



# Oregon

Kate Brown, Governor

Oregon Youth Authority  
Office of the Director  
530 Center Street NE, Suite 200  
Salem, OR 97301-3765  
Voice: 503-373-7205  
Fax: 503-373-7622

[www.oregon.gov/OYA](http://www.oregon.gov/OYA) [www.oregon.gov/OYA](http://www.oregon.gov/OYA)

May 8, 2015



Joint Committee on Ways and Means  
Subcommittee on Capital Construction  
900 Court Street NE  
Salem, OR 97301

Co-Chair Senator Fred Girod  
Co-Chair Representative Tobias Read  
Senator Peter Courtney  
Senator Richard Devlin  
Representative Val Hoyle  
Representative John Huffman  
Representative Tina Kotek  
Representative Greg Smith

Dear Co-Chairs and Subcommittee Members,

The Oregon Youth Authority (OYA) respectfully requests support for implementation of the agency's 10-Year Strategic Plan for Facilities. Bonding for a portion of Phase 1 of the 10-Year Plan is included HB 5005, along with limitation authority to expend bond proceeds in HB 5006. Both of these bills are before the Subcommittee.

The 10-Year Plan was developed in response to a 2013 budget note directing OYA to develop a facilities plan that evaluates facilities in terms of capacity, operating and maintenance costs, and deferred maintenance needs; recommends facility disposition and future use of the agency's physical plant resources; and creates a timeline for implementation.

OYA owns 96 buildings at 10 locations, with a replacement value of \$192 million. The majority of these structures provide secure residential spaces for youth, as well as spaces for treatment, education, vocational training, recreation, and medical care. The remainder of the buildings provide space for administration and support services.

The budget note that directed OYA to develop the plan, for which it now seeks funding in HB 5005 and HB 5006, acknowledged that many of OYA's structures were built in an era when juvenile facilities were modeled after adult correctional facilities, and that these older buildings do not support what we know today about best practices and the physical plants that most effectively support youth reformation. Many of the buildings in OYA's physical plant portfolio are in states of significant disrepair and few meet modern seismic or Americans with Disability Act (ADA) standards, and they face significant unmet deferred maintenance needs.

To fulfill the budget note directives, OYA contracted with two independent consultants: DLR Group Architecture, a national leader in justice facility design with more than \$3 billion in completed projects

during the past eight years, and Chinn Planning, with more than four decades of experience in public sector juvenile justice consulting. OYA reported on the results of the consultants' reviews and the status of the 10-Year Plan to the Emergency Board in September 2014 and provided detailed presentations on the plan to the Joint Committee on Ways and Means Public Safety Subcommittee this session. The consultants recommended investing \$97.4 million during the next 10 years for capital renewal work to bring OYA's aging structures up to modern seismic and ADA standards, and to align with best practices in juvenile justice facility design.

Specifically, the consultants recommended that Oregon:

- Invest \$1.2 million during 2013-15 for preliminary design and planning.
- Expend \$47.9 million during 2015-17 (Phase 1) for construction and remodeling.
- Expend \$48.3 million in subsequent biennia (Phase 2) to complete all physical plant changes.

As noted in the following excerpt from the report, the consultants concluded that OYA's physical environments are not conducive to best practices in juvenile justice:

"The current mix of facilities within the OYA system does not support the vision, mission, and culture of OYA. Housing and living areas reflect the most serious gap between vision and reality. The majority of youth are housed (with long lengths of stay) in densely populated dormitory living units. Program and treatment space is not adequate to support relief and break-out space."

The areas the consultants determined to be most in need of improvements were:

- Inadequate intake units;
- High-density living units;
- Too few individual rooms and too many dormitories;
- A lack of adequate program space;
- Buildings not in alignment with Youth Reformation System and Positive Human Development;
- Aging facilities with critical deferred maintenance needs;
- Buildings that do not meet seismic standards;
- Buildings that do not meet ADA requirements; and
- Lack of transitional housing for female youth.

After the consultants' report was submitted, the former Governor's budget proposed bonding for \$33.3 million for Phase 1 of the 10-Year Plan. The \$33.3 million would fund Phase 1 work related to the deferred maintenance at MacLaren; the work needed to consolidate the Hillcrest and MacLaren facilities, closing Hillcrest by July 2017; and the majority of work at the largest regional facility, Rogue Valley in Grants Pass. \$14.6 million of Phase 1 funding would be pushed to future phases. A facility-by-facility comparison of the proposed upgrades under these two different funding scenarios is included with this letter. OYA's understanding is that the bills before the Subcommittee assume the \$33.3 million funding level.

Also included with this letter is more information provided by the consultants regarding implementation of the 10-Year Plan. The consultants' letter notes some of the issues that may arise from a reduced funding level for Phase 1. These include the likelihood of eventually incurring higher costs associated with the deferral of remodeling and construction projects beyond 2015-17, and the reduced ability to gain economies of scale by "bundling" like projects during 2015-17.

Additional attachments include letters of support from key stakeholders. OYA is proud that this plan is supported by our labor partners, SEIU and AFSCME, as well as key stakeholders in Oregon’s public safety and youth advocacy communities. The plan also has been vetted by and received support from Capital Projects Advisory Board Chair Denny Nielsen and Oregon State Architect Alice Wiewel.

OYA is at an important crossroad. Supporters of the 10-Year Plan see it as integral to the transformation of juvenile justice underway in Oregon. Making long overdue physical changes to OYA’s custody environments will enhance OYA’s data-driven Youth Reformation System and culture of Positive Human Development, which are aimed at improving outcomes for youth and ultimately leading to safer communities and fewer future victims. This funding also will bring the agency’s close-custody facilities up to modern seismic and ADA standards and will support the agency’s programming for youth by creating effective and appropriate physical environments that support positive outcomes and pro-social development.

Please let us know if we can provide any additional information about this request.

Respectfully,



Fariborz Pakseresht  
Director



Joe O’Leary  
Deputy Director

Enclosures

**Oregon Youth Authority  
10-Year Strategic Plan for Facilities  
Phase 1 Funding Comparisons**

Facility	\$47.9 million for 2015-17 (Consultants' Recommendation)	\$33.3 million for 2015-17 (Governor's Budget)
MacLaren (Woodburn)	Resolve critical deferred maintenance	Resolve critical deferred maintenance
	Make seismic improvements	Make seismic improvements
	Remove vacant end-of-life buildings	Remove vacant end-of-life buildings
	Create additional treatment space	Create additional treatment space
	Renovate eight front cottages for deferred maintenance, and to meet seismic and PHD standards	Complete a 60% renovation of eight front cottages for deferred maintenance, and to meet seismic standards
	Convert Geer dorms to individual rooms	Convert Geer dorms to individual rooms
	Renovate control rooms	Renovate control rooms
	Build intake capacity on Geer (currently at Hillcrest)	Build intake capacity on Geer (currently at Hillcrest)
	Expand dayrooms	Expand dayrooms
	Build new 32-bed housing unit including 16 beds for younger youth with mental health needs (currently at Hillcrest)	
	Reduce living unit densities when possible	
Oak Creek (Albany)	Resolve critical deferred maintenance	Resolve critical deferred maintenance
	Renovate control rooms	Renovate control rooms
	Renovate living units to PHD standards	Renovate living units to PHD standards
	Expand medical clinic	Expand medical clinic
Rogue Valley (Grants Pass)	Resolve critical deferred maintenance	Resolve emergency deferred maintenance only
	Install new perimeter fence	Install new perimeter fence
	Renovate control rooms	Renovate control room
	Build new multi-purpose treatment program space	Build a single combined new multi-purpose treatment, education, and vocational building until funding for an appropriate separate school is available
	Renovate living units to PHD standards	Renovate living units to PHD standards
	Create new outdoor recreation field	Create new recreation field
	Construct a high school and vocational education center	

North Coast (Warrenton)		
	Resolve critical deferred maintenance	Resolve emergency deferred maintenance only
	Renovate control rooms	
	Renovate living units to PHD standards	
Eastern Oregon (Burns)		
	Resolve critical deferred maintenance	Resolve emergency deferred maintenance only
	Renovate control rooms	
	Renovate living units to PHD standards	
	Construct an addition to the vocational education area for a CNC machine and machine shop	
Tillamook and Camp Tillamook (Tillamook)		
	Resolve critical deferred maintenance	Resolve emergency deferred maintenance only
	Renovate control rooms	
	Renovate main kitchen and dining room	
	Renovate living units to PHD standards	
	Remodel the boot camp floor plan to provide a more academic and vocational focus	
Camp Florence (Florence)		
	Resolve critical deferred maintenance	Resolve emergency deferred maintenance only
	Renovate kitchen and dining room	
	Construct new kennels for Project POOCH	
Camp RiverBend (LaGrande)		
	Resolve critical deferred maintenance	Resolve emergency deferred maintenance only
	Renovate control rooms	
	Renovate living units to PHD standards	
	Remodel the boot camp floor plan to provide a more academic and vocational focus	

The Honorable Chip Shields, Co-Chair  
The Honorable Jennifer Williamson, Co-Chair  
Members of the Joint Ways and Means Subcommittee on Public Safety  
900 Court Street  
Salem, OR 97301

Dear Co-Chairs and members of the Committee:

This letter is in support of SB 5542, the Oregon Youth Authority (OYA) budget and bond funding for OYA's 10-Year Strategic Facilities Plan. OYA protects the public by holding youth accountable and providing a safe environment for evidenced-based treatment services, education and reformation.

By way of introduction, I am the Chair for the Capital Projects Advisory Board. The CPAB provides public review of proposed capital projects of all state agencies (except the Department of Higher Education). CPAB advises the Director of the Department of Administrative Services (DAS), Facilities Division or designee on:

- Long-range facility plans that agencies submit to DAS.
- The condition of facilities, maintenance schedules, and options for new facilities (This applies to existing and proposed facilities within the class called major construction or acquisition in the Governor's budget).
- Agency plans to lease facilities of 10,000 square feet or larger for ten years or more.
- Agency plans to build or buy a building of 10,000 or more square feet.

In evaluating a capital project or major lease, the Board considers:

- The agency's mission and long-range facilities plans.
- Effective use of existing and proposed building space.
- If all reasonable alternatives have been explored by the agency.
- The condition of occupied and unoccupied building space.
- The agency's plan for asset protection, including operation, maintenance, and repair.
- The ability of the agency to reasonably maintain and operate all its facilities

Over the last budget cycle, and with the support of the Legislature, OYA has redeployed its existing funding to launch 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.

OYA has also managed within its existing resources to launch a comprehensive culture change initiative known as Positive Human Development. PHD is Oregon's strength based take on the developmental model of Juvenile Justice, a nationally recognized best practice. Under the PHD approach high expectations and accountability are the outgrowth of safety and security and caring and supportive relationships. Maintaining funding levels for OYA will help the agency continue these transformational efforts to the benefit of the youth they serve and the safety of the public.

Finally, OYA, pursuant to legislative direction last session, completed a 10 year facilities strategic plan that creates a path to consolidate and update physical environments that serve

Oregon's most at risk youth. Funding the strategic plan will also bring the agency's physical plants in line with best practices that research shows deliver positive outcomes for youth and public safety.

I urge to you do everything you can to help continue OYA's momentum. It is imperative that the state maintain the OYA budget for public safety and reformation and allow OYA to continue the work its doing that will continue to protect the public and have meaningful impacts for education, prevention and economic development for Oregon.

Sincerely,

A handwritten signature in black ink, appearing to read "Denny Nielsen", written over a horizontal line.

Denny Nielsen, Chair  
Capital Projects Advisory Board

May 4, 2015

DLR Group Architecture & Planning  
421 SW Sixth Avenue  
Suite 1212  
Portland, OR 97204

o: 503/274-2675

f: 503/274-0313

Rex Emery  
Oregon Youth Authority, Statewide Facilities Manager  
2450 Strong Road SE  
Salem, OR 97302Re: Project Name: OYA 10 YR Plan Architectural Services  
DLR Group Project No.: 74-15106-01

Dear Rex:

DLR Group and Chinn Planning offer the following information and considerations regarding the proposed \$33.3 million funding level for Phase 1 of the OYA 10 year plan implementation.

The funding level of \$33.3 million is \$14.5 million less than the funding level of \$47.87 million proposed in the master plan. While a lot of good steps can be considered with the \$33.3 million limit, there are several challenges that arise in this scenario. We offer that these challenges fall into five categories: 1) Construction Cost Escalation 2) Economy of Scale; 3)Operational Phasing and Safety; 4)Phase 1 bed capacity at MacLaren; 5)Progress on PHD and YRS goals.

1) Construction Cost Escalation: Since the time of preparation of the master plan there has been considerable escalation in construction costs. The master plan budgeting process anticipated some amount of escalation within the proposed Phase 1 budget (historic averages of 3 to 5%) but recent escalation (in the 9% range) and dramatic increase in construction starts has resulted in cost estimates and bidding on current projects up to 30% higher than budgets set in the last year. This fact alone would create a challenge to implement the recommended Phase 1 scope and it creates an even bigger challenge to accomplish the desired first step within the \$33.3 million funding proposal. This challenge is across the board and impacts the amount of work that will be accomplished – possibly 1/3 less than originally anticipated.

2) Economy of Scale: Doing less work at one time also lessens the benefit of grouping projects together for cost and construction efficiency. This applies both to efficiency during construction and during design phases.

3) Phase 1 Bed Capacity at MacLaren: The master plan recommended, as a part of Phase 1, the construction of 32 beds of single occupancy housing at MacLaren in addition to renovations and creation at the Geer complex of 64 beds of single occupancy housing. The proposed funding level will not allow construction of the new 32 bed unit. Thus, in order to meet the bed capacity required to close the Hillcrest Campus monies must be found within available budgets to somehow construct a portion of the missing 32 beds. This may not be possible without significantly reducing or eliminating other phase 1 projects on the MacLaren Campus. Youth populations are holding at current levels so it is not prudent to expect a significant drop in youth populations in the Phase 1 implementation window. Additional funding is needed to ensure adequate bed count at the MacLaren campus to capture the operational savings of closing the Hillcrest campus.

Rex Emery  
May 4, 2015  
Page 2

4) **Operational Phasing and Safety:** The Hillcrest campus is currently available to house youth during construction activities at MacLaren and other OYA sites. Deferring the recommended Phase 1 construction until after the Hillcrest campus is closed will increase risk due to subsequent construction activity being performed on a MacLaren campus with significantly more youth on site. And, at that point, Hillcrest will not be available to temporarily relocate youth which will complicate phasing and time lines for future projects at all sites.

5) **Progress on PHD and YRS goals:** The master plan recommends a first step that would create building and site environments that respond to OYA's Positive Human Development and YRS goals. The most critical shortfall in this regard under the current funding scenario is the inability to create the recommended number of single bed housing units (32 less than recommended). These single bed units are the most significant shortfall in the current OYA building stock and are most critical to the flexibility and programmatic response to PHD and YRS goals. As we look forward to implementing the projects under the current funding level we are concerned that monies will need to be focused only on creating the necessary space and will limit the ability to improve and build environments that have necessary refinements such as increased daylighting and views, improved finishes and program spaces for required treatment and activities.

We recommend that consideration be given to fund the project at the recommended \$47.87 million level to give OYA a stable funding platform and create facilities that not only accomplish the immediate need of closing the Hillcrest campus but also create enough space and the right kind of space to ensure youth and staff are living and working in buildings that support the positive work that is already in progress at OYA. While it is true that even at that funding level OYA would not get as far down the Phase 1 list of work as desired due to market conditions, it would be a much better start at meeting key PHD and YRS goals.

Please let me know if there is any other information we can provide on this matter.

Sincerely,

**DLR Group**

**Kent Larson**

Digitally signed by Kent Larson  
DN: C=US,  
E=klarson@dlrgroup.com,  
O=DLR Group, CN=Kent Larson  
Date: 2015.05.04 11:58:36-07'00'

Kent R. Larson  
Principal in the Firm



# OREGON AFSCME

1400 TANDEM AVE. NE • SALEM, OR 97301  
503-370-2522 • 1-800-521-5954 • FAX 503-370-7725  
www.oregonafscme.com

February 25, 2015

To Members of the Ways and Means Committee on Public Safety:

As AFSCME officers representing Oregon Youth Authority's Juvenile Parole and Probation Officers and Juvenile Parole and Probation Assistants (AFSCME Local 191), we are writing to register our support for the funding levels proposed in the Governor's 2015-17 Recommended Budget for the Oregon Youth Authority. We also urge the Legislature to fully fund the OYA 10-year Strategic Plan for Facilities.

The full implementation of the agency's Youth Reformation System is critical to ensure the right youth receive the right services for right length of time. AFSCME supports this initiative as it both maximizes public resources, safeguards public safety, and ensures opportunities for youth reformation. AFSCME also strongly supports OYA's cultural initiative known as Positive Human Development. Many of our members assisted in the development of this culture change initiative and we are proud of their work. As parole and probation officers, we support focusing on youth as resources rather than victims or villains.

AFSCME also fully supports the OYA 10-year Strategic Plan for Facilities. Youth reformation requires sound facilities and programming space that supports the developmental needs of adolescents and young adults, while ensuring a safe and secure environment for staff and community. We believe the 10-year Strategic Plan accomplishes that.

Thank you for the opportunity to provide this letter of support for the OYA's 2015-2017 Budget. We urge you to do everything in your power to enable the Oregon Youth Authority to continue its momentum to implement data-driven and research informed practices that benefit Oregon's most at risk youth and our communities.

Very truly yours,

*Joseph L. Christensen* - President Local 191

*[Signature]* V.P. Local 191

*Joseph L. Christensen* V.P. Local 191

*[Signature]* V.P. Local 191



## Testimony on SB 5542 the Budget for Oregon Youth Authority

Dear Chair Shields, Chair Williamson and the Members of the Ways and Means Sub-committee on Public Safety,

Oregon AFSCME represents many over a hundred of the workers at the Oregon Youth Authority (OYA) mostly in the Parole and Probation department. We are happy to support the OYA budget and the good and innovative work the Department is doing and that is represented in the budget request. The department has taken on a hard look at their systems and how they serve endangered youth and how to stop cycles of negative outcomes and find a way to get better outcomes for all the youth in their care. An important part of this process is making sure there is funding for Phase one of a 10 year plan to reinvest the work of OYA. As we make better use of the resources at OYA and get better outcomes every year, we need to make sure that the department is not underfunded. The agency has been successful in decreasing the number of close custody youth and limiting the number of beds at many of the facilities. They are saving money, we need to make sure that the response to this success is to not slash their budget but to reinvest and continue the good work and make it even better.

The 10 year plan would help the department not only decrease the number of close custody beds but do it in a way that is smart and makes sure we do not rush to cut. The buildings we have now are not right for the population we have now and the services we want to deliver now and in the future. Some facilities should be closed and all need to be refurbished not just because they are old and need maintenance but because they are not set up for how the services to these youth can be best administered. This work will deliver better services and it will be safer for the staff. It will create more recreational areas for the youth and make it a better living environment for them and that translates into better outcomes.

Eventually this investment will allow the Department to stabilize the number of close custody youth and will hopefully be far less need for close custody. The 10 year plan creates a frame work for a process to be deliberate and smart. There will be a glide path for the reform of the system to one that is better for Oregon. This plan will keep current staff and be the least disruptive way to achieve the goals that we want. It is too important to not fund in the opinion of AFSCME. The Governor allocated 33 million for phase one and we strongly support that allocation. Please support the funding of phase one of the 10 year plan.

Submitted by Joe Baessler, Political Director for Oregon AFSCME





Feb. 25, 2015

**For the Joint Committee on Ways and Means - Subcommittee on Public Safety**

Chairs Williamson and Shields and member of the committee:

**J Bar J Youth Services**  
www.jbarj.org

**Administrative Office**  
62895 Hamby Road  
Bend, Oregon 97701  
(541) 389-1409  
(541) 389-9348 Fax

**J Bar J Boys Ranch**  
62895 Hamby Road  
Bend, Oregon 97701  
(541) 312-4022  
(541) 389-9348 Fax

**J Bar J Learning Center**  
62895 Hamby Road  
Bend, Oregon 97701  
(541) 389-1409  
(541) 389-9348 Fax

**Cascade Youth & Family Services - Runaway and Homeless Services**  
25 N.E. Daggett Lane  
Bend, Oregon 97701  
(541) 382-0934  
(541) 383-3024 Fax

**Cascade Youth & Family Services - The "LOFT"**  
19 S.W. Century Drive  
Bend, Oregon 97702  
(541) 318-3436  
(541) 585-2460 Fax

**Big Brothers Big Sisters of Central Oregon**  
2125 N.E. Daggett Lane  
Bend, Oregon 97701  
(541) 312-6047  
(541) 312-6052 Fax  
Prineville Office  
(541) 408-7662  
Madras Office  
(541) 325-5603

**The Academy at Sisters**  
P.O. Box 5986  
Bend, Oregon 97708-5986  
(541) 389-2748  
(541) 389-2897 Fax  
1-800-910-0412

**Regional Toll-Free Teen Crisis Hotline**  
1-800-660-0934 (24 Hours)

Thank you for the opportunity to speak with you this afternoon regarding the Oregon Youth Authority and the critical role it plays in public safety. My name is Stephanie Alvstad and I am the Executive Director of J Bar J Youth Services in Central Oregon. Our organization provides residential treatment and transitional living skills to adjudicated youth in OYA's custody. We are a 501(c)(3) employing approximately 100 people in multiple programs reaching children and families throughout our community.

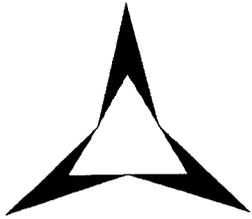
- J Bar J has been working with OYA since its inception in 1995 under SB1 and we strongly support the continuing mission of the agency with its current level of funding or more. (It would be nice to see the JJIS system updated, it was created in the late 90's as a statewide database for OYA, Juvenile Depts. and Providers).
- The creation of OYA in 1995 has led to the longest period of stability for Juvenile Justice in Oregon history. Since Rick Hill, the first Director in 1995, the Agency has been fortunate to have a series of very good directors, Fairborz Paksherest is no exception, he cares deeply for kids and it shows. Again, I encourage you to fully fund its mission to enable OYA to continue the stability it and its contractors require to maintain high quality care, accountability and education of youth for public safety in communities across Oregon.
- Under Fairborz leadership, OYA has become a highly adaptive, data driven agency. The Youth Reformation System (YRS) provides invaluable information to the Youth Authority and to partners, like J Bar J. By giving the right services in the right locations, dollars will be saved and youth and our community will benefit.
- The cultural shift to Positive Human Development (PHD), which emphasizes the assets of youth and staff, provides the best opportunity to reduce recidivism by teaching the skills to be productive citizens.
- J Bar J is considered a very challenging program, we hold youth accountable through high expectations, commitment to community safety and an opportunity rich environment. We are considered a highly effective program statewide and nationally. With guidance from OYA, our program has implemented a service delivery that follows PHD, assisting us to help our youth become good community members, good partners, good employees, and eventually good parents.

Sincerely,  
Stephanie Alvstad

**Stephanie Alvstad**  
Executive Director

**Julie Schneider, Ph.D.**  
Licensed Psychologist





C. LANE BORG  
Executive Director

# METROPOLITAN PUBLIC DEFENDER SERVICES, INC.

February 25, 2015

The Honorable Chip Shields, Co-Chair  
The Honorable Jennifer Williamson, Co-Chair  
Members of the Joint Ways and Means Subcommittee on Public Safety  
900 Court Street  
Salem, OR 97301

Dear Co-Chairs and members of the Committee:

This letter is in support of SB 5542, the Oregon Youth Authority (OYA) budget and bond funding for OYA's 10-Year Strategic Facilities Plan. OYA protects the public by holding youth accountable and providing a safe environment for evidenced-based treatment services, education and reformation.

This year marks the 20<sup>th</sup> year of the implementation of BM 11, a harsh and draconian response to crime, especially for juvenile offenders. I have railed against this response to crime for most of my 30 years as a lawyer. But one good thing that came out of BM 11 was SB 1 of 1995 that created the Oregon Youth Authority.

While I would not advise a state that does not have a BM 11 law for juveniles to enact one, I am convinced that if we are to have such an approach we absolutely need a fully funded OYA to humanely support and guide these children as they develop. The programming provided has demonstrated that kids change and these young offenders are not only the sum of their worst act.

So, simply put, as long as we are going to have BM 11 for youth we need a fully funded OYA for hope.

Sincerely,

C. Lane Borg  
Executive Director  
Metropolitan Public Defenders, Inc



Justice David V. Brewer



Oregon Supreme Court

February 26, 2015

The Honorable Chip Shields, Co-Chair  
The Honorable Jennifer Williamson, Co-Chair  
Members of the Joint Ways and Means Subcommittee on Public Safety  
900 Court Street  
Salem, OR 97301

Dear Co-Chairs and members of the Committee:

I write you as an individual judge, not on behalf of the Oregon Judicial Department, to express my support for SB 5542, the Oregon Youth Authority (OYA) budget and bond funding for OYA's 10-Year Strategic Facilities Plan. OYA protects the public by holding youth accountable and providing a safe environment for evidenced-based treatment services, education and reformation. My personal interest in the work of OYA stems from a longstanding interest in improving outcomes for children and youth within the jurisdiction of Oregon's juvenile court system.

Over the last budget cycle, and with the support of the Legislature, I understand that OYA has redeployed its existing funding to launch 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. When effectuated, that model should, in turn, reduce victimization and taxpayer expense.

By all reports, OYA has also managed within its existing resources to launch a comprehensive culture change initiative known as Positive Human Development. PHD is Oregon's strength based take on the developmental model of Juvenile Justice, a nationally recognized best practice. Under the PHD approach high expectations and accountability are the outgrowth of safety and security and caring and supportive relationships. Maintaining funding levels for OYA will help the agency continue these transformational efforts to the benefit of the youth they serve and the safety of the public.

Finally, I understand that OYA, pursuant to legislative direction last session, completed a 10-year facilities strategic plan that creates a path to consolidate and update physical environments that serve Oregon's most at risk youth. Funding the strategic plan will also bring the agency's physical plants in line with best practices that research shows deliver positive outcomes for youth and public safety.

I urge to you to maintain the OYA budget for public safety and reformation and allow OYA to continue work that will protect the public and have meaningful impacts for education, prevention and economic development for Oregon.

Sincerely,

Dave Brewer

Oregon Supreme Court

1163 State Street, Salem, OR 97301

Telephone 503-986-5709 Fax 503-986-5730 Oregon Relay Service - 711



# Central and Eastern Oregon Juvenile Justice Consortium (CEOJJC)

---

*An intergovernmental organization of the counties of: Baker, Crook, Deschutes, Gilliam, Grant, Harney,  
Hood River, Jefferson, Lake, Malheur, Morrow, Sherman, Umatilla, Union, Wallowa, Wasco, Wheeler*

---

## **CEOJJC Chair:**

Staci Erickson, Baker Co. Juvenile Supervisor  
Phone: (541) 523-8215

## **CEOJJC Business Office**

62910 O.B. Riley Rd., Suite 208  
Bend, OR 97701  
Phone: (541) 388-6408  
FAX: (541) 388-6348

## **Public Testimony on SB5542 Joint Ways and Means Subcommittee on Public Safety February 25, 2015**

Thank you for this opportunity to present public testimony in support of SB5542 and to present strong support for the work of the Oregon Youth Authority. I am here today representing the 17 member counties of the Central and Eastern Oregon Juvenile Justice Consortium.

### **The Central and Eastern Oregon Juvenile Justice Consortium**

The Central and Eastern Oregon Juvenile Justice Consortium (CEOJJC) was formally established in 1987 as an ORS Chapter 190 intergovernmental regional organization to improve the effectiveness of the juvenile system within the region. For over 25 years, member counties have been working collectively to share resources across county lines and to develop effective approaches for working with youth offenders in rural communities.

### **Risk/Needs Profile of Youth Offenders in Rural Counties**

Research by the Oregon Youth Authority shows that although there are fewer youth offenders in the juvenile justice system in rural counties, the criminal risk factors and the service needs of these youth are the same as the risk factors and service need profiles of youth offenders in urban counties.

### **Fairness and Equity for Youth in the Juvenile Justice System in Rural Counties**

The Oregon Youth Authority has been a strong partner with the Consortium to ensure equal and fair treatment for all youth in the juvenile justice system in Central and Eastern Oregon. The CEOJJC region covers over 61,000 square miles. Accessing needed resources in rural counties is a continuing challenge, especially for youth with significant behavioral health treatment needs (primarily substance abuse and mental health issues).

## **Coordinated Planning and Resource Development with OYA**

CEOJJC and OYA have recognized that their mutual efforts are most effective when we work together in a co-management approach. Co-Management is not a program. It is a process that establishes how counties and OYA will work together in mutual decision-making, implementing best practices for reformation of youth offenders in rural communities, and maximizing the use of limited resources in the region.

## **Improving Positive Outcomes for Youth in the Juvenile Justice System**

We join with all of the county juvenile departments across the state to urge your continued support for the cutting edge work the agency is doing in developing new research-based practices and tools that are specifically designed to improve positive outcomes for youth in Oregon's juvenile justice system. All of this is possible because of the information that is available in the Oregon's Juvenile Justice Information System (JJIS) that is managed by OYA in partnership with the Oregon Juvenile Department Directors Association (OJDDA).

The Youth Reformation System (YRS) and related assessments use real time data, research and predictive analytics to inform decision-making and support professional discretion to improve outcomes for youth, reduce future victimization, and maximize effective and efficient use of resources. Research-based system improvement work focuses on assuring that the right youth (*based on risk/needs*) get the right services (*targeted to individual risk/needs*) at the right time (*timely access to effective services and supervision*).

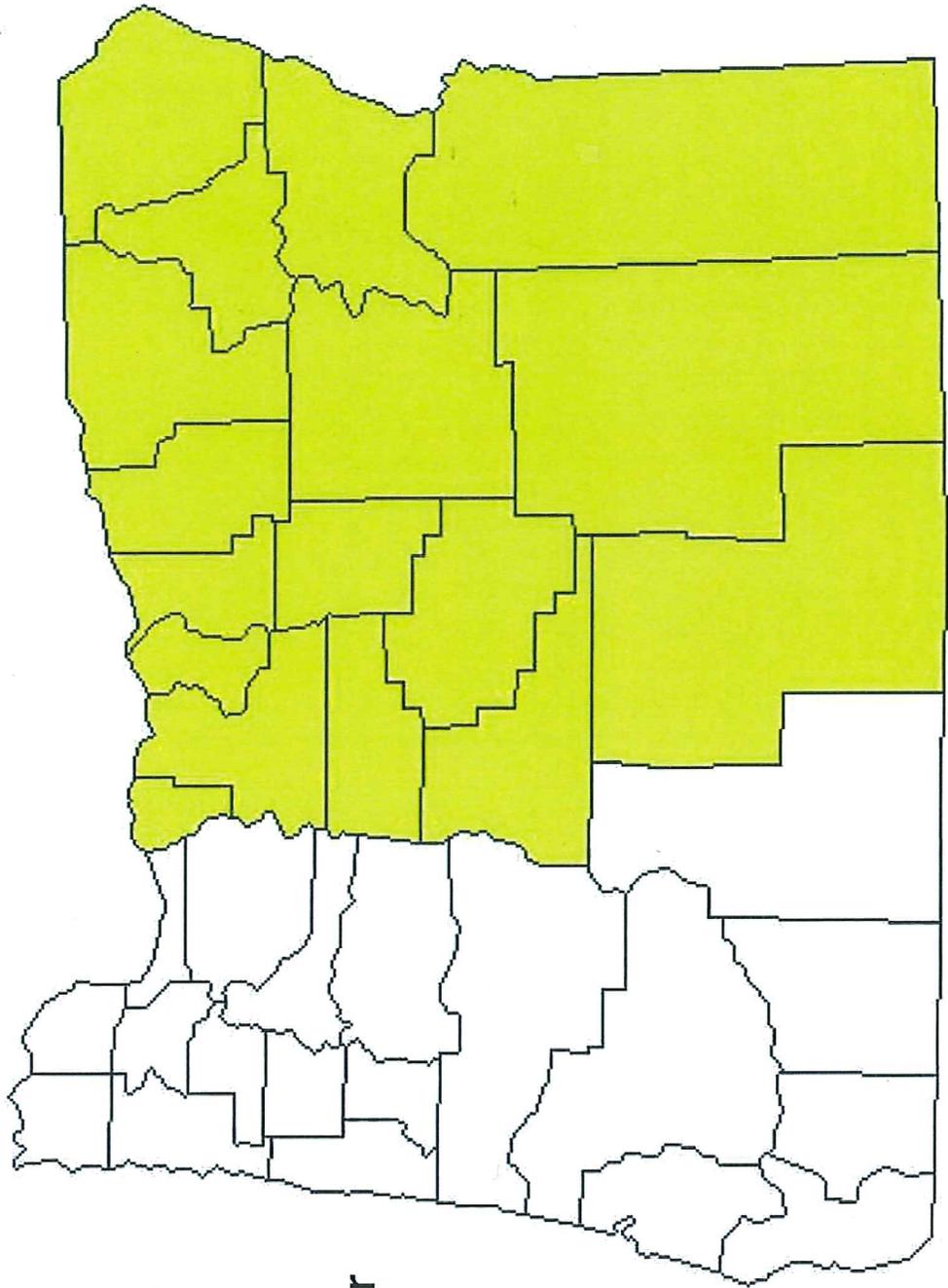
## **Conclusion**

There is much we could say about the great work that the Oregon Youth Authority and their efforts to work in close partnership with our Consortium. We urge your continued support for work the agency is doing in developing new research-based practices and tools to improve public safety as well as positive outcomes for youth in the juvenile justice system. We want to acknowledge our highly successful partnership with OYA to co-manage the juvenile justice system in Central and Eastern Oregon.

Jeff Milligan, MA  
Consultant and Project Coordinator  
Resource Development and Intergovernmental Partnerships

# CEOJJC is a 17 County Intergovernmental Organization

- Baker
- Crook
- Deschutes
- Gilliam
- Grant
- Harney
- Hood River
- Jefferson
- Lake
- Malheur
- Morrow
- Sherman
- Umatilla
- Union
- Wallowa
- Wasco
- Wheeler





# Morpheus Youth Project

Carlos Chavez  
Executive Director  
Morpheus Youth Project  
ph (503) 998-4205  
carlos@morpheusyouth.org

February 26, 2015

Subject: Letter of Testimony

To Whom It May Concern,

For five years now I've been a volunteer at MacLaren Youth Correctional Facility as a facilitator for youth programs such as breakdancing and radio journalism and throughout that five year span I've had the good fortune to connect and work closely with Hope Partnership. This organization is an instrumental providing the care and healthy environment necessary for young people to learn, reflect and to grow. Hope Partnership truly embodies the name that it was given because not only can I testify to the solid and meaningful partnerships that they have created, I also witness quite regularly the hope that widens the eyes of its young participants and those connected to them. They are successful because they build trust and a strong sense of community to the youth that they serve. These are key ingredients for the important experiences that they produce. They don't just bring important and relevant programs and activities to the facility. They bring the kind of opportunities and guidance that creates leaders.

I can say with great confidence that if ever there was an organization worth supporting it is this one.

I appreciate your time.

Thank you.

Carlos Chavez

577 Middlecrest Road Lake Oswego, OR 97034  
www.morpheusyouth.org





February 24, 2015

**Clackamas County Board of Commissioners  
Policy Position**

**SB 5542: Relating to the financial administration of the Oregon Youth Authority**

**Clackamas County supports Senate Bill 5542:** the Board of County Commissioners strongly supports SB 5542, which strengthens the general fund of the Oregon Youth Authority (OYA) by limiting biennial expenditures from fees, moneys, and other revenues collected or received by OYA, and authorizes specified non-limited expenditures.

Clackamas County's Juvenile Department receives Basic and Diversion funds from OYA, which provide critical resources for successful intervention and prevention of delinquent behaviors. These prevention services also help to reduce intake numbers into the OYA system.

The Clackamas County Juvenile Department is set to receive \$1.8 million from OYA in the next biennium. These dollars fund personnel to teach skills curriculum, treatment for high risk youth offenders, and programs for youth to earn stipends to repay victims. Additionally, Clackamas County matches these OYA funds, and coordinates with community partners, to enhance and sustain a strong system of care for youth offenders. We urge a "yes" vote on SB 5542.

Please contact Chris Lyons at [clyons@clackamas.us](mailto:clyons@clackamas.us) for more information.



Testimony of James C. "Jim" Egan

Joint Committee on Ways and Means.

Subcommittee on Public Safety.

SB 5542 Oregon Youth Authority.

25 February 2015

Chairman Shields and Chairman Williamson, Ladies and Gentlemen  
of the Committee.

I am Judge James C. Egan of the Oregon Court of Appeals. In my previous life as a Circuit Court Judge, I served as the Juvenile Judge for the Linn County. Then, as now, I routinely made decisions that affected the lives of children accused of acts which, if committed by adults, would constitute crimes. I was and I am keenly aware of the status of children in the custody of the Oregon Youth Authority. I routinely visit their facilities. I read the literature and I have a good working knowledge of the tasks at hand for the OYA.

You may think that I am here speaking as a judge. I am not. While I cleared this testimony with the Chief Justice of the Supreme Court and the

Chief Judge of the Court of Appeals through their staffs, mine is personal testimony from a parent. My step-son, Jordan, has been in and out of the system for over six years as a youth and as an adult. I am here speaking from personal experience.

With me today are Jordan's mother, my wife, Michelle, Jordan's sister, Nyleah, and Jordan's grandparents, my in-laws, Bernard and Dorothy Aerni. They join in my personal testimony.

---

My professional experience with OYA includes my time on the Circuit Court bench where I served as the Juvenile Judge in Linn County. Frankly, some of the OYA options – specialized foster care/group homes/and other treatment environments – were life savers for some of the kids coming from truly terrible places. For stable families, like ours, dealing with an unstable kid, these options had the potential to give relief and assurance that a child was receiving the kind of care that might turn a wayward life around.

---

Of course, I have the extraordinary experience of having been through the process with my son, Jordan. This gives me a unique outsider's view that would encourage dollars for facilities that tend to change the necessary isolation of kids from a punitive prison like

environment with walls, fences, and wire to a treatment like environment with facilities and programs designed to help children rather than punish them. What we need is facilities with the capacity to treat trauma, personality disorders, and mental illness.

Behind me sit my two law clerks, Jennifer Potter and Scott Sell. They are two attorneys who represent the best and the brightest in Oregon's legal community. In a recent opinion that they drafted and which I signed, these lawyers outlined the need to accommodate brain development with treatment rather than punishing juvenile conduct as if it were the same as adult criminal behavior. In Oregon, we understand the differences between children with problems and adults who commit crimes.

---

My presentation to the committee will focus on two key initiatives that the legislature asked OYA to pursue in a budget note from 2013, the Youth Reformation System and the 10-Year Facilities Plan. Those key efforts are:

1. Positive Human Development; the OYA culture change initiative;
2. OYA 2015 Legislative Priorities;
3. The Youth Reformation System Overview;

4. Juvenile Justice Information System Overview – or as I like to say, “data, data, data because all of these decisions need to be data driven to insure positive results;
5. The Health Services Summary;
6. The Multicultural Services Summary – I could go on endlessly about the defacto discrimination built into law enforcement and the juvenile justice system (including my own beloved Judiciary) that both feed the Oregon Youth Authority;
7. The Educational Services Summary;
8. The Treatment Service Summary – and as I said, we should be following the data to meaningful treatment programs; and
9. The Summary of the “Feeder System” Study.

The messages that the legislature should hear today is that OYA has momentum behind their transformation efforts and by continuing funding levels and by funding the 10-year Facilities Plan, you are enabling them to keep going in the direction which will deliver better outcomes for youth and long term savings and prosperity for Oregon. The 10-year plan is the big ask, but it’s one that comes with consolidation of close custody facilities and will put us on a path more consistent with the appropriate

developmental model of juvenile justice. Better to start investing now rather than wait and pay more later.

Thank you for your time. I am available for your questions.

James C. "Jim" Egan  
Oregon Court of Appeals  
Position #6



## **Testimony in Support of Oregon Youth Authority Budget**

**Presented by:**

**Kathleen Fullerton, M.S.Ed, Project Coordinator**

**Hope Partnership, Janus Youth Programs**

**February 25, 2015**

Janus Youth Programs is one of largest agencies in the state for high risk youth and young adults. We provide 45 different programs at 20 locations in Oregon and SW Washington serving 5,838 youth in the past year. Janus operates the only homeless youth shelters in Portland, the largest teen parent program in the state, and the only emergency shelter in the state for minor victims of sex trafficking.

Janus has been a partner with OYA since OYA's creation. Through that partnership we currently operate 4 programs serving 40 youth/day. One of those programs specializes in working with Juvenile Sex Offenders ages 14-24 and the other 3 work with 17-24 year old young men transitioning from close custody back into the community.

We are here today to tell you about a courageous and innovative program as part of that long standing relationship that brings services into the close custody facility; The Hope Partnership. This program exemplifies the visionary leadership of Director Fariborz Pakseresht to develop a high performing, reformatory and transformative juvenile justice system. To my knowledge there is not another program like Hope Partnership. We are youth created. We continue to be youth owned and directed to bring in workshops and groups focusing on the Arts; literary, performance, and visual art. Workshops, groups, and guest speakers bring opportunities for developing life skills and

vocational training. Workshops and groups provide access to transition services and re-entry support. Hope Partnership engages community partners to develop pro-social leisure activities and create community connections. These workshops are led by volunteers who are: professionals, experienced, award winning, and have standing in their communities. Hope Partnership also provides youth access to Restorative Justice processes and Non-Violent Communication skills as well as Leadership and Community Organizing skills to bring ownership to their current community and a belief that these skills that will transfer to their home communities.

In this way, Hope Partnership is Positive Human Development in action. The research behind ‘connection’ is a foundation upon which Hope Partnership is built and deeply embedded in the vision of OYA:

- Connection and meaningful participation mitigates the stranglehold of addiction.
- Connection mitigates the lasting harm of Adverse Childhood Experiences
- Connection, through a Restorative Justice lens, is what compels us to repair harm and propels a more fully formed young adult back to community.

This vision of Director Pakseresht is deep as it is wide when supporting programs such as Hope Partnership. This is the vision that youth can and should have a voice in their own journey to transformation. This is the vision that time must be spent productively rather than warehousing individuals ‘doing time’.

One of our youth who will continue to do time beyond OYA expresses the vision like this:

“In 2011, Kathleen Fullerton, Project Manager of the Hope Partnership, blessed me with a card that changed my perspective on how I lived my life. This quote read, with an elegant font on a beautiful card, “The greatest tragedy in life is not death; the greatest tragedy takes place when our talents and capabilities are underutilized and allowed to rust while we are living – Amma.” “

This youth continues, “Hope [Partnership] addresses the significance of this quote by acting as a catalyst for personal and professional development. Through a wide array of groups and dedicated armada of volunteers, participants are able to explore and find their talents while striving to become better in every sense of the word.

But, Hope [Partnership] does much more than *help* discover talents and maximize capabilities, it helps remind participants that instead of using a weapon or drugs to combat the daily struggles of life, they have a choice, instead, to pick up a paint brush, a pencil, or a microphone, in which they’re able to add value to their community.

Your support of the OYA Budget demonstrates a belief in and support for this visionary leadership in community connection and reformation which ultimately serves not only youth in OYA care and custody, but the families and communities of Oregon to whom they will return.

Thank You.

*Additional Testimony from Volunteers and Community Partners:*

RE: Hope Partnership, MYCF

I am honored to have been a volunteer with the Oregon Youth Authority and specifically with Hope Partnership for several years now. I am amazed at what Hope Partnership has been able to contribute to the incarcerated youth at MYCF: poetry slam classes and events, radio journalism courses, writing workshops, etc. In fact it is our goal as a community to make the youth better than they were when they entered corrections, than Hope Partnership is invaluable in making that goal a reality.

Personally, I have seen many youth transform through the various programs and opportunities that Hope Partnership provides. By engaging in pro-social activities, gaining interests, skills, and confidence, and by engaging in appropriate interactions with a variety of volunteers, youth begin to see themselves differently, and they begin to imagine – and work toward - different lives for themselves. I applaud Hope Partnership and OYA: together they are making real changes in the lives of youth and thereby making our community and our state a better place.

Deborah Smith Arthur, M.A, J.D.  
Assistant Professor  
Portland State University  
OYA/Hope Partnership Volunteer  
[debs@pdx.edu](mailto:debs@pdx.edu)  
503-725-5831

For several years, some of the members of the Ceili of the Valley Society in Salem have spent time teaching and dancing with some of the young men at MacLaren. I know that for all of us it is one of the most important things we do as our outreach to our community. The young men have been unfailingly enthusiastic about learning and doing the dances. They seem to enjoy the experience so much! Some of them even dress in kilts and Celtic attire.

They are always courteous, and friendly, and it is a joy to bring what we love to do to them.

Thank you,  
Ann McBride - Ceili of the Valley Society

Joint Ways and Means Subcommittee on Public Safety:

The opportunities that Hope Partnership provides for the youth at OYA are not only beneficial healthy outlets for them, but are also crucial to their reintegration into society. As a volunteer, I have seen the youth learn so much through group activities that they would otherwise not be learning without Hope Partnership. Youth are able to work on things such as identifying positive social skills, figuring out their goals and career paths, and learning the ways to go about becoming successful in their future endeavors after leaving OYA. Hope Partnership teaches the youth activities and skills that can be utilized in everyday life, and allows them to find hobbies that they are interested in and enjoy to do. The work that these youth are doing with Hope Partnership's coordinators and volunteers build the foundation for these young men to change their lives for the better by providing them with the opportunities to grow into successful adults. Hope Partnership presents youth with the opportunity to discover their aspirations, gives them hope for their future, and teaches them the skills necessary to positively transition back into the general population.

-Kelsey Lovelace, QMHA, Hope Partnership Volunteer

The Hope Partnership has created myriad opportunities for me to create and enact social change by working with young people. As a volunteer I am empowered to share knowledge, challenge ideas and create community within working groups. I cannot put enough emphasis on the impact the relationships that youth and staff have granted me has afforded my own self-awareness and identity. My experience with Hope Partnership groups throughout my volunteer work has not only made me feel more committed to social justice, but has helped me understand that each person's life experience acts as an individualized skill set. Seeing young people use their skill sets in these groups has reinforced my desire to work in youth justice. I feel strongly about the positive experiences provided by the Hope Partnership for young people in OYA custody, and look to advocate for and with them whenever possible.

Kylie Goss-Dedrickson – Hope Partnership Volunteer

Joint Ways and Means Subcommittee on Public Safety:

This statement is in support of Hope Partnership and the strength and services their staff members are giving to youth incarcerated with the Oregon Youth Authority.

Since September, 2014 I have participated as a volunteer trainer in a weekly Nonviolent Communication program at MacLaren youth detention center in Woodburn. The participating youth have been recruited and well prepared for this program by Kathleen Fullerton, lead Hope Partnership staff person at OYA. In addition to Nonviolent Communication, Kathleen has brought classes in Restorative Justice, courtesy, and basic communication to the youth. She also has created a Leadership program giving experience in leadership roles to many youth.

Most striking is the respect given to Kathleen by all of the youth. They clearly recognize that she and Hope Partnership are offering them opportunities for growth and development of new skills they would not now be receiving anywhere else. Further, her physical area is a place of safety and acceptance and is most clearly appreciated by the youth who meet there for classes. This is all being accomplished within an atmosphere of the highest level of professionalism.

Kathleen has also attended and fully participated in each class. This participation and time commitment sends a strong message to the youth that these skills are valuable and are worth mastering. At all times over many months it has been a true joy to work closely with Kathleen.

I submit this in the hope that Hope Partnership will be fully funded and supported to continue and to expand most valuable services for our OYA youth.

Sincerely,

Delana Evans Beaton, M.A., M.S. Ed. Counseling

Joint Ways and Means Subcommittee on Public Safety:

I met Kathleen Fullerton, who is working at MacLaren with Hope Partnership, for the first time last summer. OYA director Fariborz Pakseresht, Kathleen, Delana Beaton, and I were discussing how to bring Nonviolent Communication classes to incarcerated youth. Fariborz was visibly excited about offering programs to youth and staff to “change the culture”.

When Delana and I went to visit MacLaren, we were met by the Leadership team that Kathleen and the Hope Partnership had helped to create and nurture. Eight young men took us on an extended tour of the facility. They were solicitous, intelligent, polite, and curious. At one point during the tour, we were given an opportunity to talk about the class we’d be offering. One of the Leadership team said, “I’m interested in learning about mediation. Would Nonviolent Communication help me with that?” Later, during one of our classes, a participant shared that he wanted to learn good communication skills so he could take them back into the neighborhood where he grew up.

During two of our sessions, a young woman employed by the Woodburn Public Schools came and sat in and participated in our group. The first time she said, “I’ve been out here at MacLaren all day. This is the first place I’ve gotten an idea of what it’s like for the people who live here.”

For learning to take place, there has to be trust. Hope Partnership is exploring ways to rebuild trust once it has been damaged. This is something we need to invest in.

Mark Babson – Volunteer, Hope Partnership and Oregon Prison Project

Joint Ways and Means Subcommittee on Public Safety:

I first came into contact with the arts programming of the Hope Partnership through attending a reading in June 2014 that featured plays the young men in Francesca Piantadosi's Playwriting Workshop had written. I was very moved by what the men were saying through their writing. It made me very aware of the variety of difficult life circumstances that contribute to someone ending up in a correctional facility. These were talented and engaging young men who were now trying to turn their lives around. They were also very approachable. I learned about an aspect of life I had not known about, and I saw them supporting each other in the presentation, and gaining self-respect and appreciation for their own and each other's talents and voices. In September I assisted Francesca in her next session of the 8 week Playwriting Class, and then began teaching my own 8 week Devising Theater class in January. In this class we have created a play which they will perform in March. The workshop puts the young men in a situation where they must collaborate and work with others to create an end product. This is not an easy task, and I have been impressed with their perseverance, willingness to try new things, imagination and sense of humor. They are practicing speaking up for themselves, as well as respectfully listening to others. It has been very rewarding for me to watch them develop presence, confidence and skills, and to learn to work with issues that come up between different personalities. These programs provide avenues for the men to practice pro-creative and pro-social skills, and to explore self-expression in a positive way. Kathleen has been immeasurably helpful in organizing the workshops and in sharing her knowledge of the young men.

Sincerely,

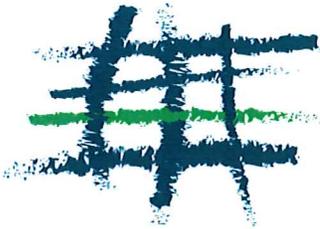
Anet Ris-Kelman-Hope Partnership

Joint Ways and Means Subcommittee on Public Safety:

I have been volunteering within the Depth of Corrections since 2008 facilitating restorative justice groups at both OSCI and OSP and am an active facilitated dialogue program volunteer. 2 years ago I had the privilege of coming into contact with Kathleen Fullerton and the Hope Partnership program. Since my full time employment is centered on working with youth, schools and community in practicing Restorative Justice it made perfect sense to shift my volunteer time to a youth facility. Words cannot express how impactful this experience has been on my life thus far. I have volunteered for numerous organizations throughout my life and my experience with Hope Partnership and the youth participants and leaders at McLaren has by far stood out as my most meaningful volunteer experience. Hope Partnership's focus on creating an inclusive and welcoming environment for outside volunteers is directly related to this positive experience. Unlike many other institutions and organizations Hope Partnership offers volunteers clear and logistically easy ways to connect and have a rewarding and fulfilling experience with youth and staff while at McLaren. There has always been timely and clear communication, expression of appreciation and an invitation to always include other community members and grow the base of volunteers. Because of this I continue to be committed to volunteering my time to the youth and staff at McLaren through the support and guidance of Kathleen and the Hope Partnership program. It is my sincerest hope that they continue to get the funding, support and resources they need to continue the excellent and vital work they are offering our youth and the community.

Maria Scanelli, Insight Development Group, ResolutionsNW, and Hope Partnership  
Volunteer





February 25, 2015

TO: Co-Chairs Sen. Chip Shields and Rep. Jennifer Williamson  
Joint Committee On Ways and Means, Subcommittee On Public Safety  
FR: Bob Joondeph, Executive Director  
RE: SB 5542

Disability Rights Oregon (DRO) is Oregon's federally-funded Protection and Advocacy office that is mandated by state and federal law to monitor institutional settings where Oregonians with disabilities receive services.

DRO has had a seat on the OYA Advisory Committee for many years and has had the opportunity to monitor OYA's activities and progress over that time. DRO has an interest in OYA youth because so many of them have disabilities which have contributed to their institutionalization. OYA's most recent data show that 32% of their youth have an Individualized Education Plan (IEP) due to his or her disability, 49% have a documented history of abuse or neglect, 6% have an IQ under 80, 36% have been diagnosed with a depressive disorder, and 9% have been diagnosed with bipolar disorder.

DRO fully supports OYA's full implementation of its four key priorities.

- The Youth Reformation System
- Positive Human Development
- Apprenticeship and training opportunities for youth (SB 240)
- The 10-Year Strategic Plan for Facilities.

These priorities reflect a forward-looking strategy to use data about youth effectively, make thoughtful culture change to promote and model positive relationships and social engagement, and bring OYA's aging facilities into alignment with best practices in modern juvenile justice.

We are particularly concerned about the inadequacies of some OYA facilities to offer adequate space for group and individual treatment sessions, privacy, normative school environments, natural light and recreation. When a youth comes into OYA custody, society is offered an opportunity to turn around a life and improve our communities. It is well worth the investment.





## Oregon Juvenile Department Directors Association

*Representing Oregon's County Juvenile Departments*

[www.ojdda.org](http://www.ojdda.org)

- Faye Fagel, President
- Torri Lynn, President Elect
- Joe Ferguson, Treasurer

OJDDA  
609 W. 10<sup>th</sup> St  
Medford, OR, 97501

To: Members of the Joint Ways and Means Public Safety Subcommittee

From: Torri Lynn, Legislative Chair, Oregon Juvenile Department Directors Association

Re: Testimony in Support of the Oregon Youth Authority 2015-17 Budget

The Oregon Juvenile Department Director's Association (OJDDA) urges you to support SB 5542 regarding funding for the Oregon Youth Authority (OYA). This budget not only supports OYA, but it also funds a portion of your local County Juvenile Departments and their core functions.

OJDDA and OYA have developed a strong partnership in building a juvenile justice continuum of prevention/intervention services, local diversion, detention, county probation, community treatment programs, residential programs, State probation and Parole and Youth Correctional Facilities.

County juvenile departments serve the majority of youth within communities and utilize county funding and a small amount of state funding to assess risk, provide services and interventions and appropriately prevent youth from moving deeper into the juvenile justice system through commitment to the Oregon Youth Authority for placement in a residential treatment program or Youth Correctional Facility.

While this funding (\$17,593,089) is only a small percentage of the Youth Authority Budget (just over 4%) when leveraged with County investments in local juvenile departments there is significant impact in each of our local communities.

### **Local Juvenile Justice Funding Streams**

There are three funding streams that come through the OYA budget providing for essential juvenile justice services in Oregon communities:

**Juvenile Crime Prevention Basic Services:** Funding supports community Detention, Shelter Care, Treatment Services, Graduated Sanctions, aftercare

and is used to reduce barriers to youth success in accessing treatment and connectivity to pro-social activities thereby reducing risk factors and recidivism. These programs increase local county accountability and interventions and support youth success through building community capacity, therefore avoiding the need for commitment to higher cost State resources.

**Diversion:** Funding is targeted for youth twelve to eighteen years of age who have been adjudicated for a Class A Misdemeanor or more serious act of delinquency and are identified to be a risk of commitment to a Youth Correctional Facility. Programs and services are designed to reduce risk factors and safely divert youth from commitment and may include: detention, shelter care, youth specific treatment including drug and alcohol, mental health, gang interventions, family functioning and sex offender interventions. Accountability is measured by reduction in recidivism and maintaining at or below the county allocated beds within OYA Youth Correctional Facilities.

**Individualized Service Dollars:** Funding is targeted for youth twelve to eighteen who have been adjudicated delinquent. Money is intended to provide services which cannot be paid for through any other source, private or public. These services meet widely varied needs from simple one-time purchases to complex multi-disciplinary case management services to prevent youth from being committed to OYA for placement in a residential treatment program or youth correctional setting. The goal of the funding is to prevent further escalation into the juvenile justice system, reduce commitments to OYA, increase public safety, increase educational participation, increase skills of youth offenders and reduce anti-social behavior.

These services were funded at \$17,593,089 in the 13-15 biennium. It is our understanding that they will be continued at the current service level in this 2015-17 budget. We strongly advocate for, at minimum, this level of funding.

### **Juvenile Justice Information System**

Oregon is progressive in having developed an extensive Juvenile Justice Information System (JJIS) in the year 2000. Statewide all Juvenile Departments along with OYA utilize JJIS to enter data on all juveniles referred. In addition to a data source for generating reports, assessing outcomes and tracking information for policy decisions, JJIS functions as a case management system. Initial assessment of risk, case plans, progress notes and referral information are all entered and used daily by probation officers. It is said to be one of the best systems in the nation primarily because all of the juvenile justice agencies in the state use the same system. This system is essential in the everyday work of

county juvenile departments. While maintaining this system has been the responsibility of OYA, a vast majority of data being placed in this system is done by county juvenile departments.

Upgrading and maintenance of JJIS through technological advancements is essential. The Policy Option Package that provided for these upgrades was not included in the Governor's Budget. We would strongly urge this committee to consider this investment to a web-based application and continue technical support to sustain quality operations. This information system not only guides us on where we need to go with our system, it also provides the information that is crucial to ensure that we are meeting our outcomes.

### **Shared Vision**

The county juvenile departments and OYA are engaged in a collaborative workgroup to develop shared principles and assess the current inventory of resources available to county juvenile departments. We are assessing public safety practices that serve youth within their own communities and prevent the need for state custody along with any gaps in those services. Through a great deal of conversation and personal investment, OJDDA and OYA are experiencing some of the most collaborative conversations and consideration of progressive investments in recent times.

### **Youth Reformation System**

County Juvenile Departments support the continued development and implementation of the Youth Reformation System (YRS). OJDDA believes that continuing to develop the continuum of services for youth in the justice system will enhance public safety. By placing youth in the correct setting with the correct type of treatment for the correct amount of time will benefit the youth's reformation and benefit local communities. Developing a system to ensure adequate front end services will help keep youth from escalating into state custody. As part of the system OJDDA supports the 10 year facilities plan to provide the best services for youth at the far end of the juvenile justice continuum.

Thank you for your consideration of this budget. Please help us to continue the great strides we have made in Oregon's juvenile justice system by continuing to invest in this OYA budget.



**TESTIMONY IN SUPPORT OF SB 5542  
Oregon Youth Authority budget and bond funding  
10-Year Strategic Facilities Plan**

**Submitted to the Joint Ways and Means Subcommittee on Public Safety  
By Andrew Ko, Executive Director, Partnership for Safety and Justice  
February 25, 2014**

To: The Honorable Chip Shields, Co-Chair  
The Honorable Jennifer Williamson, Co-Chair and  
Members of the Joint Ways and Means Subcommittee on Public Safety

Partnership of Safety and Justice (PSJ) is a statewide, non-profit organization that has worked to reform public safety and criminal justice policy in Oregon for more than 15 years. We advocate for public safety and criminal justice policies that address the needs of all people affected by crime and society's response to crime. We believe that effective policy should include an appropriate level of accountability from those who commit crimes, resources to ensure that crime survivors get the services they need, and a commitment to proven strategies that prevent crime and provide opportunities for both victims and people who commit crimes to rebuild their lives.

Partnership for Safety and Justice supports passage of SB 5542, Oregon Youth Authority (OYA) budget and bond funding for OYA's 10-Year Strategic Facilities Plan. OYA plays a central role in protecting Oregonians, both by ensuring that young people who have committed criminal acts are held accountable and (b) by providing a safe environment for those same youth to receive evidenced-based treatment, education and social programs.

During the 2013-14 biennium, the Legislature funded OYA to launch its Youth Reformation System, a predictive analysis model that OYA uses to inform its decision making at all levels of Oregon's juvenile justice system. The model uses data stored within the Juvenile Justice Information System to ensure better social, health and economic outcomes for these youth, all of whom will eventually leave OYA custody, and for the general public by reducing the risk that these young people will commit future crimes. Fully funded, this investment has the potential to reduce taxpayer expense through crime prevention and future justice system costs.

We also support continued funding of OYA's comprehensive culture change initiative: Positive Human Development (PHD). By setting high expectations and clear accountability through the PHD approach, OYA seeks to establish secure, caring and supportive relationships with youth under its supervision. Maintaining funding levels for OYA will help the agency to continue these transformational efforts and to promote greater public safety when these young people are released from OYA custody.

Finally, pursuant to legislative direction during the 2014 session, OYA finalized a 10-year strategic plan to consolidate and update its facilities. These are places where OYA serves Oregon's most at risk youth and, based on the input of our supporters with loved ones in OYA custody and our direct observations, changes to OYA's facilities are overdue and desperately needed to bring Oregon's system into line with nationally recognized standards and to facilitate best practices that will deliver positive outcomes for individual youth and the general public.

Partnership for Safety and Justice urges you support OYA's continued progress by maintaining the OYA capacity to better serve the young people under its supervision. We ask that you support SB 5542.



# Service Employees International Union, Local 503, OPEU

To: Members of the Ways and Means Subcommittee on Public Safety – February 9, 2015

We are writing on behalf of the Oregon Youth Authority Local 415 – of SEIU Local 503 to voice our support for maintaining funding levels proposed in the Governors’ Budget for the Oregon Youth Authority in the 15-17 biennium, as well as full funding of the OYA 10-year Strategic Plan for Facilities. SEIU represents direct care and support staff within OYA facilities, as well as professional staff within OYA’s Central Office. We urge you to adopt a budget for OYA that meets the funding levels proposed in the Governor’s budget and funds Phase One of the 10-year plan.

As the agency’s labor partners, SEIU members are proud to be participants in the process of changes and are supportive of the direction around the key agency initiatives, the Youth Reformation System and Positive Human Development that you will hear about in the Ways and Means process. We believe funding the 10-year plan will allow OYA to achieve its mission of accountability and reformation.

Our members are particularly interested in the 10-year plan. OYA's existing physical structures are aging and in need of significant repair and maintenance. The 10-year Strategic Plan for Facilities makes cost-effective use of the state's funding resources by combining Hillcrest and MacLaren youth correctional facilities at MacLaren. We are supportive of it because it is designed to create safer environments for youth and staff by renovating MacLaren and meeting some deferred maintenance needs at all facilities. To be sure, the closure of Hillcrest, called for in the 10-year plan after significant improvements are completed at MacLaren, is not what many of our members want. But we understand that it may not be economically feasible to upgrade and maintain all ten of OYA’s close custody facilities.

The work called for in the 10-year plan will also better support the ability of staff to effectively work with youth by providing appropriate spaces for treatment, educational, recreational and vocational needs. The plan also would respect the rights of existing employees by following the union agreements for relocating staff. Significantly, the plan creates a glide path for OYA to reduce the density of youth housed in individual living units and if supported by the legislature would allow the agency to maintain current staffing levels and enhance the staff to youth ratio, allowing our members to be more effective in the direct care work they perform for the state of Oregon. This is something our members have wanted for a long time and we see the 10-year plan as a way to achieve that.

Overall, the plan maintains the appropriate balance between safety, security, and treatment, and it is fiscally prudent. We urge you to support and fund this important initiative and maintain OYA’s operational funding levels for 15-17.

Sincerely,

Rolando Ramirez, President OYA Local 415; SEIU 503

Brenda Freddi, Vice President OYA Local 415; SEIU 503

Debra Mitzel, Sec/Treasurer OYA Local 415; SEIU 503

Dan Ferguson, Chief Steward OYA Local 415; SEIU 503

Doug Dryden, Chief Steward OYA Local 415; SEIU 503

**Salem Headquarters**

1730 Commercial St. SE  
PO Box 12159  
Salem, OR 97309-0159  
503-581-1505  
800-452-2146  
(Fax) 503-581-1664

**Bend**

925 SE Second St. Suite C  
Bend, OR 97702-1756  
541-385-8471  
800-832-0593  
(Fax) 541-388-9078

**Portland**

6401 SE Foster Road  
Portland, OR 97206-4659  
503-408-4090  
800-527-9374  
(Fax) 503-408-4099

**Corvallis**

Physical Site/Do Not Mail  
606 SW 15th St. Rm. 109  
Corvallis, OR 97331-4606  
541-752-0183  
(Fax) 541-752-0241

**Medford**

1257 N Riverside #7  
Medford, OR 97501  
541-779-4324  
800-452-7965  
(Fax) 541-779-4325

**Eugene**

488 E 11th Ave. Suite 100-B  
Eugene, OR 97401-3601  
541-342-1055  
800-521-3446  
(Fax) 541-342-2932

**Pendleton**

200 SE Hailey Ave. Suite 302  
Pendleton, OR 97801-3069  
541-276-4983  
800-452-8146  
(Fax) 541-276-4984





# ST. MARY'S HOME FOR BOYS

16535 S.W. Tualatin Valley Highway Beaverton, Oregon 97003-5143



**February 25, 2015**  
**OYA Public Testimony**  
of Francis Maher before the  
**Ways and Means Public Safety Subcommittee**

Co-chairs, Senator Shields, Representative Williamson and members of the Committee:

I appreciate this opportunity to share with you the treatment program at St. Mary's Home for Boys and our collaboration with the Oregon Youth Authority. I would like to briefly highlight our population, treatment program and efficacy.

St. Mary's Home for Boys is located in Beaverton, Oregon and was founded in 1889 as an orphanage for abandoned and wayward children. Today St. Mary's offers residential treatment and mental health services to at-risk boys typically between the ages of 10 and 17 who are emotionally disturbed and behaviorally delinquent. The individualized program provides each client with a structured treatment regimen to ensure his successful transition to public school, the community, and an appropriate living environment.

Clients referred to our agency and those currently placed in our care have not developed the emotional stability or appropriate behavioral patterns necessary to function successfully in society. For most of the young men, an unstable or abusive home environment, coupled with treatment cognitive issues, negative educational experiences and community influences, have plagued their young existence.

In the Adverse Childhood Experiences (ACE) study by Kaiser Permanente and the Centers for Disease Control, researchers identified strong, graded relationships between exposure to childhood traumatic stressors and numerous negative health behaviors and outcomes, health care utilization and overall health status later in life. A sample of 67 of our clients found 46% had experienced domestic violence and 85% had an ACE's score of 4 or more. The mean St. Mary's Home for Boys ACE's score was 6.1 and the mode, or most typical score is 8.

- Witnessing domestic violence is the single best predictor of juvenile delinquency and adult criminality
- Children who witness domestic violence are 4 times more likely to be arrested and 8 times more likely to commit suicide

St. Mary's residential treatment program, in conjunction with our outpatient mental health team, is designed to provide each client with the skills he will need to address trauma, develop positive thinking patterns, increase his decision-making capabilities, and replace negative impulse reactions with appropriate alternatives.



St. Mary's treatment modality encompasses an evidence-based Cognitive Behavioral Interpersonal Program supported by a Token Economy System. Each client's treatment plan can include the following components:

- Individual and Group Therapy/Medical Management
- Individual and Group Counseling
- Family Counseling/Parent Training Sessions
- Trauma Treatment
- Individual Skill Training
- Juvenile Sex Offender Program addressing treatment needs of clients related to sex education, empathy, values, victimization, thinking errors, offense cycles and relapse prevention
- Survivors Program addressing those boys with identifiable physical and sexual abuse histories
- Drug and Alcohol Program
- Juvenile Firesetters Program
- Educational achievement through individualized instruction
- Physical development stressing cooperation and sportsmanship
- Emotional development geared to control impulses and anger
- Social development increasing acceptable behavioral skills
- Independent Living Program
- Transition and Aftercare Services

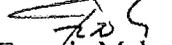
As part of our comprehensive Performance and Quality Improvement Program, St. Mary's began formally tracking treatment effectiveness in 2001. Clients' are contacted at three, six and twelve-month intervals post discharge for treatment effectiveness interviews. Data collected by OYA for recidivism has consistently yielded an 80% or greater success rate.

The Oregon Youth Authority has been and remains an authentic and highly effective community-based residential treatment partner. The combination of their Youth Reformation System, typology mapping and Positive Human Development, strengths-based approach is largely synergistic with treatment providers in addressing and ameliorating root causes of juvenile delinquency.

The Oregon Youth Authority is a First-Rate organization. In my opinion, their return on investment is accretive at every level. As it pertains to the State budget, OYA is successfully converting general fund consumers into income tax producers.

I would again like to thank the members of the Committee for this opportunity to share with you some the exceptional work and collaborations being implemented by the Oregon Youth Authority.

Sincerely



Francis Maher

Executive Director

St. Mary's Home for Boys





# Keizer Police Department

Phone: (503) 390-3713 • Fax: (503) 390-8295  
930 Chemawa Rd. N.E. • P.O. Box 21000 • Keizer, OR 97307-1000

February 20, 2015

The Honorable Chip Shields, Co-Chair  
The Honorable Jennifer Williamson, Co-Chair  
Members of the Joint Ways and Means Subcommittee on Public Safety  
900 Court Street  
Salem, OR 97301

Dear Co-Chairs and Members of the Committee:

RE: SUPPORT FOR SB5542

I am hoping OYA will continue to lean into its programs, making decisions that are known to be in the best interests of its youth and the public. Because much of its good work—the Youth Reformation System and the Feeder System Study are two examples—needs to keep its inertia, I am hoping you will support no less than current funding.

OYA increases public safety by holding offenders in close custody, but, very importantly, OYA reduces recidivism, preventing future crime and victimization, by improving the lives of its youth both while they are in custody and beyond.

OYA makes sensible and wise use of its aging facilities; nevertheless, even a cursory look affirms the conclusions of the *10-Year Facilities Plan for Close Custody*: OYA facilities are ill-suited to the OYA mission and vision and are in significant need of attention. Good stewardship, the present and future of the youth in OYA custody, and public safety all cry for attention to OYA facilities; subsequently, I'm hoping you will endorse and fund the *10-Year Facilities Plan*.

Thank you, sincerely,



John Teague  
Chief of Police





**LEAGUE OF WOMEN VOTERS®  
OF OREGON**

February 25, 2015

Joint Ways and Means Public Safety Subcommittee  
Representative Jennifer Williamson, Chair  
Senator Chip Shields, Co-Chair  
[WaysandMeans.PublicSafetySub@state.or.us](mailto:WaysandMeans.PublicSafetySub@state.or.us)

Re: SB 5542 - Oregon Youth Authority - Support

The League of Women Voters is a nonpartisan, grassroots political organization that encourages informed and active participation in government. The LWVOR has a position on Juvenile Justice that supports services for juvenile offenders in the least restrictive environment and/or treatment-oriented secure custody.

The League approves of the facilities consolidation plan to close the Hillcrest facility in south Salem and move residents to the larger facility at MacLaren in Woodburn. Some of the buildings in these facilities are very old and a major investment will be required to replace and/or add buildings at MacLaren. The number of community residential placements for youth offenders has grown and numbers committed to institutions has decreased. But the remaining institutions still need to be renovated and updated.

The League believes that youth offenders should be placed in the least restrictive program with education and treatment services available. We support the Youth Reformation System within Oregon Youth Authority and the use of data in the formation of policy and placement decisions. We commend the staff for their progressive work and trust that staff at the institutions and in county juvenile departments are being trained in the new systems.

The League remains concerned about the youth offenders committed in the adult system. The use of research on juvenile brain development and effective treatment programs might eventually lead to shorter length of commitments and reduced costs in the OYA facilities. We support the funding for county Juvenile Departments and OYA Parole supervision for youth offenders living at home or in residential placements in our communities. Effective supervision and sanctions can reduce the progression to further crimes and commitments to state institutions. Counties rely on state funding for basic services and detention facilities to manage youth in the community.

Thank you for the opportunity to discuss this legislation.

Handwritten signature of Robin Wisdom in cursive.

Robin Wisdom  
President LWVOR

Handwritten signature of Karen Nibler in cursive.

Karen Nibler  
Social Policy Coordinator



Dear Co-Chairs Williamson and Shields and Members of the Joint Public Safety Sub-Committee of Ways and Means:

Thank you for your service for our citizens and for our community. I am sorry I am not able to be with you in person to testify on behalf of the budget for the Oregon Youth Authority. I am out of the state at this time, but I would like to express my support for the work that OYA does with the youth in their custody. I know firsthand the good work done at MacLaren, since I, along with others, have mentored several young men there and have frequently met with these young men at the facility.

Many of these youth come into custody from dysfunctional circumstances, with severe emotional issues, and have committed serious crimes. For some of these youth, for the first time, they have a safe place to sleep and regular meals every day, along with disciplines of life. They hold the young men accountable and hold them to high standards. They also support them and provide encouragement to them. MacLaren becomes a home for these young men.

At MacLaren, they have a stable environment, medical care, mental health services, and treatment programs. All of these services cost money, yet they are a good investment in these youth. OYA provides a win-win: the transformation of lives, and return of the public's investment in these youth to become productive citizens in our communities.

For the young men willing to change their lives and better themselves, they are also given educational opportunities. I have seen firsthand how some of these young men turn their lives around and work hard for a better future for themselves. I—and others—have invested in their education after they have earned high school degrees.

The vision statement of OYA says that others will be treated with "fairness, dignity and compassion." I have found this to be true from all the staff at OYA, starting at the top with Director Pakseresht Fariborz to the amazing Diane Hass, Transition Specialist, who has become one of my more expensive friends! I say this with a smile on my face. When asked to support the post-high school education of OYA youth, many have contributed dollars for this initiative.

With the dedicated staff and excellent programs at MacLaren, many of these young people grow up to become very fine and caring people. My hope is that in the future, because of the good work that OYA does, we can build on the investment we have made in the young men who do change and allow them to work or continue their education after leaving MacLaren, instead of sending them to prison under mandatory sentencing. The most recent example of this is Sang Dao, who obtained his four-year degree, graduating from Portland State University.

Thank you for funding the staff and programs at OYA.

Sincerely,



Dick Withnell  
Retired Business Owner



# Youth, Rights & Justice

ATTORNEYS AT LAW

To: Public Safety Subcommittee of the Joint Committee on Ways and Means,  
2015 Oregon Legislature

From: Mark McKechnie, Executive Director, Youth, Rights & Justice

Date: February 25, 2015

Re: **Support for SB 5542**

---

Co-Chairs Williamson and Shields and Members of the Subcommittee:

Youth, Rights & Justice (YRJ) was founded 40 years ago and has been dedicated to providing legal representation and advocacy to over 50,000 children, youth and parents involved in the juvenile court system, including children in foster care and youth in the juvenile justice system. YRJ represents youth in juvenile delinquency matters at the trial level in Multnomah County and at the appellate level statewide. YRJ also represents youth who are committed to the custody of the Juvenile Psychiatric Security Review Board due to a serious mental illness or developmental disability.

Juvenile court systems were established more than 100 years ago based upon the recognition that children are different from adults. In the last 20 years, medical research has helped to uncover and describe the physical differences in the brain which show, conclusively, that children and youth are not merely small adults. It is important that our state's responses to youth who engage in unlawful behaviors are grounded in this understanding.

YRJ wants to express our support for the Youth Authority and its 2015-17 budget requests. The work of OYA is very important. While accountability, reformation and public safety are critical goals of the agency, OYA's current programming also recognizes that the youth who enter the deepest end of the juvenile justice system have high rates of trauma, mental disorders and other risk factors, as well as low rates of educational attainment and success. OYA programming has increasingly focused on the underlying risk factors that youth in their custody have brought with them. This work not only benefits youth who need specialized services and supports but it will ultimately benefit communities by reducing the risk of re-offense as youth transition back to our communities and off of supervision.

Through the Juvenile Justice Information System (JJIS), Oregon has one of the richest and most robust data sets on youth offenders in the country. YRJ is particularly excited about the potential for OYA's Youth Reformation System (YRS) to make data-driven decisions to provide youth the right placements and services at the right time and for the optimal duration. The YRS will allow the Youth Authority to make data-informed decisions, allocate resources efficiently and help youth transition to the community at the junctures when their chances of success are optimal. The YRS will also allow OYA to decide when services are ineffective for individual youth or for youth generally so that they can reduce or discontinue the use of these services. Youth, Rights & Justice urges the committee to appropriate the resources the Oregon Youth Authority needs to continue this critical work.

An independent, not-for-profit law firm, Est. 1975

401 NE 19TH Ave., Suite 200 • Portland, OR 97232 • (503) 232-2540, F: (503) 231-4767 • youthrightsjustice.org



**Salem Statesman Journal: Closing Hillcrest would mean few staff changes**

By Hannah Hoffman and Queenie Wong

Sept. 19, 2014



*Hillcrest Youth Correctional Facility, which opened in 1914, could close by the end of 2017. The Oregon Youth Authority is considering closing the Salem facility. (Photo: DANIELLE PETERSON / Statesman Journal file)*

Closing Hillcrest Youth Correctional Facility could have less impact [than it sounds at first blush](#), according to representatives of the employees who work at the youth prison in Salem.

In fact, Oregon Youth Authority Director Fariborz Pakseresht has already assured his employees that the agency has no plans for layoff as a result of the report that recommended closing the facility, according to a letter he sent his staff on Sept. 3.

Further, he said any staffing changes at all would be at least three years away.

There are 156 people who work at Hillcrest, OYA spokesman C.J. Drake said.

The Youth Authority is considering closing Hillcrest and moving its staff and youth inmates to MacLaren Youth Correctional Facility in Woodburn, officials told the Oregon Legislature on Monday.

Officials said it could be a more prudent decision than spending more than \$10 million to fix everything both facilities need. Instead, MacLaren would be fixed up and expanded somewhat to accommodate nearly 400 young adults.

However, that would mean people who work at Hillcrest would also be moved to work at MacLaren. The [report OYA officials provided the Legislature is a 10-year facilities plan](#) written

by a third-party consultant, and it doesn't address any specific details about what would happen to people's jobs.

However, the report does say the Youth Authority should upgrade MacLaren and other facilities to allow more interaction between staff and youth, and it advocates increasing the ratio of staff to youth.

Rather than have one staff member for every eight or 10 youth, the report said, it would be best to have one staff per five or six youth. Achieving that would actually mean hiring more people, not laying them off.

Overall, the reaction among employees seems benign.

Don Loving, spokesman for AFSCME Council 75, said most of the Youth Authority employees in his union are parole and probation officers who don't work in the facilities.

However, a few do work at Hillcrest and Loving said they have expressed concern about the safety of the facility, which has not been upgraded to withstand an earthquake, for example.

Workers in Loving's union were also pleased to see the report included the recommendation to expand MacLaren, he said.

The primary concern for AFSCME employees would be making sure the Youth Authority had enough probation officers to handle extra youth who would otherwise be incarcerated if there are fewer spots for them after the two facilities become one, Loving said.

SEIU Local 503, which represents most Hillcrest employees, did not return calls for comment.

Meanwhile, Hillcrest and MacLaren are not just youth prisons. They are also accredited high schools that serve 262 students and are run by the Willamette Education Service District.

Of those, 139 students are at Hillcrest.

During the past year, the WESD has cut five teaching positions and today has 26 teachers at both schools combined. It also eliminated one principal, and the two schools are run by one principal, Michael Conn.

WESD Director of School Improvement Services Keith Ussery said the proposed changes the Youth Authority is considering may have little or no impact for the teachers and students.

"Yes, in a way we did combine schools already by having a single principal and by sharing staff between the two facilities. So in some ways, we've already merged our education program, more or less, into a single entity," he said. "The impact won't be felt for a number of years and I think there are some real advantages to those long-range plans. If we know where the Oregon

Youth Authority is headed, we can better figure out where to move with the educational services while they are configuring their facilities.”

“It’s important to remember that any changes are at least three years away. But when the changes are complete, we’re confident OYA will be a better place for youth and staff,” OYA spokesman Drake said.



**Woodburn Independent: Correcting MacLaren; Legislature to consider plan that would close Hillcrest campus in Salem and significantly overhaul, expand MacLaren**

By Tyler Francke  
Jan. 28, 2015



*Photo Credit: TYLER FRANCKE | WOODBURN INDEPENDENT - A group of youths committed at MacLaren watch a soccer match in one of the 90-year-old correctional facility's housing units. Pictured are, front row, left to right, Jones (who asked to be identified by only his last name), Keegan Michaels, Andrew Martin and Griffin Thomas.*

MacLaren Youth Correctional Facility in Woodburn could see the size of its operations double in the coming years, pending the approval of the Oregon Legislature.

The multi-phase project, quite possibly the most significant overhaul in MacLaren’s 90-year history, is part of a 10-year strategic plan proposed by the Oregon Youth Authority (OYA) and prepared by two consultants, DLR Group, of Portland, and Chinn Planning, of Columbia, S.C.

The strategy includes detailed recommendations for all 10 of OYA’s close-custody facilities — not just MacLaren.

However, the Woodburn location is one of the key linchpins in the overall strategy, based on the consultants' proposal to close Hillcrest Youth Correctional Facility in Salem by 2017, and relocate its staff and youth population to MacLaren — which would roughly double the size of the latter.

According to the report, Hillcrest and MacLaren are OYA's two largest facilities. They are both located in the Willamette Valley, and they are both underutilized.

Hillcrest, on a 45-acre site in southeast Salem, has a physical capacity of 298 beds in its current configuration, but its budgeted capacity is only 136.

The 172-acre MacLaren campus was also budgeted for 136 beds last year, though its current physical capacity is 347. At its peak in 2001, MacLaren housed 400 youth offenders.

The two properties are also OYA's oldest locations, and both have backlogs of high-priority deferred maintenance projects in excess of \$5 million (MacLaren's is larger, at \$5.6 million).



*Photo Credit: TYLER FRANCKE | WOODBURN INDEPENDENT - Alex, a 23-year-old youth offender housed at MacLaren (who asked to be identified only by his first name) reads a book in the Woodburn facility's newly renovated law library. The library is located in one of MacLaren's eight housing cottages, which was earlier renovated to meet the facility's increased program and treatment needs, and to reflect its increased focus on vocational and career training.*

Both have buildings that are in need of seismic upgrades, and both have facilities whose layout and fixtures no longer reflect the philosophy and treatment needs of the OYA.

The latter is one of the most glaring needs at MacLaren, according to Dan Berger, that facility's superintendent.

During a recent tour of the Woodburn campus, Berger highlighted a number of components of MacLaren's housing or programmatic facilities that the 10-year plan would drastically change or phase out altogether, due to their being out of step with the OYA's vision and culture.

One example: the enclosed receiving yards outside most of the facility's eight dormitory-style cottages — literally, steel cages that have been used to control traffic in and out of the housing units since they were constructed in the early 1960s.

Berger said they are no longer needed.

"Those are really relics from before MacLaren had the fence (around the entire facility)," he said.

Other facets of the housing and living areas that reflect a more institutional atmosphere would be replaced under the proposed renovation, such as barred windows, bare floors and brick walls.

"We want an environment that doesn't feel so correctional," Berger said. "We're going for something that feels less prison-like and more residential."

Jayson Ellis, a treatment manager at MacLaren, agreed such changes would be beneficial.

"We're always striving for normalcy," he said. "But you look around here, and you see the brick; you see the cages."

The report by DLR and Chinn also noted this discrepancy, describing it as a systemwide problem, not something specific to MacLaren.

"The current mix of facilities within the OYA system does not support the vision, mission and culture of OYA," the report read in part. "Housing and living areas reflect the most serious gap between vision and reality."

At the same time, however, Berger stressed that it is important to the OYA to maintain, or even improve on, the public safety aspect of its facilities.

Though, under the proposal, residential windows would no longer be barred, they would be constructed of thick, transparent material that is just as secure. Though the housing units' interiors would be more open and comfortable, they would also allow for better line-of-sight and surveillance by OYA staff.

"Public safety is still one of our top priorities," Berger said. "That's one of the challenges: how to balance traditional safety and security with treatment, programs and positive human development."

The report based the recommendation to close Hillcrest over MacLaren on several rationale.

For one thing, while both campuses have seismic, maintenance and configuration issues, Hillcrest's multi-story buildings would be more costly to retrofit and improve on than MacLaren's mostly single-story stock.

Also, Hillcrest's land value per acre in southeast Salem is more than 10 times higher than MacLaren's. If the property sold (its total value is estimated in the \$5 million range), it could help fund later phases of the 10-year plan.

Another consideration was the flexibility and room to grow offered by MacLaren's much-larger campus.

"MacLaren's location, campus size and other positive features make it the ideal location to serve as the single OYA youth correctional facility for male youth offenders in the Willamette Valley," the report said.

The report, which was commissioned by the Legislature in 2013 and motivated, in part, by a declining youth offender population statewide (a trend that is predicted to continue), recommended millions of dollars worth of investment in the MacLaren campus.

Suggested improvements include significant renovations to the existing cottages and the Geer Complex on the east side of the campus; the construction of a new 32-bed, single-occupancy housing building; the creation of an intake and assessment program; and the overhaul of the existing gatehouse to improve screening, meeting and central security functions.

The renovation of one of MacLaren's housing units as a "prototype" cottage is expected to continue through June.

Other components of the first phase of the plan are subject to the will of the Legislature but, if approved, would be anticipated to wrap up in August 2017.

To see the full 10-year plan, visit [1.usa.gov/1xMmpPG](http://1.usa.gov/1xMmpPG)



**Woodburn Independent guest column: OYA seeks to make changes at MacLaren**

By OYA Director Fariborz Pakseresht and Rep. Betty Komp, House District 22

Feb. 11, 2015

MacLaren Youth Correctional Facility has been a part of the Woodburn area community for nearly 90 years. It's a partnership the state and the Oregon Youth Authority have long valued and continue to appreciate. And, in the spirit of being a good neighbor, we want to tell you about OYA's 10-Year Strategic Plan for Facilities and how it will affect the MacLaren campus.

Those of you who are familiar with OYA know that its mission is to protect the public and reduce crime by holding youth offenders accountable and providing opportunities for reformation in safe environments. As you can imagine, our understanding of how to improve outcomes for youth and achieve those goals has increased a lot since MacLaren opened in 1926 as the Oregon Reform School.

OYA is making great strides in developing a culture at MacLaren, and its other facilities and field offices, that supports positive youth development and safer communities. At MacLaren, however, OYA is hindered by aging buildings that were designed for a different era when juvenile facilities were modeled after adult correctional institutions. It's time to take what we know about best practices in juvenile justice facility design and apply that information to OYA. That knowledge is incorporated into the 10-Year Plan, which OYA developed at the Legislature's request.

The 10-Year Plan examined the 10 close-custody facilities OYA operates across the state. The two largest — MacLaren in Woodburn and Hillcrest in Salem — are operating well below capacity and have significant deferred maintenance needs. The 10-Year Plan addresses these issues by merging the two facilities at MacLaren's location, which doubles the size of the current youth population and staff at MacLaren. This plan is practical, efficient and will save taxpayers' funds.

If the plan is approved by the Legislature, OYA would renovate and refurbish the buildings on MacLaren's campus to hold the approximately 250 youth who would live there and the approximately 300 staff who would work there, to expand educational and vocational opportunities, and to provide treatment services in appropriate and supportive settings. The fence line and property line will stay the same, but the buildings inside the fence would be upgraded and improved.

The renovated campus would provide:

Adequate space for group and individual treatment sessions;

A larger number of private rooms and fewer dormitory settings to give youth needed privacy and places where they can go to regain emotional control;

Improved and expanded vocational education opportunities;

Higher ceilings, more natural light and refurbished living areas;

Improved recreation space to promote physical and emotional well-being.

We are pleased that this plan will enable OYA to continue its commitment to the Woodburn area and will ensure MacLaren remains your neighbor. We thank the Woodburn community for all of the support you offer MacLaren, from mentoring youth at OYA and volunteering in other ways to serving the local business needs of OYA's staff. Your support helps make a meaningful difference in the lives of youths, their families and communities throughout Oregon.

If you would like to learn more about OYA's 10-Year Strategic Plan for Facilities, you can view the [report](#). We welcome your thoughts and comments.



## **Grants Pass Daily Courier: Youth prison in Grants Pass could get \$12 million upgrade**

By Shaun Hall  
Feb. 24, 2015

The Rogue Valley Youth Correctional Facility, built 18 years ago on F Street behind the Grants Pass Wal-Mart, is showing its age.

It's in need of about \$1 million in upkeep alone and could use a new building for its high school and treatment programs. It would also benefit from a recreational field and a building to serve youths who are preparing for release back into the community, according to facility Superintendent Ken Jerin.

A 10-year plan suggesting those changes are coming went before the Oregon Legislature this week. The changes — \$12 million in all — are similar to changes proposed for other youth prisons throughout the state.



*SHAUN HALL/Daily Courier*

Supt. Ken Jerin of the Rogue Valley Youth Correctional Facility in Grants Pass stands near the prison, in an area where a proposed expansion project would build a combined school and treatment facility. A 10-year plan outlining the changes is being presented this week to the Oregon Legislature.

"Spend money now so you don't have to spend it later," Jerin suggested.

The goal is to better serve inmates, so they don't return to prison.

Jerin and Oregon Youth Authority spokesman C.J. Drake last week at the prison, built in 1997 with a design that Jerin calls "more correctional" than rehabilitative.

He now would like to see a school that looks more like a regular high school, in contrast to the current set-up for New Bridge High School of single classrooms that adjoin the prison's four living units. Nearly 100 inmates up to age 25 are housed at the prison.

Combined with the new school would be a treatment center and next to those structures would

be a recreational field, according to the plan. All would be east of the existing prison, which is shaped like a large square O, with a lawn in the middle.

Eventually, a transition facility that Jerin called a camp — a place to serve youths getting ready to re-enter the community — would be built, according to the plan.

Jerin said there's a national trend toward smaller facilities, which bring better outcomes. He said his facility might eventually house only 64 inmates.

His agency's new thinking, he said, is to provide what he called "positive human development" by concentrating on a youth's strengths, giving the youths a sense of belonging, providing them a community connection and setting high expectations, all while keeping them and others safe.

"We want to make the environment suitable to the culture change," he said.

Some gains have been made. The current recidivism rate — the rate at which offenders wind up back in jail or prison within three years of release — stands at 28 percent, an improvement of 10 to 15 percent over past rates, according to Jerin.

He would like to do even better.

One way to do that, he said, is by putting "the right kid in the right placement for the right amount of time."

The 10-year plan now being unveiled was requested two years ago by the Legislature, Drake said.

"It's an at-risk population were trying to reform" and a physical plant "we're trying to bring up to modern standards," Drake said.

Bonds would be sold to finance construction, the first phase of which — the school-treatment buildings, recreation field and maintenance work — would cost \$10 million.

The plan is to be first presented Monday and Tuesday to the Public Safety Subcommittee of the Joint Committee on Ways and Means.

A copy of the agency's 10-year plan can be viewed at [oregon.gov/oia](http://oregon.gov/oia).



## **Grants Pass Daily Courier editorial: Effort to salvage wayward youths is worth the \$12M investment**

By Kevin Widdison, editor

Feb. 27, 2015

No doubt about it, \$12 million is a lot of money. But, invested well, it could pay dividends — both economically and socially.

As part of an overall package for its facilities throughout the state, the Oregon Youth Authority is seeking \$12 million from the Oregon Legislature to make improvements at the Rogue Valley Youth Correctional Facility in east Grants Pass. These improvements would be aimed at improving the "rehabilitation" aspects of the facility. Officials there say the "correctional" effort is solidly in place.

A big ticket item on the OYA wish list is a separate building for New Bridge High School, which is operated inside the youth prison by the Three Rivers School District on contract with the OYA. Currently, students use individual classrooms that are connected to the prison's four living units. A separate high school building, would offer better facilities to teach these young men, help them earn a high school diploma and prepare them for life after incarceration.

The \$12 million would also be used to build a treatment facility, in recognition of the fact that drug and alcohol abuse often is involved when youths commit crimes.

Plans for upgrades at other OYA facilities around the state are included in the package sent to the Legislature. The proposal totals nearly \$100 million over 10 years. There are two reasons the Legislature should approve the OYA proposal.

First, there has been much talk about how urban areas in northwest Oregon have pulled out of the recession, while many rural areas remain mired in the economic doldrums. A report earlier this month in the Daily Courier outlined how the state now has more jobs than it did prior to the recession, yet both Josephine and Jackson counties have gained back only about half of the jobs lost during the economic downturn that started in 2008.

Lawmakers representing rural areas are rightly concerned about this economic situation, and the OYA proposal gives them a chance to do something about it. Most OYA facilities are located in rural areas, and this proposal would generate many construction jobs, which generally pay good wages. It would be a real boost for Josephine County and other rural counties still struggling to recover from the recession.

But the main argument in favor of the OYA proposal is not economic.

Most inmates at the Rogue Valley Youth Correctional Facility committed their crimes in Southern Oregon. Odds are, when they finish serving their terms, they'll be rejoining our

community and most will still be in their 20s. They're going to be with us for a long time. Therefore, investing in rehabilitation and education programs to help them turn their lives around benefits all of us.

Taking all of these factors into consideration, lawmakers should make the OYA funding package a priority during the 2015 legislative session.



### **Grants Pass Daily Courier: Upgrade reflects philosophical changes**

Guest column by Fariborz Pakseresht and Ken Jerin  
March 25, 2015

Rogue Valley Youth Correctional Facility has been a part of the Grants Pass area community for nearly 20 years. It's a partnership the state and the Oregon Youth Authority value and appreciate. And, in the spirit of being a good neighbor, we want to tell you about OYA's 10-Year Strategic Plan for Facilities and how it will affect the Rogue Valley property.



Those of you who are familiar with OYA know that our mission is to protect the public and reduce crime by holding youth offenders accountable and providing opportunities for reformation in safe environments. As you can imagine, research and data in the years since Rogue Valley opened have greatly increased our understanding of how to improve outcomes for youths.

OYA is making great strides in developing a culture at Rogue Valley and its other facilities and field offices that supports positive youth development and safer communities. However, the Rogue Valley facility is one of many that was designed at a time when juvenile facilities were modeled after adult correctional institutions, and the layout limits our ability to provide a positive environment for youth. It's time to take what we know about best practices in juvenile justice facility design and apply that information to OYA. That knowledge is incorporated into the 10 Year Plan, which OYA developed at the Legislature's request.

The 10 Year Plan examined the 10 close-custody facilities OYA operates across the state to

determine where improvements are needed to increase the effective delivery of services to youth in OYA's care and custody. At Rogue Valley, for example, the facility lacks adequate space for classroom and vocational education, and lacks quiet spaces where youths can go to regain emotional control. The 10 Year Plan addresses these and other issues such as deferred maintenance needs, in a manner that is practical, efficient, and will save taxpayer money.

If the plan is approved by the Legislature, OYA would renovate and refurbish much of the facility and grounds. The property line will stay the same, but the fence itself as well as the buildings and grounds inside the fence would be upgraded and improved.

The upgrades to the buildings and grounds would include:

- A separate school and vocational education building.
- A new outdoor recreation field and perimeter fence.
- Renovated control rooms on the housing units.
- Refurbished housing unit interiors that would include more natural light.
- Added housing space for youths with behavior management issues.

We are pleased that this plan will enable OYA to continue its commitment to the Grants Pass area and will ensure Rogue Valley remains a good neighbor. We thank the Grants Pass community for all of the support you offer, from mentoring youth at OYA and volunteering in other ways, to serving the local business needs of OYA's staff. Your support helps make a meaningful difference in the lives of youth, their families, and communities throughout Oregon.

If you would like to learn more about OYA's 10 Year Strategic Plan for Facilities, you can view the report at [www.oregon.gov/OYA/Pages/index.aspx](http://www.oregon.gov/OYA/Pages/index.aspx). We welcome your thoughts and comments.

*Fariborz Pakseresht is the director of the Oregon Youth Authority. Ken Jerin is the superintendent of the Rogue Valley Youth Correctional Facility.*



***Albany Democrat-Herald: Oak Creek plans remodel***

By Jennifer Moody, April 15, 2015



*Mike Riggan, superintendent of Oak Creek Youth Correctional Facility, talks about plans for a separate school building and other renovations. The idea is to push back the wall behind him and use the space for a two-story school and multipurpose room.*

Officials at Oak Creek Youth Correctional Facility in Albany can't control the factors that led their young charges to incarceration.

However, they want to create the best possible environmental conditions to ensure they never return.

To that end, Oregon Youth Authority spokesman C.J. Drake said the agency is recommending the state pay for a two-phase effort to upgrade and otherwise renovate some of its juvenile facilities, including Oak Creek.

If the Legislature agrees, OYA wants to spend \$2,098,000 to reconfigure the facility's unit control area, fix leaky windows and take care of deferred maintenance, all starting sometime in July.

Phase Two, sometime after the start of the 2017-19 biennium, would be new construction: a two-story building that would house a school above and a multipurpose area below, with expansion of the facility's clinic, for an estimated price tag of \$3,070,000.

The idea, Drake said, is to start "aligning the physical environment with best practices in juvenile justice."

"The upgrades will foster an environment that is much more suited to reformation, reflecting best practices in juvenile justice and the latest thinking about adolescent behavior," he said. "That can only contribute to less victimization and recidivism."

Funding depends on three bills still alive in the current session. House Bills 5005 and 5006, which deal with bond funding, and Senate Bill 5542, which appropriates money from the general fund for various OYA expenses.

Drake said he's also encouraged by a warm reception from lawmakers in late February when OYA presented the strategic plan to the Ways and Means Public Safety Subcommittee.

"We're trying to build support for the program in the public and the Legislature," he said.

### **Shifts over time**

Both juvenile criminal offense trends and the understanding of how to cope with them have undergone significant changes since Oak Creek first opened in December 1997 at 4400 Lochner Road S.E.

The building, too, has changed, as has its population.

In the mid-1990s, Oregon was in the middle of a young offender crackdown. Juvenile arrests had been on the rise nationwide since 1980, according to FBI statistics, particularly for violent crimes. The arrest rate for female offenders was increasing twice as fast as the rate for males. Drug abuse arrest rates had jumped more than 70 percent in four years.

In Oregon, Gov. Barbara Roberts created a task force on juvenile crime in 1993 to work on expanding correctional systems to cope with the growing influx. That led to formation of the Oregon Youth Authority in 1995 — an independent department to oversee the youth justice system — and construction of five new youth jails, including Oak Creek.

When first completed, the 44,000-square-foot correctional center had separate units: a state-run side for up to 72 girl and boy offenders, and a separate, county-run unit for up to 20 youths called the Linn-Benton Detention Center.

By 2000, with arrest rates plunging nationwide, the state consolidated its female offenders at Hillcrest in Salem, leaving Oak Creek's state unit a boys-only facility. Three years later, state budget cutbacks closed the state side of Oak Creek entirely, along with three of its other regional facilities.

Acting on Gov. Ted Kulongoski's budget recommendation in 2006, lawmakers approved a plan to reopen Oak Creek as an all-female facility. Remodeling began in late 2007 and girls were transferred back there the following year. It now has 75 beds for young offenders ages 12 to 24.

The remodel focused efforts on gender-specific treatment programs, according to Oak Creek's online archives. But even in the past seven years, the understanding of how to approach young female offenders has grown exponentially, said Mike Riggan, Oak Creek superintendent.

In the late 1970s, for instance, juvenile sex offender treatment programs were almost unknown. Emphasis in recent decades has shifted from rehabilitation to punishment and back to rehabilitation.

More is known now about the development of young brains and how long it takes to completely develop the centers that control impulsive actions and fully grasp their consequences.

"The field constantly kind of evolves," Riggan said.

### **Changing designs**

Even with its 2008 remodel, Oak Creek, Riggan said, is built "very much through a correction lens."

That's important for safety, he acknowledged, but it's equally important to remember the people it houses are still children.

"You have to create the environments that are going to help kids, vulnerable kids, improve and get better," he said.

The two-phase project is meant to carve out some dedicated space within Oak Creek for education, visiting and medical work, all of which currently operate in either too-small spaces or rooms with multiple purposes.

Take the current clinic, Riggan said. It operates out of one cramped exam room and one closet-sized records room. The scale stands in the hallway and the eye charts are posted on the hallway doors.

Yet OYA has found female offenders are much more likely than males to have high-risk medical issues, both physical and mental, and the needs themselves tend to be more acute. It makes sense, he said, to at least have a second exam room, which is slated to be added during the second remodel phase.

Educational space is also a need, Riggan said.

Right now, the correctional facility's computer lab is squeezed into one corner of a triangular room that also houses a small library and a meeting space. Teachers push carts of supplies from dorm unit to dorm unit to lead different classes. Every transition is another opportunity for someone to lift a bit of contraband.

Having a dedicated school space atop a large multipurpose room would both free up space for groups and activities and keep education materials in one secure area, Riggan said.

It also helps mimic the outside world's practice of having older students move from room to room to attend classes, something it will help to have practiced once they return to that world.

Oak Creek's various gathering spaces are used by different people for different purposes three to four times each day, Riggan said.

"Right now, everything's a multipurpose room. Even the dorms are multipurpose rooms (for groups and activities," Riggan said. "You're just always trying to find space, and you're trying to give them uninterrupted time."

Science is finding stable circumstances, and some form of solitude, are critical for young offenders, especially women, he added. Constantly being crowded and on the move is "just not ideal," especially for youths who have trouble focusing as it is.

"We're reducing the number of variables kids have to contend with," he said.

If the state agrees to fund the efforts, the first phase, which includes repairs and changes to the unit control areas, should be done by the end of June 2017, Drake estimated.

No designs are in place for the unit controls, but Riggan said he envisions them being a little bit less "cagelike," promoting more interaction while still providing for supervision and staff access.

### **Philosophical shift**

Changes are occurring within the agency's philosophies, too. From now through August, all of OYA's 1,100 employees are going through a training series called Positive Human Development.

The workshops concentrate on the key factors of healthy brain, creating low stress environments and the importance of creating opportunities for connecting both with the community and with caring, supportive relationships.

The training is part of the agency's Youth Reformation System, which uses research and "predictive analytics" to help determine the most effective placements and treatments for youth in OYA's custody.

According to the training documents, the idea is to continue holding youths accountable, but to move away from punishment and focus instead on developing life skills. It's based on a five-level pyramid that has safety and security as its base, then moves through relationships, high expectations and meaningful participation, all capped with community connections.

Oak Creek is working to make those connections through existing programs, Riggan said, such as its Young Women's Transition Program, in which residents who demonstrate good behavior are allowed out into the community for various activities and projects.

The belief, however, is that rearranging the physical facility will enhance the ability to develop those life skills, Drake said. "The structural changes will help us make the cultural changes to sustain that positive trend."

That's critical, Riggan said, because places like Oak Creek aren't meant for permanent housing.

"Eventually," he said, "all these kids are going to return to the community."