the juvenile justice system who will have an equal or lesser ORRA or ORRA-V score on a reported date.

OYA RNA

Q: With the new risk tools, do I still complete an OYA RNA?

A: Current policy requirements have not changed. In fact, the OYA RNA is the assessment we use to determine a youth’s typology and to generate ONIRA and OVIRA scores. The OYA RNA is still an important and valuable part of OYA’s intake process.

Typology

Q: When the Typology comes from the OYA RNA, what factors or components are used in determining the Typology?

A: The following RNA elements are used in the methodology to create a typology:

- Attitudes & Behavior and Aggression composite
- School History
- Current Use of Time
- Current Relationships (Protective and Risk)
- Family History
- Alcohol and Drug Use History
- Current Alcohol and Drug Use
- Mental Health History

These components of the RNA make up the OTA.

Q: Does the JCP risk assessment also generate a typology?

A: No; however, OYA's Research & Evaluation Unit is working on an analysis to determine if typologies can be generated from the JCP.

Q: What is the Oregon Typology Assessment (OTA)?

A: The OTA is a modified OYA RNA that identifies the typology of youth. The questions within the RNA that determine a youth's typology have been condensed into a shorter assessment to quickly determine a youth's typology. County Juvenile Departments that do not complete the entire RNA can use the OTA to help inform case planning and placement decisions.

Q: What is the difference between the RNA and OTA?

A: The RNA is a comprehensive assessment that assesses for both risk and need. The RNA is the preferred assessment for case planning purposes as it identifies youth criminogenic risk (dynamic factors that are crime producing) as well as a youth typology. The OTA is specific to generating a youth typology but does not assess for risk.

ONIRA / OVIRA

Q: If a youth leaves an intake unit prior to the first six months, are the ONIRA and OVIRA scores still accurate for the next facility or unit?

A: Maybe. The ONIRA and OVIRA are valid for youth in the first six months of OYA close custody. However, youth develop quickly, and they may have had experiences on the intake unit that have mitigated or magnified their risk for engaging in incidents. In these cases, it is best to use ONIRA and OVIRA in addition to information about how the youth has behaved on the intake unit rather than rely only on the score.

Q: Are the ONIRA and OVIRA scores still accurate for a community setting if a youth leaves an intake unit prior to the first six months?

A: No. The ONIRA and OVIRA predict likelihood of an incident in close custody.

Q: When are the ONIRA/OVIRA scores best utilized in the decision making process?

A: Although this will be driven by local policy, it is recommended that the ONIRA and OVIRA scores are used to inform staff of potential behavior to inform the type of environment that may benefit a youth.

Placement decisions should be based on an environment that mitigates the risk of incidents.

General

Q: How can I use these tools in my work with youth?

A: These tools are guides to enhance decision-making. The risk tools help you understand how “risky” one youth is compared to other youth and can help you align placement and treatment decisions effectively. For example, if you have a youth with an ORRA of 60 and another youth with an ORRA of 30, you might prioritize resources for the higher risk youth. The typology will help you understand the specific needs youth have at intake. You can use this information as a road map and use information about which programs work well with which types to make placement decisions.

Q: Since the new tools are only valid for some youth, what will be displayed in JJIS?

A: Youth who do not have valid scores with any of the tools will not have a score displayed in the relevant section on the JJIS Risk Overview Screen.

Q: Do I need to do additional work to create these scores?

A: No, all the scores, percentile rankings, and typologies are generated based on data recorded in JJIS.

- Predicted success rates are displayed for all youth with a JCP, ORRA (or Pre-Dispo ORRA), and youth typology.
- The ORRA and ORRA-V are displayed for all youth with a formal disposition.
- The ONIRA, OVIRA, and Typologies are available for all youth with a completed OYA RNA.

JJIS does not generate the scores — the calculations are performed in the JJIS Reports System and passed into JJIS. The scores are not real-time because they are generated during the refresh of the JJIS Reports database.

Q: The RNA has low, moderate and high risk categories. The JCP also has thresholds. Will the ORRA, ORRA-V, ONIRA and OVIRA have similar categories or just a percentile ranking?

A: No. The new tools generate percentile rankings only in order to provide a more precise prediction of risk, as well as the ability to compare specific youth’s risk relative to other youth.

Q: Are there policy guidelines or directives for how these tools will be used?

A: No. The intent is to provide the data, generate understanding about what the data means, clarify which populations the tools can be used with, and add research based information to help inform local decision making. Any policy guidelines may be developed at the local level with local leadership.