



September 28

2018

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# Oregon Youth Authority

Interim Judiciary Committee

Progress Report on SB267

(ORS 182.525)

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## **THE OREGON YOUTH AUTHORITY**

The mission of the Oregon Youth Authority (OYA) is to protect the public and reduce crime by holding youth offenders accountable while providing opportunities for reformation in safe environments. The agency's vision is that youth who leave OYA will go on to lead productive, crime-free lives.

OYA exercises legal and physical custody of offenders committed to OYA by juvenile courts, and physical custody of young offenders committed to the Oregon Department of Corrections by adult courts. 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.

The agency is dedicated to increasing the effectiveness of youth correctional treatment through ongoing research, program evaluation, and quality improvement. The agency's mission statement, vision, and goals are closely monitored through the OYA Performance Management System (OPMS), Key Performance Measures, Performance-Based Standards, facility safety security reviews, and other evaluative functions.

OYA is committed to continuous improvement and aligning resources with evidence-based programs that show measurable results. Since 2010, OYA has been using OPMS to monitor the agency's key processes and determine agency effectiveness. The system involves measuring core agency processes through meaningful metrics (i.e., process and outcome measures), which allows the agency to determine overall effectiveness. Additionally, OPMS empowers employees to improve work processes that help achieve the organization's goals.

## **SUMMARY OF AGENCY SB267 RESULTS**

OYA has consistently exceeded the legislative thresholds of 25%, 50%, and now 75% for the percentage of programming funds used for evidence-based programs. OYA spends 90 percent of General Fund and almost 92 percent of total funds subject to Oregon's Senate Bill 267 (SB267) on evidence-based programming, as defined by SB267.

Cost effectiveness data on the five programs evaluated for the last report indicates that for those tested, there is largely a return on investment, with one exception, the Skillstreaming curriculum.

## **PROGRAMS INCLUDED UNDER ORS 182.515-182.525**

SB267 enacted during the 2003 Oregon Legislative session, promotes the use of evidence-based programming and requires particular agencies or groups to evaluate programs offered to their clients. The legislation was intended to promote the use of evidence-based programming and improve the outcomes of clients served by the social service and correctional systems. In 2005-07, agencies were required to demonstrate 25 percent of state-funded treatment was evidence-based. Agencies are now required to demonstrate that 75 percent of state-funded treatment is evidence-based and have been since 2009-11.

OYA worked with external stakeholders to develop the following list of treatment interventions used by close-custody living units, contracted community-based residential providers, and county programs funded through OYA as subject to ORS 182.515-182.525. Over the past 2 years, OYA has continued to provide treatment in these areas.

- Cognitive behavioral treatment
- Behavior modification

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

## **COST EFFECTIVENESS**

For the 2016 report, five specific OYA programs within these treatment areas were evaluated – Aggression Replacement Training, Skillstreaming, Core Alcohol and Drug Treatment, Pathways, and Vocational Training. The results were<sup>1</sup>:

- Aggression Replacement Training is estimated to reduce recidivism by 13%; the program might be slightly more effective with higher risk youth.
- Skillstreaming does not appear to reduce recidivism when provided alone; the program appears to be even less effective with the highest risk youth.
- Core Alcohol and Drug Treatment is estimated to reduce recidivism by 3-4%; the program is more effective with the highest risk youth.
- Pathways drug and alcohol treatment is estimated to reduce recidivism by 15%; the program appears to be more effective with lower risk youth.

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<sup>1</sup> The recidivism outcome is defined as an adjudication or conviction of a felony in the three years post-release from the OYA facility.

- Vocational training is the most effective program evaluated. The reduction in recidivism attributable to vocational training approximates 19%.

Subsequently, the Criminal Justice Commission (CJC) performed a cost benefit analysis and shared the findings with OYA.

## **Results First Background<sup>2</sup>**

In 2012, the CJC partnered with the Pew-MacArthur Results First Initiative to evaluate the return on investment of its adult criminal and juvenile justice programs.

Through Results First, CJC calculated the avoided costs to the criminal justice system due to program effectiveness. In other words, because a juvenile justice program was successful at changing the behavior of a juvenile (and thus reducing recidivism), Oregon's criminal and juvenile justice systems were able to avoid costs related to re-offending. Analysts at CJC calculated that monetary value.

The benefit to cost ratio estimates the amount of avoided costs for every dollar spent, aiming to state a return on investment. Because each of these programs is appropriate for a slightly different population and the fidelity in implementing the program is not known, making recommendations for expanding or reducing programs is more complicated than simply ranking the programs based on their benefit cost ratio.

## **Results First – Cost Benefit Analysis for OYA Programs**

OYA chose to report results using both the national research and quasi-experimental analysis of the effectiveness of programs as they are currently operating in Oregon. For comparison, CJC reported analysis with both national program effectiveness and Oregon-specific effectiveness.

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<sup>2</sup> Summary of report and findings found in CJC Draft - *Results First Final Benefit-Cost Analysis Report on Oregon Youth Authority*

In the Table, rows with Oregon-specific effectiveness are shaded while rows using national program effectiveness are not. The national program effectiveness represents the potential value that the programs could provide if the programs are achieving the same level of effectiveness that has been observed in the research.

Program name	Benefits to cost ratio <sup>3</sup>	Oregon Program Expenses	Oregon Costs Avoided	Taxpayer benefits	Odds of a positive return on investment
				Non-taxpayer benefits	
Aggression Replacement Training (youth in state institutions)	\$89.17	(\$219)	\$19,529	\$5,117 \$14,412	95 %
Aggression Replacement Training - Oregon	\$45.70	(\$219)	\$10,008	\$2,644 \$7,365	100 %
Cognitive behavioral therapy (CBT) for juvenile offenders	\$28.59	(\$585)	\$16,727	\$4,449 \$12,279	93 %
Pathways CBT - Oregon	\$10.73	(\$586)	\$6,288	\$1,676 \$4,612	100 %
Multidimensional Treatment Foster Care	\$23.94	(\$657)	\$15,730	\$4,164 \$11,566	-
Skillstreaming - Oregon	(\$13.55)	(\$219)	(\$2,968)	(\$796) (\$2,173)	8 %

*For example: For every dollar Oregon Youth Authority spent providing Aggression Replacement Training, we saved over \$45 dollars on future recidivism costs.*

CJC gave three recommendations based on the outcome of the analysis:

1. Eliminate ineffective programs
2. Examine program fidelity
3. Expand evidence-based programs

The analysis indicates that the Skillstreaming curriculum does not have a positive return on investment. This finding was not statistically significant and currently the curriculum is not widely used. However, the effects of certain programs, like Skillstreaming, are difficult to separate because they are typically provided together as a package. Further research would be

<sup>3</sup> Dollars returned per \$1 invested in program

needed to determine how these programs might interact to impact recidivism in positive or negative ways. In addition, and in alignment with CJC’s second recommendation, fidelity needs to be tested to know if the programs are being implemented as intended.

OYA concurred with CJC that further effort is needed to see if programs in Oregon are operating according to the guidelines established by successful programs. As an example, hours of instruction or appropriate participant matching, should meet certain standards in order to get the best results. Operating with fidelity to the program model is an important component of evidence-based programs.

Lastly, CJC recommended for OYA to consider expanding its selection of programs. They provided examples of Parenting with Love and Limits and Functional Family Therapy for youth in state institutions. As one can see, both are evidence-based programs with strong benefit-cost ratios.

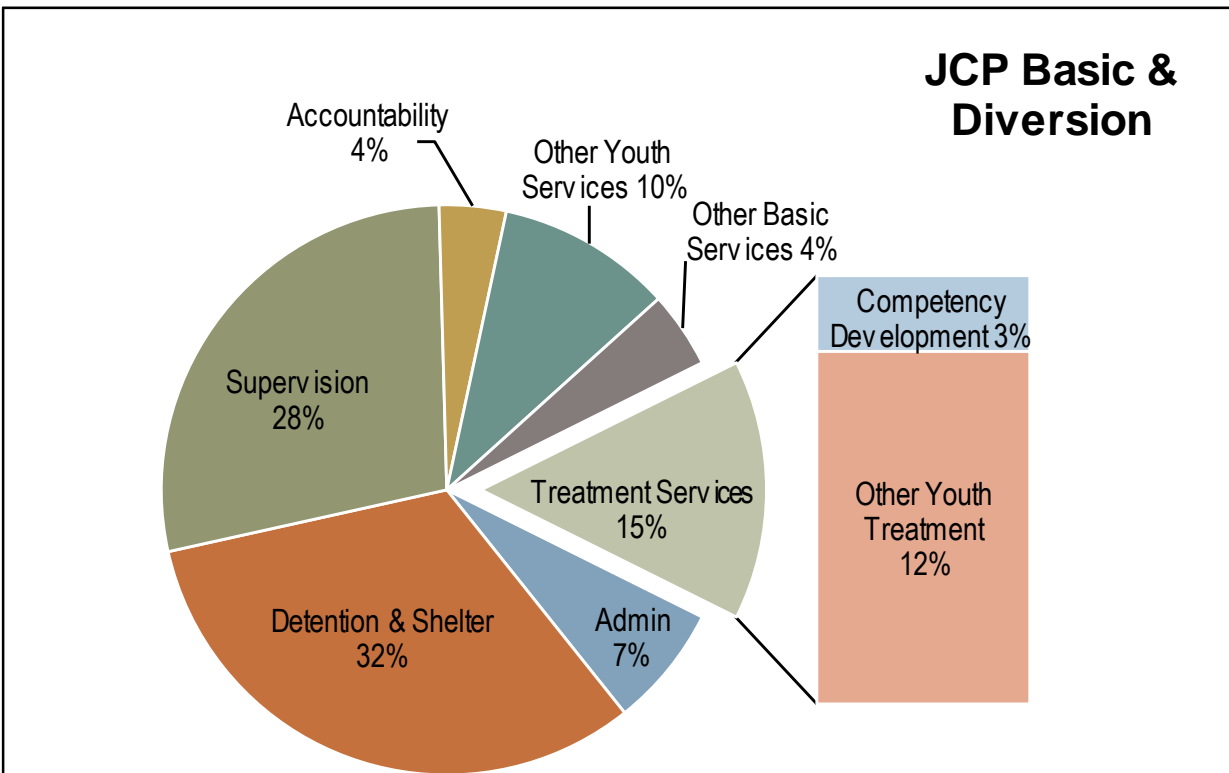
Program name	Benefits to cost ratio <sup>4</sup>	Wash. Program Expenses	Oregon Costs Avoided	Taxpayer benefits	Odds of a positive return on investment
				Non-taxpayer benefits	
Parenting with Love and Limits	\$23.49	(\$1,695)	\$39,809	\$13,514	99 %
				\$26,294	
Functional Family Therapy	\$10.16	(\$3,419)	\$34,729	\$9,325	99 %
				\$25,404	

<sup>4</sup> Dollars returned per \$1 invested in program



## JCP Basic and County Diversion Programs

County juvenile departments receive General Fund assistance to provide contracted services at the local level. During 2017-19, approximately \$18.5 million was provided to counties for this purpose. Almost 15 percent (\$2.8 million) of the funding is being used for youth treatment services subject to SB267 requirements. OYA does not review county programs for evidence-based effectiveness and therefore cannot convey whether the dollars spent were evidence-based.



## OYA BUDGET FOR EVIDENCE-BASED SERVICES

OYA spends 90 percent of General Fund and almost 92 percent of total funds subject to SB267 on evidence-based programming, as defined by SB267. This exceeds the statutory target of 75 percent.

The 2017-19 Legislatively Approved Budget for OYA includes the following funding levels:

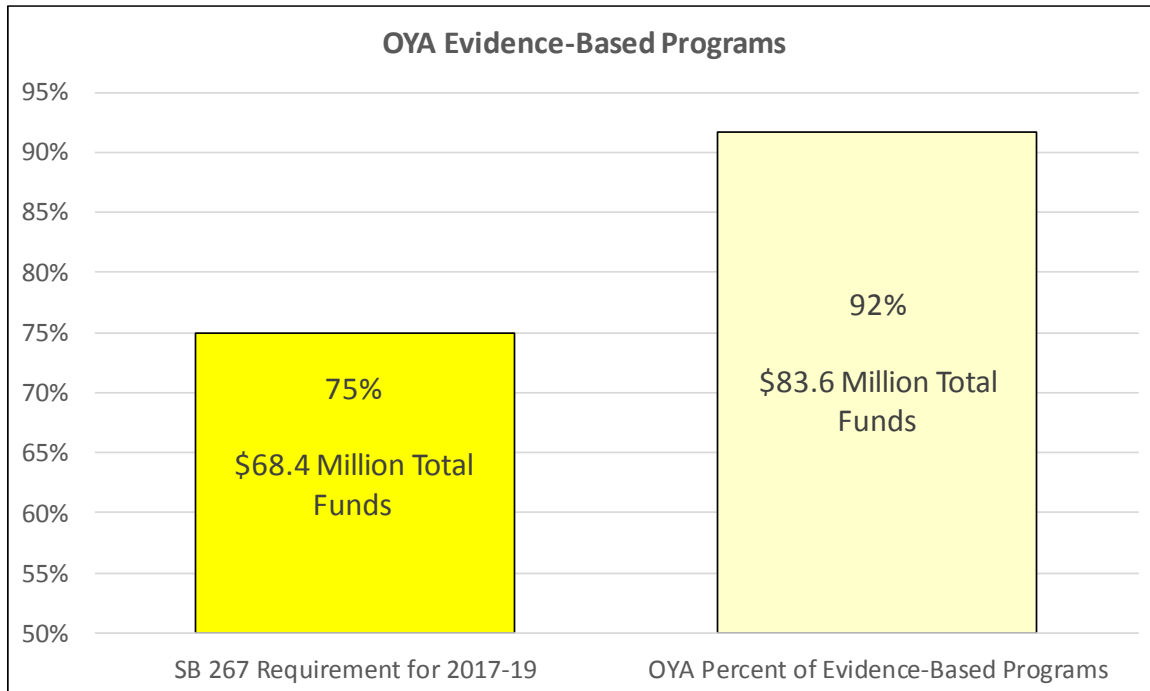
\$ 410.8 million Total Funds

\$ 312.6 million General Fund

The budget amounts listed below are used for programs determined by the agency as subject to ORS 182.515-182.525 per SB267, and the amounts shown in the chart below have been determined to be evidence-based:

\$91.2 million Total Funds (\$83.6 million evidence-based)

\$75.4 million General Fund (\$67.8 million evidence-based)



**Oregon Youth Authority**  
Summary of Expenditures Subject to SB 267

<i>Dollars in millions</i>	<b>FUND TYPE</b>		
	<b>TOTAL FUNDS</b>	General Fund	Federal & Other Funds
<b>Facility Services:</b>			
Total Program Expenditures subject to SB 267	\$ 37.3	\$ 37.3	-
Evidence-Based Program Expenditures	\$ 32.8	\$ 32.8	-
Percentage of Total Expenditures Evidence-Based	88%	88%	-
<b>Community Services:</b>			
Total Program Expenditures subject to SB 267	\$ 53.9	\$ 38.1	\$ 15.8
Evidence-Based Program Expenditures	\$ 50.8	\$ 35.0	\$ 15.8
Percentage of Total Expenditures Evidence-Based	94%	92%	100%
<b>Agency Total</b>			
Total Program Expenditures subject to SB 267	\$ 91.2	\$ 75.4	\$ 15.8
Evidence-Based Program Expenditures	\$ 83.6	\$ 67.8	\$ 15.8
<b>Percent of Program Evidence-Based</b>	<b>92%</b>	<b>90%</b>	<b>100%</b>

### Looking Ahead

The SB267 legislation was intended to maximize the effectiveness of state programming in particular state agencies. The implementation of the legislation allowed for agencies to develop capacity and improve programming during three biennia. The legislation also enables agencies to test new programs by not requiring 100% of the programming to be evidence-based. The legislation attempts to balance the use of proven programs with the ability to assess new and promising programs.

OYA continues to want to know what programs reduce recidivism and increase positive outcomes for youth in Oregon’s system. We strive to move beyond the simple use of

expensive, branded programs. Many of these programs are cost prohibitive to the non-profit agencies with whom we contract in communities, and these programs consistently show declining effectiveness in real-world applications. In setting our sights higher, we have discontinued using the Correctional Program Checklist (CPC)<sup>5</sup> beyond its intended capacity to help struggling and new programs. OYA found that while the CPC may indicate a program has the capacity to be effective, it didn't convey whether the program was effective or not. Specifically, changes in CPC scores for programs were not correlated with changes in the recidivism of youth completing the programs.

Next, we researched if we could make an Oregon-ized CPC seeing if there was a way to use the tool to reach better outcomes for Oregon youth. Unfortunately, we learned that there isn't a way to make the CPC work for Oregon in a way that actually shows better outcomes. This created a gap that OYA has been seeking to fill - having a tool to go beyond what the CPC could do to use cost-effective, outcome driven, evidence-based programs. Looking ahead, in addition to analyzing outcome data relative to program effectiveness, OYA will be piloting a capacity and effectiveness tool known as the Standardized Program Evaluation Protocol (SPEP). The SPEP is a data-driven assessment process that helps to determine how well current programs and services are matched to what is known to work in other programs in the existing evidence base for effectiveness in reducing recidivism. This will enable OYA to understand program and service components with greater clarity and provide better information regarding effectiveness. The SPEP assesses the type of service, the quality of service delivery, the dose of service, and the risk level of youth who are served. In addition, OYA will be looking at fidelity in entering data, using tools, and implementing programs, to better insure efforts reach their intended outcome.

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<sup>5</sup> The CPC provides information on how well a particular program adheres to the Principles of Effective Correctional Intervention. A CPC score represents how well a program is *expected* to perform with regard to reducing recidivism.