

# ANALYSIS

## Item 28: Oregon Youth Authority

### Youth Reformation System and Facilities Report

**Analyst:** Linda Gilbert

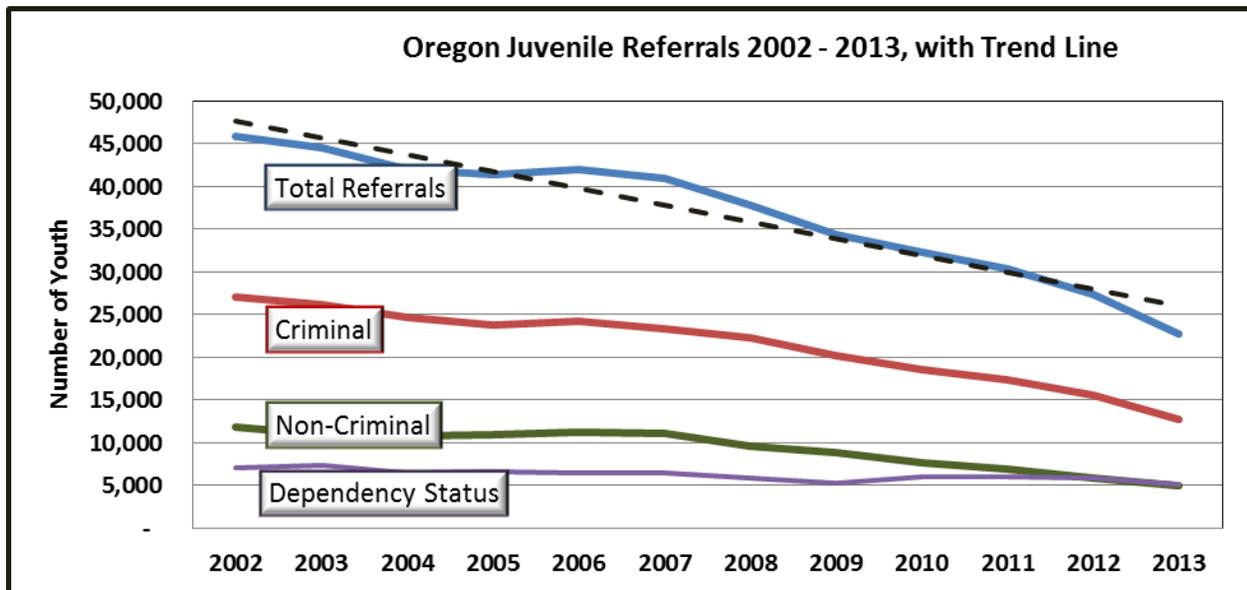
**Request:** Acknowledge receipt of a report on the 10-year Plan for Close Custody Facilities.

**Recommendation:** Acknowledge receipt of the report, with the expectation that the agency will report on facilities planning and Youth Reformation System implementation progress during the 2015 legislative session.

**Analysis:** The 2013-15 budget report for the Oregon Youth Authority included a budget note<sup>i</sup> directing the agency to develop a long-range facilities plan that takes into account declining close custody youth population forecasts and a business plan to implement the Youth Reformation System (YRS) analysis model. In February 2014, the agency submitted the written YRS Implementation report. The 10-year strategic facilities plan was not ready at that time; it was submitted for consideration in August 2014.

#### Facilities

The rate of youth confinement in the United States has dropped by 41% from 1995 to 2010. Consistent with national trends, over the past 12 years, total referrals to the juvenile justice system in Oregon have declined, as shown in the following display.



Of those referrals, the numbers resulting in a commitment to an OYA close custody facility were 724 in 2004, rising to a high of 789 in 2008, trending down to 446 in 2013. In view of the downward trend in close custody commitments, and to most efficiently use existing facilities, the agency engaged consultants to assist in developing a 10-year plan.

OYA operates 10 close custody facilities across the state, with a physical capacity of 1,082 beds. The budgeted capacity for 2013-15 is 753 beds. All facilities were evaluated against the agency's mission and best practices for operation and design of juvenile offender facilities. Best design principles address physical and environmental conditions, as well as access to program services.

Ideally, facilities would have 16-bed units (16-24 bed units for transition); some single-occupancy housing; adequate space for treatment, visitation, and education; and appropriate space for intake. In addition, light, sightlines, and surroundings need to create a healthy rehabilitation environment. The study assumed a 640-bed maximum capacity. The report also provided scenarios for fewer beds. Measured against these ideal standards, all facilities need some attention.

Ultimately, the 10-year strategy would consolidate mid-Willamette Valley population at MacLaren in Woodburn and close the Hillcrest campus in Salem. The Hillcrest property would be offered for sale. While both MacLaren and Hillcrest are old facilities with significant deferred maintenance needs, the deciding factors in favor of consolidating at MacLaren include a lower seismic retro-fit cost for its one-story buildings, its larger acreage, and the potential value of Hillcrest on the real estate market.

The plan would roll out in three phases: Immediate, Phase 1, and Phase 2. The timeline assumes completing the immediate phase in the current biennium. Phase 1 could finish in the next 3 years. Phase 2 would run just over 4 years, including design and construction. All facilities' deferred maintenance needs would be met over the course of the three phases.

Immediate needs are a reconfiguration at Hillcrest that would reduce barriers between staff and youth and renovate the intake processing area to lessen its "corrections" feel. At MacLaren, the immediate needs are deferred maintenance and reconfiguring one dorm as a 16-bed proof-of-concept project. The total is \$1.2 million; the agency has re-prioritized other projects to make funding available for this work in 2013-15. This work would be undertaken regardless of the remaining project phases.

Phase 1 estimated capital cost is \$47.9 million, with about half of the funding covering additions and new construction at MacLaren, Rogue Valley, and Eastern Oregon. Deferred maintenance is \$10.8 million of the total and is spread among all facilities. Phase 2 adds an estimated \$48.3 million capital expense, with \$31.2 million directed at additions and new construction and \$12.2 million for renovations and additional deferred maintenance.

The long construction timeline – at least 6 of the 10 years - should afford enough time to migrate to 16-bed living units and adjust staffing accordingly in order to adhere to best practices and meet upcoming Prison Rape Elimination Act standards.

### Youth Reformation System

The YRS was conceived and designed to maximize data use to determine optimal recommendations for placement when youth have entered the juvenile justice system. Ideally, appropriate youth placement will lead the youth to positive change through the least restrictive environment, appropriate treatment and programs, and education. In the end, the right placement should significantly reduce the potential of further harm to the youth, the youth's family, and the community. The youth would leave the system prepared to lead a productive and crime-free life.

The agency began designing the YRS in 2013 and has started trial implementation. The agency has supported the research and design by redeploying resources from unit closures made possible by dwindling youth population.

Since the publication of the February 2014 report, the agency:

- Established a YRS Steering Committee
- Completed female typologies and revised male typologies; (typologies are groupings by key characteristics shared among youth)
- Prepared a manual to support staff in working with youth
- Completed a Positive Human Development educational document, used to inform training and human resources
- Expanded communications to field offices
- Partnered with the Juvenile Department Directors Association on training plans
- Began optimum length of stay studies
- Merged feeder system data (meaning youth contacts with Department of Human Services and Oregon Health Authority) to tease out early indicators of probable later contact with OYA;
- Provided technical assistance to other states
- Is exploring mental health assessments to enhance typology

### Recommendation

The Legislative Fiscal Office finds that the Facilities and YRS reports substantially satisfy the budget note requirements and recommends acknowledging receipt of the report, with the expectation that the agency will report on facilities planning and YRS implementation progress during the 2015 legislative session.

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<sup>i</sup> The Oregon Youth Authority (OYA) has two aging youth correctional facilities in the Willamette Valley that are operating well below the intended bed capacity and that have significant deferred maintenance needs. The April 2013 Oregon Youth Authority Demand Forecast projects a reduction in the number of close custody beds necessary to house incarcerated youth and also shows a need for a substantial increase in the number of community residential treatment beds.

The Joint Committee on Ways and Means directs OYA to develop a facilities plan that:

1. Evaluates facilities in terms of capacity, operating and maintenance cost, and deferred maintenance need;
2. Develops 10-year or longer term plans for the facilities;
3. Includes recommendations and rationale for facility disposition, if appropriate; and
4. Recommends future uses of the buildings that OYA would no longer need.

The Oregon Youth Authority is developing the Youth Reformation System, a predictive analysis model to inform decisions at all levels of Oregon's juvenile justice system. The model uses juvenile data in Oregon's unique Juvenile Justice Information System to create better outcomes for youth in terms of returning to society ready to take part in a productive, healthy, crime-free life. The model, in turn, reduces victimization and reduces taxpayer expense.

The Joint Committee on Ways and Means directs OYA to develop a business plan that:

1. Includes business efficiencies, including maximizing asset utility, that effectively use taxpayer dollars;
2. Creates a timeline and project plan to implement the Youth Reformation System;
3. Does not compromise the safety and security of youth, staff, or the community; and
4. To the greatest extent possible, avoids layoffs.

OYA is further directed to report on the facility and Youth Reformation System business plans to the Joint Committee on Ways and Means during the February, 2014 Legislative Session.

**28**  
**Oregon Youth Authority**  
**Analyst: Ayre**

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**Request:** Report on facilities plan.

**Recommendation:** Acknowledge receipt of the report.

**Discussion:** The 2013 Legislative Assembly included a budget note in the budget report of the Oregon Youth Authority's appropriation bill (House Bill 5050) directing the agency to report on its facility and Youth Reformation System business plans to the Joint Committee on Ways and Means during the February 2014 Legislative Session. The agency submitted a report on the Youth Reformation System to the Joint Committee during the February 2014 session. However, the requested 10-year (or longer) facilities plan was not completed at that time, and the agency and the Legislative Fiscal Office agreed that the agency would report on this plan during the September 2014 legislative days.

The budget note cited the presence of facilities operating well below their intended bed capacity, facilities with significant deferred maintenance needs, a projected reduction in the number of close custody beds necessary to house incarcerated youth, and a projected need for a substantial increase in the number of community residential treatment beds. These projections result in part from implementation of the Youth Reformation System (YRS). The budget note implied, and subsequent communications between the agency and the Legislative Fiscal Office more clearly indicated, that the facilities plan should incorporate the costs and benefits of altering the agency's facilities to accommodate implementation of the YRS.

The agency hired DLR Group Architecture and Planning and Chinn Planning to assist with the development and completion of the facilities plan. The facilities plan is contained in the report dated August 29, 2014 and titled, "10-Year Strategic Plan for Close Custody Facilities." The report provides an overview of the agency's operations, a forecast of future capacity requirements, an assessment of the ability of the agency's facilities to meet the future capacity requirements as compared with national best practices and ideal physical plant characteristics, and a 10-year master plan for deferred maintenance and renovation and construction of facilities. Also included in the report are four appendices containing master plan diagrams of agency facilities, cost estimates of changes recommended in the master plan, an analysis of population trends affecting the number of youth in the agency's custody, and a one-page analysis of options for the future location of the agency's central office operations.

The report finds that the agency's facilities lack many of the characteristics that are desirable from programmatic, environmental, and physical perspectives. Programmatic shortcomings include underutilized campuses at MacLaren and Hillcrest, the existence of features that limit interaction between youth and staff, dormitory style housing rather than single room housing, lack of exterior recreation space, and lack of sufficient education or programming space and resources at selected facilities. Environmental shortcomings include the need for seismic upgrades, lack of windows and views at all regional facility housing units, a higher-than-ideal density of youths in operating housing units, and a lack of single room housing units for intake and other special uses such as mental health and behavior management. Physical condition shortcomings focus on significant deferred maintenance.

The report says its master plan recommendations are a flexible response to future populations of youth in the agency's custody. The master plan recommends taking some actions immediately and then conducting two phases of building renovation and construction. Immediate actions include reconfiguring one cottage at MacLaren as a 16-bed dorm unit, renovating the Hillcrest intake processing area, removing unit control features from housing areas on the Hillcrest campus, and creating a treatment/dayroom at the Iota building on the Hillcrest campus. Phase 1 includes selected deferred maintenance and seismic upgrades, improvements at MacLaren Youth Correctional Facility in Woodburn, closure of the Hillcrest campus in Salem at the end of Phase 1, and selected improvements to regional facilities. Phase 2 includes the remainder of renovation and construction necessary to achieve facilities that adequately serve the agency's population and programmatic needs.

The recommended budget is \$97.4 million, distributed by phase as follows:

- Immediate actions: \$1.2 million
- Phase 1: \$47.9 million
- Phase 2: \$48.3 million

The master plan recommends the following timeline:

- Immediate actions: Now through June 2015
- Phase 1 funding, design, and renovation and construction: Now through August 2017
- Phase 2 funding and concept design: May 2016 through December 2017
- Phase 2 funding, design, and renovation and construction: March 2018 through October 2020

The master plan also recommends updating the master plan in January through March of 2016 and again in January through March of 2018.

The report includes a very brief analysis of options for the future location of the agency's central office operations and recommends building a 30,000 square foot administrative building, possibly on the MacLaren campus. The analysis suggests this option is less expensive than leasing a facility and less expensive than renovating the Robert Farrell School on the Hillcrest campus and using the school building to house the agency's central office operations.

The report on the Youth Authority's facilities plan is, with few exceptions, a thorough examination of the agency's long-term facility needs for close-custody youth and agency administration from the perspective of addressing deferred maintenance, implementing the Youth Reformation System, and adopting many of the national best practices and ideal physical plant characteristics.



# Oregon

John A. Kitzhaber, MD, Governor

## Oregon Youth Authority

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August 29, 2014



The Honorable Peter Courtney, Co-Chair  
The Honorable Tina Kotek, Co-Chair  
Oregon State Legislature  
State Emergency Board  
900 Court Street NE, H-178  
Salem, OR 97301-4048

Dear Co-Chairpersons:

### **Nature of Request**

The Oregon Youth Authority (OYA) is working on meeting the requirements of a budget note from the 2013 Legislative Session and a request for follow-up concluding the February 2014 Emergency Board Session. The budget note, contained in 2013 HB 5050-A, reads as follows:

*The Oregon Youth Authority (OYA) has two aging youth correctional facilities in the Willamette Valley that are operating well below the intended bed capacity and that have significant deferred maintenance needs. The April 2013 Oregon Youth Authority Demand Forecast projects a reduction in the number of close custody beds necessary to house incarcerated youth and also shows a need for a substantial increase in the number of community residential treatment beds.*

*The Joint Committee on Ways and Means directs OYA to develop a facilities plan that:*

- 1. Evaluates facilities in terms of capacity, operating and maintenance costs, and deferred maintenance need;*
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*The Oregon Youth Authority is developing the Youth Reformation System, a predictive analysis model to inform decisions at all levels of Oregon's juvenile justice system. The model uses juvenile data in Oregon's unique Juvenile Justice Information System to create better outcomes for youth in terms of returning to society ready to take part in a productive, healthy, crime-free life. The model, in turn, reduces victimization and reduces taxpayer expense.*

*The Joint Committee on Ways and Means directs OYA to develop a business plan that:*

- 1. Includes business efficiencies, including maximizing asset utility, that effectively use taxpayer dollars;*
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- 3. Does not compromise the safety and security of youth, staff, or the community; and*

4. To the greatest extent possible, avoids layoffs.

OYA is further directed to report on the facility and Youth Reformation System business plans to the Joint Committee on Ways and Means during the February, 2014 Legislative Session.

**Agency Action**

- OYA submitted a report to the Joint Committee on Ways and Means for the February 2014 session on the state of the Youth Reformation System development implementation. A facilities plan had not been finalized at that time and OYA was requested to return in September 2014.
- Through the RFP process, OYA selected DLR Group Consultants and Chinn Planning to assist with the development and completion of the 10-year facilities plan.
- Further action has been taken to allocate resources for the successful implementation of the Youth Reformation System and to develop tools and partnerships to place youth in the right settings for the right treatment for the right amount of time.
- In partnership with other state agencies, an initial review of data has been completed to determine which services youth come into contact with prior to placement with OYA. The first analysis and report include data from OYA, DHS (Child Welfare and Self-Sufficiency), and OHA (Medical Assistance, Mental Health Treatment, A&D Treatment).
- OYA submitted a draft report August 18, 2014, for consideration by DAS CFO and LFO.

**Action Requested**

The Oregon Youth Authority respectfully requests that the Joint Emergency Board Subcommittee on Human Services accept the *10-Year Strategic Plan for Close Custody Facilities*.

**Legislation Affected**

None.

Sincerely,



Fariborz Pakseresht  
Director