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July 31, 2018

Lindsay Baker  
Government Relations Manager  
Oregon Department of Transportation  
355 Capitol Street NE  
Salem, OR 97301

RE: Public Knowledge Deliverable Submittal: Final Report

Dear Lindsay:

I am pleased to submit the Final Report for the Oregon CASA Programs Evaluation project.

We have enjoyed working with you, Oregon CASA Programs, and other stakeholders on the enclosed deliverable, and trust it meets the needs of the project. If you have any questions or require clarification please do not hesitate to contact me at (541) 206-4341.

Sincerely,

A handwritten signature in black ink, appearing to read "M. Davis", with a long horizontal flourish extending to the right.

Melissa Davis  
Project Manager

# Oregon Department of Administrative Services

## Oregon Court Appointed Special Advocate ("CASA") Programs Evaluation Report

July 31, 2018

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# 1 Executive Summary

Oregon Department of Administrative Services (DAS) commissioned an independent third-party evaluation of Oregon CASA Programs between February 2018 and June 2018. This report documents that evaluation. The purpose of the evaluation is to provide analysis and recommendations to help DAS and the Oregon State Legislature make decisions about the future of Oregon CASA Programs. The evaluation looked at the strengths and opportunities of Oregon CASA Programs' service delivery model, the optimal governance structure and placement of the program within state government, and the ideal funding distribution structure.

The findings and recommendations from this evaluation support the overall conclusion that the State of Oregon and Oregon CASA stakeholders should fully implement, fund, and maintain a statewide affiliated nonprofit that has CASA expertise to support local CASA programs. The state should play a limited funding and oversight role. This conclusion is outlined below:

The State of Oregon and Oregon CASA stakeholders should fully implement, fund, and maintain a statewide affiliated nonprofit. It should have CASA expertise to support the Oregon CASA Programs. The State should play a limited funding and oversight role.

Under this governance structure, one statewide nonprofit organization would provide program support and technical assistance to the 23 independent nonprofit CASA programs. Key characteristics of this model include:

- Local CASA programs remain independent 501(c)3 organizations within a statewide network, accountable to local boards.
- Local CASA programs continue to be accountable to National CASA Association (NCASAA) standards.
- The State acts solely as a funding agent and does not provide any program support or oversight to the individual programs.
- State funding is passed through a state agency to the statewide nonprofit organization, which then acts as an administrative funder to distribute to the local CASA programs.
- The affiliated nonprofit has oversight of local CASA programs' expenditure of state funds, and is then accountable to the state agency.
- Thirty-seven states structure CASA programs in this manner, with variances in implementation.

Our conclusion aligns with previous, similar assessments that support Oregon CASA Network (OCN) as the lead organization for Oregon CASA. Yet the OCN, Oregon's statewide affiliated nonprofit, has struggled with stability and viability over the past several years, and does not

currently have the capacity to fully serve its member programs. Currently, across the state, Oregon CASA Programs provide a CASA to about 40 percent<sup>1</sup> of eligible children. What may distinguish this review from its predecessors is how the state and Oregon CASA stakeholders respond to the recommendations suggested in this report. If Oregon commits resources and support to help OCN continue to stabilize, Oregon CASA Programs could make significant progress toward the statutory mandate to provide a CASA for every eligible child in Oregon.

We recommend a transition period of two biennia for full implementation of the affiliated nonprofit structure. During that period, the state should allocate funding for a state program administrator as well as capacity-building efforts for the OCN. While strengthening the infrastructure necessary to fully support and oversee local CASA programs, the OCN should also work toward financial self-sufficiency. A summary of the recommendations supporting this transition is shown in the figure below.

Figure 1. Recommendations

Recommendations to Fully Implement an Affiliated Nonprofit Structure for OR CASA Programs Over 2 Biennia			Overall Conclusion
Governance and Administrative Structure	Opportunities to Increase OCN Capacity	Funding Allocation Model	
<p>Implement a 2-biennia transition plan to support OCN as a single point of contact for Oregon CASA Programs, providing full support and oversight for local CASA programs.</p> <ul style="list-style-type: none"> <li>House Oregon CASA Programs at DAS for at least 2 biennia.</li> <li>Reevaluate options for state agency home once OCN is fully operational.</li> <li>Develop Administrative Rules to support administrative structure.</li> </ul>	<p>Build and execute a capacity building plan to increase the ability of OCN to support local CASA programs.</p> <ul style="list-style-type: none"> <li>Increase ability of OCN to provide centralized statewide support to local programs for business management and service delivery.</li> <li>Implement a board development plan for OCN</li> <li>Rebuild trust between OCN and local CASA programs.</li> </ul>	<p>Work toward a model where state funds are passed through a state agency to the OCN to distribute to local CASA programs.</p> <ul style="list-style-type: none"> <li>Allocate state funding temporarily for OCN capacity building and a state program administrator.</li> <li>Base funding on need rather than performance.</li> <li>Update funding allocation formula for distribution of funds to local CASA programs.</li> </ul>	<p>The State of Oregon and Oregon CASA stakeholders should fully implement, fund, and maintain a statewide affiliated nonprofit (OCN) to support and provide oversight for Oregon CASA Programs.</p> <ul style="list-style-type: none"> <li>Local programs remain independent 501(c)3s.</li> <li>One statewide nonprofit provides support and technical assistance.</li> <li>Affiliated nonprofit oversees local program expenditure of state funds.</li> <li>State acts as funding agent.</li> </ul>

<sup>1</sup> Oregon CASA Network. *A Healthy Future for CASA in Oregon*. Provided by H. Murphy and L. Baker. February 28, 2018.

## 2 Introduction and Context

During the 2017 Oregon legislative session, House Bill (HB) 2600 moved oversight of Oregon CASA Programs from Oregon Housing and Community Services (OHCS) to Oregon Department of Administrative Services (DAS). DAS is expected to oversee Oregon CASA Programs for two to four years, at which point the legislature may implement another permanent state government governance structure. This created an opportunity for an independent evaluation of the program, its positioning and relationships within state government, and the way it is funded. This report documents the results of that evaluation, answering the following questions:

- What are the strengths and opportunities of Oregon CASA's current service delivery model?
- What is the optimal governance structure for Oregon CASA within state government?
- What is the ideal funding distribution formula and mechanism for Oregon CASA?

### 2.1 Conclusion

The conclusion of this evaluation of Oregon CASA Programs is summarized in the box below. Additional details can be found in the findings and recommendations later in the report.

Oregon CASA Programs refers to the combination of local CASA programs, Oregon CASA Network (OCN), and the state agency partner.

CASA volunteers are "court appointed special advocates."

The State of Oregon and Oregon CASA stakeholders should fully implement, fund, and maintain a statewide affiliated nonprofit. It should have CASA expertise to support the Oregon CASA Programs. The State should play a limited funding and oversight role.

Under this governance structure, one statewide nonprofit organization would provide program support and technical assistance to the 23 independent nonprofit CASA programs. Key characteristics of this model include:

- Local CASA programs remain independent 501(c)3 organizations within a statewide network, accountable to local boards.
- Local CASA programs continue to be accountable to National CASA Association (NCASAA) standards.
- The State acts solely as a funding agent and does not provide any program support or oversight to the individual programs.
- State funding is passed through a state agency to the statewide nonprofit organization, which then acts as an administrative funder to distribute to the local CASA programs.
- The affiliated nonprofit has oversight of local CASA programs' expenditure of state funds, and is then accountable to the state agency.
- Thirty-seven states structure CASA programs in this manner, with variances in implementation.

## 2.2 Context

Oregon has a statutory mandate to provide a CASA for every child in dependency care.<sup>2</sup> Currently, across the state, Oregon CASA Programs provide a CASA to about 40 percent<sup>3</sup> of eligible children, but this percentage varies widely program to program based on the number of children in care,<sup>4</sup> number of CASA volunteers available, geography, staff capacity to train and manage volunteers, funding, and other factors.<sup>5</sup> CASA volunteers play a critical role in the child welfare system. They advocate for children's best interests in court, help children understand court proceedings, monitor child welfare cases, and help ensure case workers, court staff, families, and other parties take appropriate action to support the child. Sometimes a CASA is the only consistent person in a child's life. According to Oregon's "2017 Child Welfare Data Book,"<sup>6</sup> the median length of stay in out-of-home care for a child in FFY 2017 was 18.6 months, with this rate varying between 1.9 and 28.2 months depending on the county.

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<sup>2</sup> ORS Ann. § 419B.112 (1)

<sup>3</sup> Oregon CASA Network. *A Healthy Future for CASA in Oregon*. Provided by H. Murphy and L. Baker. February 28, 2018.

<sup>4</sup> See section 5.2.2 for details on the percentage of eligible children each local CASA program serves.

<sup>5</sup> Oregon CASA Network (October 24, 2017). *Toward a Healthy Future for the Oregon CASA Network: Report from the OCN Visioning Task Force Ad Hoc Committee*. Provided by H. Murphy and L. Baker. February 28, 2018.

<sup>6</sup> State of Oregon. Oregon Department of Human Services. (2018). *2017 Child Welfare Data Book*. Office of Reporting, Research, Analytics and Implementation.

The founder of CASA, Judge David Soukup, noted in 1977 that abused and neglected children were “often inadvertently re-victimized by overburdened, understaffed, and under-resourced courts and public social service agencies.”<sup>7</sup> The very existence of CASA programs is underpinned by this overburdened and under-resourced child welfare system. Forty years after its inception, the need for CASA programs is as strong as ever. A January 2018 audit by the Oregon Secretary of State affirmed Oregon Department of Human Services (DHS) has ongoing child welfare struggles, noting:

*“Children are served by overworked child welfare caseworkers who are leaving the Department of Human Services (DHS) in high numbers. Many caseworkers are struggling to have meaningful visits with children under their supervision even once a month, the bare minimum...The supply of suitable foster homes and treatment facilities for these children is falling, leaving children entering foster care with increasingly limited placement options. At times, these options are inappropriate and even unsafe...Management’s response to these problems has been slow, indecisive and inadequate.”<sup>8</sup>*

Work is ongoing nationally and across Oregon’s child welfare system to resolve systemic issues, with the hope that one day the need for CASAs may no longer exist. Oregon is a long way from that scenario. For now, CASA volunteers play an important role in protecting Oregon foster children and ensuring the actions of all individuals involved in the system act in the best interests of the children.

This review found little that has not already been discussed and recommended in previous evaluations and reports. However, this evaluation can be different depending on how Oregon’s statewide stakeholders respond. If Oregon chooses to commit resources and support to stabilize the Oregon CASA Network (OCN), Oregon CASA Programs can make significant progress toward the statutory mandate to provide a CASA for every eligible child in Oregon.

## 2.3 Approach to Evaluation

Between March and May 2018, we conducted focus groups with local CASA program staff and volunteers. All but one local CASA program director participated in focus groups or interviews. We interviewed statewide officials and facilitated two alternatives analysis sessions with a group of stakeholders. In these sessions we presented alternatives and considered their advantages and disadvantages. We interviewed representatives from other states’ CASA programs, and reviewed documents and reports.

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<sup>7</sup> <http://www.childadvocatesnetwork.org/learn-about-us/history/>

<sup>8</sup> <http://sos.oregon.gov/audits/Documents/2018-05.pdf> page 11

We conducted the evaluation using the approach summarized below. A full overview of our methodology is included in Section 6.

### Approach - Oregon CASA Evaluation



#### 2.3.1 Data Collection and Analysis

All quantitative data analysis in this report is based on secondary data collected from NCASAA.

In conducting experience-based data analysis we adhere to non-clinical qualitative research standards and ethics. For example, our qualitative data analysis protects the confidentiality of all participants. We do not attribute responses to specific individuals and do not share interview or focus group notes outside the evaluation team. The data is aggregated across participants and presented as themes. We never include individual opinions that have not been validated across multiple participants or sources.

## 2.4 Federal and State Authority

Statutory authority for state CASA programs derives from federal law. Congress enacted the Child Abuse Prevention and Treatment Act (CAPTA) on January 31, 1974 requiring states to submit to the Secretary of the U.S. Department of Health and Human Services a written plan for improving the state’s child protective services system.<sup>9</sup> CAPTA requires states:

*“To document in their State plan provisions for appointing a guardian ad litem (GAL) to represent the child’s best interests in every case of abuse or neglect that results in a judicial proceeding. The GAL may be an attorney or a court-appointed special advocate (CASA)—or both—who has received appropriate training.”<sup>10</sup>*

States have different ways of fulfilling this requirement for children in abuse and neglect proceedings including providing an attorney, providing a best interests attorney (oftentimes called a guardian ad litem or GAL), providing a CASA volunteer (sometimes also called a guardian ad litem or GAL), or any number of combinations of these options. Oregon allows for both GALs and CASAs in abuse and neglect proceedings.<sup>11</sup> In Oregon, GALs are not

<sup>9</sup> P.L. 93-247

<sup>10</sup> <https://www.childwelfare.gov/pubPDFs/represent.pdf>

<sup>11</sup> According to the Oregon Revised Statutes (ORS Ann. § 419B.234 (1)), a person appointed as a GAL under ORS §419B.231 must be a licensed mental health professional or attorney, must be familiar with legal standards relating to competence, must

appointed in every case.<sup>12</sup> Although Oregon statute mandates a CASA for every case, they are assigned in only 40 percent of cases.<sup>13</sup> The focus of this report is on the CASA program. Per ORS §419A.004,<sup>14</sup> CASAs are defined as a person in a CASA volunteer program who is appointed by the court to act as a special advocate pursuant to ORS §419B.112.

Oregon provides both a statutory right to counsel for children in abuse and neglect proceedings and a statutory right to a CASA. While the statute states children have a right to counsel “only upon request,”<sup>15</sup> in practice all children are appointed attorneys, whereas all eligible children are not appointed CASAs. Many local CASA programs do not have the resources or number of volunteers needed in order to provide a CASA for every child.

There is a national movement to ensure all children have a categorical right to counsel in abuse and neglect proceedings. In many states this means an attorney and a CASA, but due to limited funding in some states this means an attorney instead of a CASA. Due to the nature of the proceedings and the child being the focus of the proceedings, this categorical right to counsel is critical.<sup>16</sup> There is a push at the federal level to change the language in CAPTA to require an attorney, not an attorney or a CASA.<sup>17</sup> So far, this has not passed, but it is something Oregon should monitor. This does not minimize the role of a CASA, as many states have both and the National CASA Association (NCASAA) has emphasized the importance of both attorneys and CASAs complementing each other’s work on these cases.<sup>18</sup>

We inventoried and included the other Oregon provisions regarding CASAs. They can be found in Appendix E.

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have skills and experience in representing persons with mental and physical disabilities or impairments, and may not be a member of the parent’s family. The focus of this report is on the CASA program.

<sup>12</sup> <https://www.childwelfare.gov/pubPDFs/represent.pdf>. Page 2.

<sup>13</sup> Oregon CASA Network. *A Healthy Future for CASA in Oregon*. Provided by H. Murphy and L. Baker. February 28, 2018.

<sup>14</sup> ORS Ann. § 419A.004 (9)

<sup>15</sup> “(1) If the child, ward, parent or guardian requests counsel for the child or ward but is without sufficient financial means to employ suitable counsel possessing skills and experience commensurate with the nature of the petition and the complexity of the case, the court may appoint suitable counsel to represent the child or ward at state expense if the child or ward is determined to be financially eligible under the policies, procedures, standards and guidelines of the Public Defense Services Commission. Whenever requested to do so, the court shall appoint counsel to represent the child or ward in a case filed pursuant to ORS 419B.100. The court may not substitute one appointed counsel for another except pursuant to the policies, procedures, standards and guidelines of the Public Defense Services Commission.” Or. Rev. Stat. Ann. § 419B.195

<sup>16</sup> In 2011, the American Bar Association (ABA) adopted the Model Act for Children in Abuse, Neglect and Dependency Proceedings (Model Act), which calls for states to establish a right to client-directed counsel for all children in dependency and termination of parental rights proceedings. Peters, Clark. “Measuring the Impact of Children’s Rights to Counsel: Advancing Child Due Process and Well-being in the Juvenile Court Ecology.” Fact Sheet. First Focus. Washington, DC. February 2016. Web.

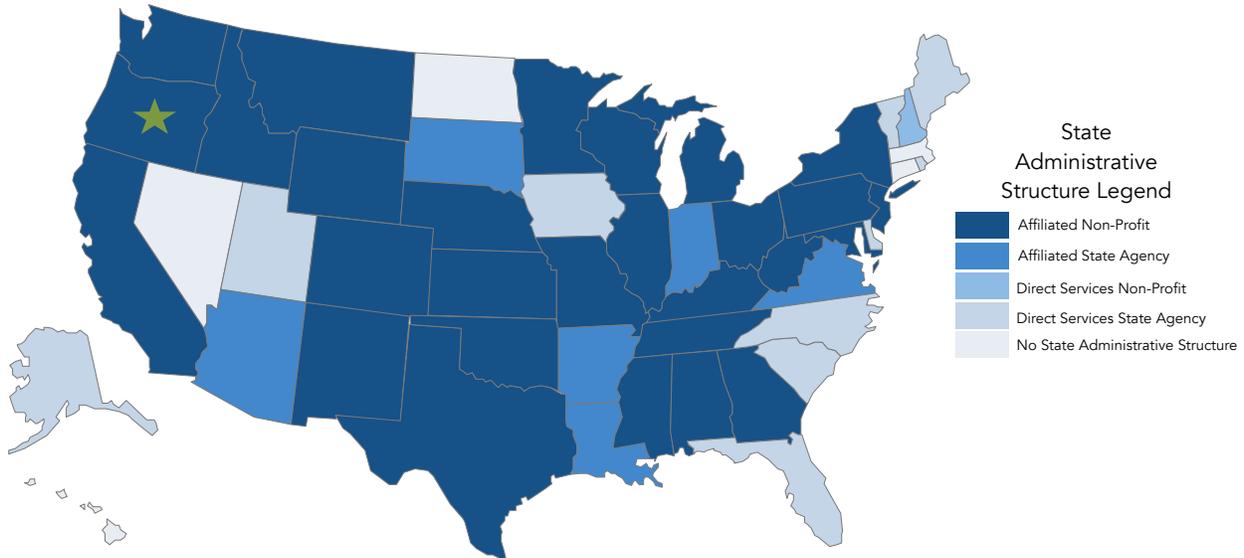
<sup>17</sup> Article on changing CAPTA language (amendment) to require counsel. Glynn, Gerard F. “The Child Abuse Prevention and Treatment Act – Promoting the Unauthorized Practice of Law.” *Journal of Law and Family Studies*, 9 JLFS 53.

<sup>18</sup> Article from the president of NCASAA (as of 2011) on the difference in the role of an attorney and the role of a CASA. He likens CASA volunteers to detectives, as they are interested only in the facts of the case. He points out too that there should not be a conflict between the CASA and the attorney, as the roles should complement each other. Banks, Britt. “From the President: The Distinct Roles of Attorneys and CASA Volunteers.” *CASA for Children*, [http://www.casaforchildren.org/site/c.mtJSJ7MPIsE/b.7475925/k.D197/From\\_the\\_President.htm](http://www.casaforchildren.org/site/c.mtJSJ7MPIsE/b.7475925/k.D197/From_the_President.htm). Accessed April 18, 2018.

## 2.5 CASA Administrative Structures Nationally

NCASAA organizes state administrative structures into five categories: Affiliated Nonprofit, Affiliated State Agency, Direct Services Nonprofit, Direct Services State Agency, and No State Administrative Structure. The map below shows which structure is used in each state across the country.

Figure 2. Administrative Structures Nationally



The table below provides an explanation for each of the five administrative structures. Oregon currently operates under the first structure, Affiliated Nonprofit. The Oregon CASA Network (OCN) is the statewide affiliated nonprofit.

Table 1. Administrative Structures

#	Name	Explanation
1.	Affiliated Nonprofit *Oregon currently operates under this structure.	<ul style="list-style-type: none"> <li>• Statewide entity incorporated as a 501(c)3, governed by a board, and affiliated with the network of local CASA programs within the state.</li> <li>• No administrative authority over local programs, no direct services to children, provides support and assistance.</li> <li>• In Oregon, one nonprofit providing support to 23 separate nonprofits.</li> </ul>

#	Name	Explanation
2.	Affiliated State Agency	<ul style="list-style-type: none"> <li>• Operates within a branch of government and affiliated with the network of local CASA or GAL programs<sup>19</sup> within the state.</li> <li>• No administrative authority over local programs, no direct services to children, provides support and assistance.</li> <li>• One state agency providing support to separate local CASA program nonprofits.</li> </ul>
3.	Direct Services Nonprofit	<ul style="list-style-type: none"> <li>• Statewide entity incorporated a 501(c)3, governed by a board and administering local CASA offices within the state which provide direct services to children through the use of volunteer advocates.</li> <li>• One nonprofit operating in local counties, or a heavy oversight and accreditation role.</li> <li>• Could include centralized business management and operations or pooled resources for these functions.</li> </ul>
4.	Direct Services State Agency	<ul style="list-style-type: none"> <li>• Operates within a branch of government and affiliated with the network of local CASA programs within the state.</li> <li>• One state agency operates local offices in the counties, or a heavy oversight and accreditation role.</li> <li>• Could include centralized business management and operations or pooled resources for these functions.</li> </ul>
5.	No State Administrative Structure	Primarily applies to states that either have no CASA Programs or have yet to identify what their structure will be.

<sup>19</sup> Please see Section 2.1 for information on the differences between CASA and GAL programs.

### 3 Findings

The overall conclusion of this evaluation is summarized in the box below. The remainder of this section presents the findings that led to this conclusion.

The State of Oregon and Oregon CASA stakeholders should fully implement, fund, and maintain a statewide affiliated nonprofit. It should have CASA expertise to support the Oregon CASA Programs. The State should play a limited funding and oversight role.

Under this governance structure, one statewide nonprofit organization would provide program support and technical assistance to the 23 independent nonprofit CASA programs. Key characteristics of this model include:

- Local CASA programs remain independent 501(c)3 organizations within a statewide network, accountable to local boards.
- Local CASA programs continue to be independently accountable to National CASA Association (NCASAA) standards.
- The State acts solely as a funding agent and does not provide any program support or oversight to the individual programs.
- State funding is passed through a state agency to the statewide nonprofit organization, which then acts as an administrative funder to distribute to the local CASA programs.
- The affiliated nonprofit has oversight of local CASA programs' expenditure of state funds, and is then accountable to the state agency.
- Thirty-seven states structure CASA programs in this manner, with variances in implementation.

Findings are organized in the following three areas:

- **Governance and Administrative Structure.** Structural considerations, including oversight and support for local CASA programs
- **Opportunities to Increase OCN Capacity.** Opportunities to strengthen Oregon CASA Network (OCN), Oregon's affiliated nonprofit
- **Funding Allocation.** Funding allocation model for state General Fund dollars

#### 3.1 Governance and Administrative Structure

As discussed in Section 2.5, there are four models for administering CASA programs around the country and a small number of states operating without an administrative structure. Every CASA program operates under and is subject to its state's statutory authority, administrative rules, funding mechanisms, and governing bodies. They may be independent nonprofits or

housed within a county or state agency. CASA programs can be successful or unsuccessful under any of these models. This evaluation concludes that the details of the structural model under which CASA services are provided in Oregon is less important than the health and capacity of the underlying organizational infrastructure and resources required to support it.

### **3.1.1 Oregon CASA Programs do not currently have statewide administrative and quality oversight.**

In the absence of statewide administrative and quality oversight, there is no mechanism to ensure Oregon CASA Programs are operating effectively, efficiently, and in furtherance of meeting the statutory mandate to provide a CASA for every child in dependency care. The state cannot ensure local CASA programs deliver quality services consistently across the state. Local CASA programs provide different training and messages to CASA staff and volunteers regarding what may be in the best interest of the child. There is no system in place to measure efficacy or success, identify areas for improvement, or implement improvements and monitor their progress. Without an oversight mechanism, local CASA programs cannot assure the state legislature and other stakeholders that public funds used to support CASA programs are spent effectively and efficiently.

Under the current structure of Oregon CASA Programs under DAS, neither the state nor the statewide affiliated nonprofit, OCN, is overseeing local CASA programs or providing administrative and quality oversight. Under a previous structure, in which Oregon CASA Programs was housed within Oregon Volunteers, a program embedded within Oregon Housing and Community Services (OHCS), the state exercised significantly more fiscal oversight and control over Oregon CASA Programs. According to evaluation participants, reporting requirements were so stringent and burdensome that it was difficult for staff to operate their programs, yet quality oversight was still lacking because Oregon Volunteers did not have CASA expertise.

Administrative and quality oversight requires the overseeing organization to be accountable for local CASA programs meeting quality and performance standards for service delivery and business management. Statewide administrative and quality oversight is necessary to ensure children in dependency receive the best CASA services. It ensures local CASA programs operate effectively and results in more consistent CASA service delivery across the state. Specifically:

- In Oregon, local CASA programs are independent 501(c)3 organizations. The only authority with administrative oversight authority is their local nonprofit boards. It is not clear how robust local CASA program oversight is throughout Oregon or whether it is consistent from program to program.

- Oregon provides minimal fiscal oversight tied to reporting requirements for state funding. DAS is operating in a funding only role, as is DHS with the Title IV-E Program and the Department of Justice with Victims of Crime Act (VOCA) grant funds. Oregon CASA Programs operate with other grant funders or private donors that request certain information in exchange for the funds. In a funding-only role, the state has no oversight, quality management, or control over the local programs or state administrative structure to ensure Oregon CASA Programs meet the state and federal mandate of providing a CASA for every child in dependency.

In order to maintain their affiliation with NCASAA, local programs periodically conduct a self-assessment and submit evidence of compliance with NCASAA's Standards for Local CASA/GAL Programs<sup>20</sup>. These standards cover several program management areas including:

- Governance
- Program development and implementation
- Financial, facility, and risk management
- Volunteer management

While this self-assessment evaluates whether local CASA programs meet programmatic requirements, it ensures neither administrative oversight nor quality management over programs, services, volunteers, and staff.

A 2014 Oregon CASA Study Committee Report recommended, "shifting administration and responsibilities related to CASA funding and oversight [from the state] to the OCN and progressing toward creating a pass-through entity" over several biennia.<sup>21</sup> The recommendation included plans to implement performance measures and appropriate systems for contract oversight, reporting requirements, compliance, and transparency.

In the four years since the release of that report, little progress has been made toward this goal. The state agency partner, OHCS, was not willing to shift administration to OCN. The legislature did not invest in a plan to ensure the recommendations were implemented. OCN has struggled with funding and staffing, making progress toward implementing such systems difficult.

### **3.1.2 The state has struggled to find Oregon CASA Programs a suitable placement within state government, leading to instability.**

The state has been unable to find a suitable state agency to house and administer Oregon CASA Programs since 2011 when the Oregon State Legislature eliminated the Commission on

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<sup>20</sup> National CASA. *Standards for Local CASA/GAL Programs 2012 Edition*. A National CASA Association Resource Library Publication. Approved March 1997; revisions approved September 2002, April 2006, June 2009, and April 2012.

<sup>21</sup> HB 4082 (2012) CASA Study Committee Report, p.5.

Children and Families (CCF). According to evaluation participants, reasons include agencies not having capacity to take on the program, not having CASA program expertise, being unwilling to develop the expertise needed, and potential conflicts of interest between certain agencies and Oregon CASA Programs. An administrative move to a different agency requires adjusting to new policies, practices, and structures, which distracts local CASA programs from service delivery.

After the legislature dissolved CCF, Oregon CASA Programs moved to Oregon Volunteers, remaining there from 2012 to 2016. Evaluation participants unanimously described the placement of Oregon CASA Programs under Oregon Volunteers as unsuccessful. According to participants, reasons for this failure included:

- Oregon Volunteers distributed state funds by reimbursement, rather than as a semi-annual allocation. Small local CASA programs did not have sufficient cash reserves to operate without receiving allocations up front. Programs with small budgets and little to no cash reserves struggled to find the upfront cash. One local program staff member noted, “we were always looking for last month’s rent.”
- Oregon Volunteers required significant accounting and reporting that burdened local program staff and limited their capacity to provide services for children.
- Oregon Volunteers did not have knowledge of NCASAA requirements and often requested local CASA programs to operate and conduct trainings that were in conflict with NCASAA standards.
- Without CASA-specific knowledge, Oregon Volunteers was not able to provide technical assistance to local CASA programs.

In 2017, the legislature moved Oregon CASA Programs to DAS. Local CASA programs report that the current DAS structure and systems for local CASA programs to receive and report on state funds is more efficient and sustainable than the Oregon Volunteers system was. However, as noted in Finding 3.1.1, DAS does not provide administrative oversight over Oregon CASA Programs. It does not have the program expertise to provide CASA-specific technical assistance to support local CASA programs or guide CASA policy. It has not allocated resources to provide the business management support that local CASA programs need (see Finding 3.1.3). Because DAS does not have CASA program expertise, it cannot adequately serve as a single statewide voice for local CASA programs. Without a fully funded, centralized, statewide entity to support the needs of the local CASA programs and act as a single point of contact for state officials, Oregon CASA Programs cannot meet the needs of local CASA programs or external stakeholders (discussed below in Finding 3.1.3). The current structure with DAS acting in pass-through funding only capacity is inadequate to meet stakeholders’ oversight needs.

Evaluation participants discussed other potential state agency homes, but found conflicts with them. Examples are below:

- Oregon Judicial Department (OJD).** Evaluation participants believe that because Oregon law deems CASA volunteers as parties to the case, housing Oregon CASA Programs in OJD would be a conflict of interest. Evaluation participants believe it would be a conflict for OJD to administer funds and provide administrative oversight to a program that coordinates parties to legal cases. Most local CASA program directors participating in focus groups expressed reluctance to give up their party status. They noted that even with party status, it can be difficult for CASAs to obtain access to information and necessary documents for their cases. They believe party status gives CASA volunteers more influence and legitimacy in court proceedings, as it even impacts where CASA volunteers can sit in the court room and what role they play during hearings. Each state's statutes detailing the rights and roles of CASAs are different. In other states we researched, we found that CASAs carry out their duties without party status:

  - Idaho law gives CASAs all the rights of a party, without actually giving party status. Idaho CASA is housed in the Idaho Supreme Court. This distinction allows CASAs in Idaho to have access to all of the information and documents related to the case without actually being named as a party. It gives them access to the child's placement, case files, court dates, and other necessary information.
  - Colorado law gives CASAs party status at the discretion of the judge. CASA in Colorado receives state pass through funding from the Colorado State Office and the Office of the Child's Representative.
  - Washington law gives CASAs access to all the records and information available to the state or agency and outlines the specific duties of the CASA, but does not give them party status. WaCASA is housed in the Office of the State Courts.
  - Texas Family Law states that CASAs are not party to the case, but outlines their rights such as attending legal proceedings, receiving and reviewing copies of documents, attending court-ordered mediation, having access to the child's placement, and reviewing medical care. Texas CASA contracts with the Texas Department of Health and Human Services to receive state funds.
- Department of Human Services.** Evaluation participants note that CASA volunteers must be independent and advocate for the best interest of the child, which may be in conflict with positions that DHS takes. Participants do not believe DHS should administer funds and provide administrative oversight to a program that may oppose them in court or argue for different outcomes for the child.

"Party to the case" usually refers to the people taking part in the legal proceedings, such as the families of children in dependency cases, and DHS in child welfare cases.

- **Criminal Justice Commission (CJC).** The CJC administers grants and conducts research to “improve the legitimacy, efficiency, and effectiveness of state and local criminal justice systems.” While some stakeholders believe the CJC could effectively administer funds for Oregon CASA Programs, others believe its focus should remain on the criminal justice system, rather than expand to child welfare.

### **3.1.3 Current statutes do not provide clarity on the governance structure between local CASA programs, the Oregon CASA Network, and the State of Oregon.**

Current statutes do not discuss or provide clarity on the governing of Oregon CASA Programs or the structure between any state funding agency, a statewide nonprofit, and local CASA programs. This allows for interpretation of the law and gives stakeholders leeway to structure Oregon CASA Programs however they see fit. However, this scenario also may lead to instability among Oregon CASA Programs if it is repeatedly shuffled and reinvented.

ORS 419A.004(3) stipulates that a CASA volunteer program must be approved by a juvenile court, be accredited by NCASAA, and have entered into a contract with DAS to recruit, train, and supervise CASA volunteers. ORS 419B.112 describes the duties of CASA volunteers. The statutes are silent, however, on the structure and relationship between the entities and the existence of a statewide nonprofit organization. There are no administrative rules setting policy or governing Oregon CASA Programs.

## **3.2 Opportunities to Increase OCN Capacity**

The recommendation for Oregon to operate under an administrative structure led by a statewide affiliated nonprofit depends on the ability of the state and Oregon CASA Programs stakeholders to fully implement, fund, and maintain that organization long term. Oregon is already moving in this direction as evidenced by some limited or informal support structures, but OCN, as the current affiliated nonprofit, does not yet have the capacity to fully implement these structures statewide. This section presents findings that highlight opportunities for the state and stakeholders to continue to strengthen OCN and build its capacity so that Oregon can fully realize the benefits of an affiliated nonprofit governance and administrative structure.

### **3.2.1 Local CASA programs do not use consistent business management, service delivery, or data collection practices.**

Local CASA programs do not use consistent business management or service delivery practices, leading to inefficiencies and duplication of resources. Local CASA program directors do not have a central resource for help to develop a structure, policies, or procedures for their programs. They are left to create (and recreate) these on their own. Many directors reach out to their peers for support informally throughout the year and at the biannual statewide meetings hosted by OCN. There is currently no formalized structure for this support around the state

beyond the statewide meetings, so the business practices of many local CASA programs are developed on an ad hoc basis without statewide standardization. Inconsistencies across local CASA programs occur in the following areas:

- Business Practices.** Each local CASA program is responsible for creating its own policies and procedures. This includes developing forms, employee training, personnel management, marketing, and fundraising strategies and sources. This allows local programs to tailor their structure to their community's needs and capacity, but also leaves directors without a consistent set of resources to initiate this difficult work.
- Service Delivery.** Oregon CASA Programs does not have a standard approach for establishing and overseeing local CASA programs. Oregon does not have state-specific standards or performance measures to which local CASA programs must adhere. While local CASA programs must adopt and implement NCASAA's Standards for Local CASA/GAL Programs<sup>22</sup> in order to maintain membership with NCASAA, they retain some autonomy to create their programs to reflect the needs of their communities. This is especially true for areas such as a statewide data collection and reporting system, communication channels between local CASA programs, between these programs and the state, or between local CASA programs and the statewide oversight agency. While the local autonomy allows local CASA programs to be responsive to the children and families in their communities, as well as the varying requirements of juvenile courts (see box above), it also means children are served differently around the state.
- Data Collection.** The State of Oregon and NCASAA require each local CASA program to report the same data. There was an effort in the past to standardize data collection and reporting for local CASA programs and have OCN collect and report data to the state, legislature, and grant funders. Based on a consensus decision, local CASA programs purchased CASAManager software to facilitate standardized data collection and reporting,

#### Juvenile Court Inconsistencies

Procedures, expectations, relationships, and data management and reporting systems of juvenile courts vary from county to county. This is especially significant for local CASA programs that serve multiple counties. Staff and CASA volunteers must manage varied expectations within a single local CASA program. The inconsistencies lead to inefficiencies statewide, making it difficult for local CASA programs to have a standard set of procedures under which to interact with the juvenile courts. If juvenile courts were consistent statewide, local CASA programs would no longer be forced to create and manage distinct practices.

<sup>22</sup> National CASA. *Standards for Local CASA/GAL Programs 2012 Edition*. A National CASA Association Resource Library Publication. Approved March 1997; revisions approved September 2002, April 2006, June 2009, and April 2012. The Standards include: 1) Program Mission and Purpose, 2) Ethical Conduct and Confidentiality, 3) Inclusiveness and Diversity, 4) Disproportionality, 5) Program Governance, 6) Human Resources Management, 7) Volunteer Management, 8) Public Relations, 9) Planning and Evaluation, 10) Financial, Facility and Risk Management, 11) Record Keeping, 12) National Affiliation, 13) State Affiliation, and 14) New Program Development, Implementation and Expansion.

but capacity limitations prevented a fully successful implementation. Some, but not all local CASA programs still use CASAManager. This leaves no statewide mechanism with which to consistently collect or report on this data, which makes it difficult to identify statewide trends or compare outcomes between local CASA programs.

### **3.2.2 There is currently no statewide formalized structure for local CASA programs to collaborate and support each other.**

The OCN has provided a formal statewide support framework in the past, but does not currently have the capacity to provide this on a consistent, statewide basis. While local CASA program directors do collaborate to share resources and provide support, it is often on an ad hoc basis requiring staff to create such opportunities on their own. Many local CASA programs are geographically isolated and operate with minimal staff support. Some local CASA program directors consistently reach out to new directors to offer support as they are onboarding and developing their programs, but this is dependent on the director's workload and capacity to do so.

There is currently no formal structure for new directors to receive training or onboarding from OCN as was offered in the past, or for them to receive mentoring from other directors. According to evaluation participants, when new directors are able to connect with more experienced directors, they gain valuable insights as well as resources to use within their own programs.

Some evaluation participants shared that ongoing communication, both between local programs and between local programs and the OCN, is not consistently productive or supportive. OCN facilitates statewide meetings twice each year, but due to travel time and the inability to step away from their programs to attend in person, a small number of directors are not able to attend consistently. Many evaluation participants shared that they find value in the statewide meetings, but they are not currently a consistent touchpoint for networking and support, which creates an additional obstacle to collaboration with other programs.

### **3.2.3 The Oregon CASA Network (OCN) currently lacks the organizational infrastructure to adequately support local CASA programs.**

With minimal funding and no staff to support or grow the organization, OCN is currently unable to meet the needs of local CASA programs or state officials. OCN was founded in 2012 to strengthen Oregon CASA Programs. Ninety-four percent of OCN's funding comes from foundations, including NCASAA. Dues from local CASA programs and donations for corporations and individuals make up remaining four percent total OCN funding. OCN does not apply for grants that would compete directly with local CASA programs so that it does not win funds that may otherwise be used to serve eligible children.

Between 2012 and 2015, OCN provided some technical assistance and conducted quality assurance audits of local CASA programs. This ended when the former director left OCN in late 2015. Since then, OCN has struggled with staffing and funding, leaving it without the capacity to restart this effort.

Evaluation participants noted that they do not get the technical or financial support they need to best serve their communities and the state does not get the data, consistency, or accountability it needs to increase its investment in Oregon CASA Programs. A statewide umbrella organization, such as OCN, that supports local CASA programs and serves as a liaison between local CASA programs and state officials could fill this role. However, it requires infrastructure and funding to fulfill these needs, described in detail below.

Local CASA program staff identified multiple areas where local CASA programs need support. These include, but are not limited to:

- Accounting and fiscal management
- IT infrastructure and support
- Human resources, including recruitment, payroll, compliance, and more
- Program and technical assistance
- Recruiting, training, managing, and developing staff
- Recruiting, training, managing, and developing CASA volunteers
- Recording and collecting data
- Fundraising and grant management
- Statewide policy and having a collective and authoritative voice
- Legal guidance on complex cases

In addition, evaluation participants identified what other statewide stakeholders need from Oregon CASA Programs to sustain support and increase awareness of Oregon CASA Programs. These include:

- A single point of contact for policy, operations, and services
- Data on program operations and effectiveness
- Consistent CASA services across the state
- Accountability for public funds

In October 2017, OCN developed a three-year vision plan outlining the intended roles of OCN, including quality assurance, staff development, and data collection and evaluation for local CASA programs. Although OCN has provided these services in the past, the organization does not currently have the staff or capacity to execute these functions. A fully operational statewide umbrella organization could provide quality assurance, staff development, data collection, and business and technical support to local CASA programs to allow them to focus on providing services.

Due to staffing and funding struggles, internal and external stakeholders view OCN as an unstable organization that “isn’t working.” This makes it difficult for stakeholders to see Oregon CASA Programs as a legitimate partner in the child welfare system. Some stakeholders perceive Oregon CASA Programs to consist of “scrappy” volunteer organizations struggling to get by. But OCN has made progress toward increasing the stability, perception, and professionalism of Oregon CASA Programs. In 2018 OCN worked with local CASA programs to win a federal Victims of Crime Act (VOCA) grant, it lobbied the legislature to reinstate nearly half of a million dollars that was cut from Oregon CASA Programs, and is taking steps to hire a Chief Executive Officer for OCN. Local CASA program staff and many external stakeholders acknowledge the value and potential that OCN could have if it were properly funded and staffed.

### **3.2.4 The OCN board currently lacks the capacity to fully communicate and build effective working relationships with local CASA programs across the state.**

According to evaluation participants, many local CASA program directors believe the OCN board does not adequately involve local CASA programs in setting priorities. This reduces confidence in the OCN. Some local CASA program directors do not believe that the OCN decision-making process is transparent or that local CASA program directors have an adequate voice in influencing decisions that affect local CASA programs. Evaluation participants report there is an inadequate feedback loop between local CASA programs and the OCN.

The OCN Board of Directors consists of 13 members:<sup>23</sup>

- Eight are Executive Directors of local CASA programs
- One is a retired Executive Director of a local CASA program
- Four are community volunteers
- More than half of the board is from the Willamette Valley, primarily from the urban areas of Portland, Salem, and Eugene
- The entire four-member Executive Committee is from the Willamette Valley
- Six members represent areas outside of the Willamette Valley. They include representatives of CASA of Central Oregon, CASA of Coos County, CASA of Clatsop County, CASA of Douglas and Curry Counties, and Umatilla-Morrow Head Start CASA Program and the retired director of CASA of Douglas County.

Evaluation participants expressed that the perspectives and experiences of local CASA programs are vastly different around the state. Differences exist between small and large programs, and between rural, frontier, and urban programs. Participants believe these differences are not yet fully understood by the state, local CASA programs themselves, or the OCN. The current makeup of the board has led to mistrust, interpersonal issues, and

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<sup>23</sup> Oregon CASA Network Board of Directors, <http://www.oregoncasanetwork.org/our-staff-board> 7/16/2018

relationship issues between staff from urban and rural programs and large and small programs. This scenario makes it difficult for OCN to make progress toward its goals and for local CASA program directors to embrace the direction and decisions of the board.

Some local CASA program directors expressed a perception that it is difficult to be involved with the OCN board. They cited travel constraints based on an understanding that board meetings are held in person, as well as strained interpersonal relationships. According to current OCN board members, meetings are usually held via telephone conference. Typically, two in-person meetings are held each year, coinciding with biannual OCN statewide meetings. Yet there remains a perception among local program directors that the board is inaccessible.

Focus group participants noted that without formalized feedback loops between local CASA programs and the OCN they do not feel included in decision-making processes that affect their programs.

The perceived inability of smaller local CASA program staff to participate on the OCN board, be included in decision-making, or have the most current information creates tension between some local CASA programs and the OCN board.

### 3.3 Funding Allocation

The Oregon State Legislature first allocated state funding for Oregon CASA Programs in 1991 in the amount of \$400,000. In the 2017-2019 biennium, the legislature allocated a total of \$2,501,299, with \$2,231,252 being passed through directly to local CASA programs, according to an allocation formula.

In fall 2017 OCN formed an Allocation Committee with the goals of understanding the evolution of the funding allocation model since it was adopted in 1991 and develop possible models for OCN membership to ratify in spring 2018. That process was extended to fall 2018.

The findings in this section reflect analysis of the formula, the allocation committee documents, and results of focus groups and interviews with local CASA program directors and other statewide stakeholders.

#### **3.3.1 The current state funding allocation formula is outdated, inconsistent, and results in inequitable distribution of funds to local CASA programs around the state.**

The original formula adopted in 1991 is based on the number of total children under age 18 in each county, not the percentage of children in state dependency care. Although the formula was recalculated and revised, basing it on number of total children means state funding allocated to counties does not account for the number of children in those counties who qualify for CASA services (in other words, the children the CASA program is statutorily mandated to serve). The original formula distributes a base dollar amount to some counties based on a tier

system and divides the remaining funds among the rest of the counties. The formula results in an inequitable distribution of funds.

The original allocation formula stratifies counties into three tiers based on the county's percentage of Oregon's under 18 population at some specific but unknown time. According to a 2018 Allocation Committee whitepaper<sup>24</sup>, Tiers 1 and 2 receive a base annual amount (\$12,271 for Tier 1, and \$15,050 for Tier 2). Tier 3 divides up the remaining funds based on their portion of the state's under-18 population with no minimum base applied. Specifically:

- Tier 1 – up to 0.18 percent of state's under 18 population
- Tier 2 – 0.19 percent - 0.91 percent of state's under 18 population
- Tier 3 – over .92 percent of state's under 18 population

The allocation formula was reviewed or assessed at least seven times since 1991, including in 2018 concurrent with this Oregon CASA Programs Evaluation project. Oregon CASA Programs received funding cuts and increases since 1991 and the formula was recalculated accordingly, but inconsistently. All updated or revised formulas were based on the original 1991 formula.

Local CASA program directors and OCN board members who participated in focus groups and interviews unanimously agreed that the formula is confusing, outdated, and results in inequitable distribution of state funds. Some participants encourage a simple, straightforward, and transparent formula. Others support a formula that accounts for differences in geography, urban versus rural areas, ability to fundraise in local communities, and other factors.

Most local CASA programs are proponents of a diverse funding portfolio and do not advocate for full state funding. The percentage of state funding relative to other sources in local CASA program budgets varies by program. All local CASA programs agreed that a higher percentage of state funding would enable them to dedicate more resources to service delivery and meeting their mandate of a CASA for every child in dependency.

### **3.3.2 Local CASA programs are aware of fundraising and grant opportunities, but smaller programs struggle to allocate resources to fundraising, grant development, and subsequent reporting requirements.**

Evaluation participants from local CASA programs indicate they are generally aware of fundraising and grant opportunities in their local communities and statewide. Participants from smaller, leaner programs operating in rural or lower income counties described the difficulties of allocating resources to fundraising, grant writing, and grant reporting, since it results in delivering fewer CASA services in the short term. Regardless of size, local CASA programs face hard choices regarding fundraising. Many directors discussed the "cost to raise a dollar" and

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<sup>24</sup> Updating Previous Allocation Formulas Whitepaper, 2018.

the tradeoffs involved in allocating resources to fundraising, including both events and donor relations.

Challenges facing smaller or rural programs related to fundraising and grant management include:

- Fundraising and grant management require specialized skillsets not always available in smaller or rural communities.
- Dedicating limited staff resources to fundraising detracts from local CASA programs' ability to serve children.
- Competition for local dollars is steep in some communities. With dozens or hundreds of nonprofits competing for local dollars, some local CASA programs are forced to streamline their fundraising and grant development pursuits.

Lower income counties have fewer opportunities for fundraising. Local CASA program directors cited challenges ranging from an opioid epidemic to high rates of poverty to geographic obstacles.

## 4 Recommendations and Best Practices

The overall conclusion and supporting recommendations from this evaluation are summarized in the figure below. The remainder of this section provides detailed recommendations and best practices for implementing a statewide affiliated nonprofit structure.

Figure 3. Recommendations

Recommendations to Fully Implement an Affiliated Nonprofit Structure for OR CASA Programs Over 2 Biennia			Overall Conclusion
Governance and Administrative Structure	Opportunities to Increase OCN Capacity	Funding Allocation Model	
<p>Implement a 2-biennia transition plan to support OCN as a single point of contact for Oregon CASA Programs, providing full support and oversight for local CASA programs.</p> <ul style="list-style-type: none"> <li>House Oregon CASA Programs at DAS for at least 2 biennia.</li> <li>Reevaluate options for state agency home once OCN is fully operational.</li> <li>Develop Administrative Rules to support administrative structure.</li> </ul>	<p>Build and execute a capacity building plan to increase the ability of OCN to support local CASA programs.</p> <ul style="list-style-type: none"> <li>Increase ability of OCN to provide centralized statewide support to local programs for business management and service delivery.</li> <li>Implement a board development plan for OCN</li> <li>Rebuild trust between OCN and local CASA programs.</li> </ul>	<p>Work toward a model where state funds are passed through a state agency to the OCN to distribute to local CASA programs.</p> <ul style="list-style-type: none"> <li>Allocate state funding temporarily for OCN capacity building and a state program administrator.</li> <li>Base funding on need rather than performance.</li> <li>Update funding allocation formula for distribution of funds to local CASA programs.</li> </ul>	<p>The State of Oregon and Oregon CASA stakeholders should fully implement, fund, and maintain a statewide affiliated nonprofit (OCN) to support and provide oversight for Oregon CASA Programs.</p> <ul style="list-style-type: none"> <li>Local programs remain independent 501(c)3s.</li> <li>One statewide nonprofit provides support and technical assistance.</li> <li>Affiliated nonprofit oversees local program expenditure of state funds.</li> <li>State acts as funding agent.</li> </ul>

Recommendations in this section are organized in the following three areas:

- **Governance and Administrative Structure.** Structural considerations, including oversight and support for local CASA programs
- **Opportunities to Increase OCN Capacity.** Opportunities to strengthen Oregon CASA Network (OCN), Oregon’s affiliated nonprofit
- **Funding Allocation.** Funding allocation model for state General Fund dollars

Within each subsection we present a primary recommendation, followed by supporting recommendations. When available, we include links to related resources and best practices.

## 4.1 Governance and Administrative Structure

### PRIMARY RECOMMENDATION

#### 4.1.1 Adopt and implement an administrative structure for Oregon CASA Programs in which a single statewide nonprofit acts as the single point of contact for Oregon CASA Programs and provides support and oversight for local CASA programs

The state should adopt and implement an administrative structure in which a single statewide nonprofit organization provides program support and technical assistance to the 23 independent nonprofit local CASA programs. The local CASA programs remain independent 501(c)3 organizations within a statewide network, accountable to local boards. This is the current direction in which Oregon CASA Programs is headed with OCN, but the structure has not yet been fully implemented or tested due to insufficient funding and infrastructure, staffing turnover, and a need for stronger collaboration with local CASA programs.

Successfully implementing this structure requires a commitment to funding, staffing, and supporting OCN until it matures and reaches self-sufficiency. These resources not only provide technical assistance to local CASA programs to improve service delivery, but enable the nonprofit to provide effective programmatic and fiscal oversight over local CASA programs including:

- **Oversight.** Under this structure, local CASA programs continue to be individually accountable to NCASAA standards. The state acts solely as a funding agent and does not provide any program support or oversight. State funding is passed through to the statewide nonprofit organization as an administrative funder to distribute to the local CASA programs. The affiliated nonprofit has oversight of local CASA program expenditure of state funds.
- **Support.** Internal and external stakeholders believe that a CASA-specific affiliated nonprofit, such as OCN, could provide the technical assistance and quality improvement that local programs need, as well as serve as the policy voice and liaison between local CASA programs and state officials. Centralized support services may also improve consistency in business management of local CASA programs across the state.

#### 37 States Have an Affiliated Statewide Nonprofit

The majority of states use this structure, including the often-cited CASA programs in Texas, Colorado, and Washington. However, based on the differences of each state's statutory language, the state agency home, the governance between the affiliated nonprofit and its state agency home, and other differences with the affiliated nonprofit, the implementation and details of how this structure operates in practice varies widely from state to state.

A sufficiently funded and implemented infrastructure for a statewide nonprofit could elevate the role that Oregon CASA Programs plays in the child welfare system and help external stakeholders view Oregon CASA Programs as an integral player in the system.

### Resources and Best Practices

Pew Charitable Trusts Implementation Oversight for Evidence Based Programs

<http://www.pewtrusts.org/en/research-and-analysis/issue-briefs/2016/05/implementation-oversight-for-evidence-based-programs>

Texas CASA: <https://texascasa.org/>

CASA in Colorado: <https://www.coloradocasa.org/>

WaCASA: <http://wacasa.org/>

## SUPPORTING RECOMMENDATIONS

### 4.1.2 Oregon CASA Programs should remain at DAS until OCN is fully operational

Although other agencies would be statutorily eligible to house Oregon CASA Programs, it should remain at DAS while the administrative structure supporting a statewide affiliated nonprofit is fully implemented. This may take up to two biennia.

The purpose of DAS is to serve and support state agencies by implementing policy and financial decisions made by the governor and state legislature. Oregon CASA Programs does not technically fit within DAS's mission, nor does DAS typically administer programs like CASA. However, Oregon CASA Programs has experienced instability since 2011. Providing a stable state agency home at DAS while the statewide nonprofit matures allows for consistency during this process and may increase effective service delivery. DAS leadership may be willing to house this program while the statewide nonprofit matures and stabilizes.

In order to implement the recommended structure, we recommend DAS create a program administrator position. The position should oversee development and execution of a plan to increase OCN's support and oversight of local CASA programs. A full discussion of the need for and duties of this position is included in section 4.3.2.

Every local CASA program director and OCN board member who participated in this evaluation reported satisfaction with the relationship and reporting structure currently in effect with DAS. While this structure does not currently have the capacity to provide administrative and quality oversight, the low administrative burden empowers OCN to provide technical support and may consolidate data collection and reporting.

## Resources and Best Practices

*PK recommendation*

### 4.1.3 Once OCN is fully operational, identify Oregon CASA Program's ideal reporting relationship with state government and which state agency would come closest to providing it

After a two-biennia transition period, the state should assess the placement of Oregon CASA Programs within state government and make a policy decision regarding the reporting relationship between OCN and the state. The state should determine whether a state agency could simply pass-through funds from the legislature to Oregon CASA Programs via the OCN and collect annual spending reports, or whether a state agency should have a more structured role in the administration and oversight of Oregon CASA Programs. See section 4.4 for preliminary criteria to inform this decision.

Based on this policy decision, the state may make DAS the permanent home of Oregon CASA Programs or identify another state agency home. If the state decides to house Oregon CASA Programs in a state agency other than DAS, it should further research CASA party status, rights, access to information, and the state agency homes of CASA programs in other states to understand the impacts and potential conflicts related to party status (see section 3.1.2). If CASA party status precludes OCN from being housed in other state agencies, consider revising statutory language that gives CASAs status as party to the case.

Other states give CASA volunteers the rights of parties to the case without actually giving them legal party status. This change would eliminate conflicts of interest with some state agencies and enable Oregon CASA Programs to be housed within the Oregon Judicial Department. Many other state CASA programs are housed within court systems. Even if Oregon CASA Programs remain at DAS, this change would make Oregon CASA Programs more nimble in the future in case there is a need to house it within a different state agency. See section 4.3 for implementation recommendations and criteria for this evaluation.

## Resources and Best Practices

The Revised Code of Washington §13.34.105(3) codifies the roles, responsibilities, and rights of CASA volunteers without giving them party status.

<http://apps.leg.wa.gov/RCW/default.aspx?cite=13.34.105>

Idaho Statute §16-1634(1) gives guardian ad litem all the rights of a party to the case without actually giving them party status.

<https://legislature.idaho.gov/statutesrules/idstat/title16/t16ch16/sect16-1634/>

Texas Family Code Title 5 §107.002 explicitly does not give CASAs party status, but outlines their rights. <https://statutes.capitol.texas.gov/Docs/FA/htm/FA.107.htm>

Colorado Revised Statutes §19-1-206 states that judges may make CASA a party to the case with a memorandum of understanding. CASAs do not automatically have party status. <https://leg.colorado.gov/sites/default/files/images/olls/crs2016-title-19.pdf>

#### **4.1.4 Develop administrative rules to clarify roles of the state, statewide affiliated nonprofit organization, and local CASA programs**

Consider adopting administrative rules that define the relationship between the statewide nonprofit organization (OCN), local CASA programs, and the state agency funder. The rules could clarify how the entities will interact and how pass through funds will be administered.

OCN, as the funding administrator, should require a grant contract with local CASA programs to receive state funds. This contract should be in administrative rule to provide an oversight and enforcement mechanism for the state and OCN to ensure local CASA programs are meeting requirements. Adopting rules identifying OCN as the statewide nonprofit organization to administer funds and provide quality management over local CASA programs would demonstrate the state's commitment to this structure.

#### **Resources and Best Practices**

Texas Family Law defines how the state contracts with the statewide nonprofit and how the statewide nonprofit distributes funds to local CASA programs.

<https://statutes.capitol.texas.gov/Docs/FA/htm/FA.264.htm>

## **4.2 Opportunities to Increase OCN Capacity**

This section presents recommendations for building capacity within OCN to serve as a stronger statewide affiliated nonprofit and the single point of contact for Oregon CASA Programs. The core of these recommendations speaks to the need to strengthen and centralize statewide support of local CASA programs beyond what is possible with the current capacity of the OCN. Their implementation will require funding and support for OCN on the part of the state, at least in the near term.

### **PRIMARY RECOMMENDATION**

**4.2.1 OCN should increase its capacity to provide centralized statewide support to local CASA programs for business management and service delivery**

#### **Business Management**

Centralize some business management support functions so the OCN can provide consistent, standardized support to local CASA programs. Centralizing these functions would build on the support OCN provided to local CASA programs in the past. Despite limited resources, OCN currently provides some support to local CASA programs, but does not yet have the capacity to fully meet the needs of all local CASA programs on a consistent, statewide basis. Centralized support would eliminate the need for local CASA programs to recreate processes and could capitalize on existing knowledge within local CASA programs and the OCN. Based on feedback from evaluation participants, this support should focus on the following areas:

- **Fundraising.** Dedicate OCN resources to identifying funding sources and available grants so that local program directors are able to focus more on running their programs and serving children. OCN should create a template for grant applications, which would allow local directors to tailor their grant applications to the specific funding request and to their local program, without having to recreate this resource each time. OCN should develop the expertise and capacity to offer training on grant writing and reporting in order to build this capacity within local CASA programs. OCN should create a template or toolkit for local CASA program directors. Coordinating fundraising efforts between local CASA programs would reduce OCN and local programs competing for the same funds.
- **Accounting.** OCN should provide training and support on accounting practices and budgeting for local CASA programs. OCN could provide directors with budget templates and methods for monitoring their expenses and income. OCN could provide guidance to directors on scaling and adjusting budget templates and practices based on their program size and available resources.
- **Data and Reporting.** Centralize data collection and standardize outcomes reporting for local programs. If local CASA programs collect and report on the same data, OCN could more easily monitor progress and outcomes across local CASA programs and compare these results statewide. This would streamline reporting to NCASAA and to the state.
- **Human Resources and Performance Management.** Centralize functions related to Human Resources management, including payroll, insurance provision and monitoring, and the creation of job descriptions so that these are consistent statewide. OCN could create templates for job descriptions and applications (for both staff and volunteers). OCN could create standardized performance management measures for local CASA program directors, and could integrate existing policies into a statewide structure.
- **Communication.** Increase communication between OCN and local CASA programs. Evaluation participants referenced a newsletter that OCN used to distribute to local CASA programs. It provided information from OCN, updates on local CASA programs, and an opportunity to share requests for program support or assistance. OCN should resume the distribution of this newsletter, with input and feedback from local CASA programs on its development.

## Service Delivery and Organizational Support

Centralize service delivery resources so that each local CASA program can address the unique needs of its community and align itself with the statewide vision for Oregon CASA Programs. This includes creating a clearinghouse for resources that local CASA programs have easy access to and developing opportunities for local CASA program staff to work together. Other supports could include:

- **Tools.** Develop program standards, policies, procedures, job descriptions, training resources, marketing tools, and other resources for local CASA program directors. Use the *NCASAA Standards for Local CASA/GAL Programs 2012 Edition* as a starting point. These standards would serve as a roadmap for directors as they create and maintain their individual program so they would not have to build programs from scratch. Incorporate effective practices from established local programs and offer options for scaling and adapting service delivery to a specific community. OCN should monitor and update as needed.
- **Mentoring.** Establish a mentoring program to further support new directors and foster collaboration. OCN could match new directors with one or two peers who oversee similar local CASA programs. This would benefit new directors by allowing them to capitalize on the knowledge and experience of their peers and would establish a feeling of connectedness to their peers from the beginning of their tenure.
- **Collaboration.** Increase opportunities for collaboration among local CASA programs. OCN should expand existing collaborative efforts, both formal and informal, in order to create a structure of communication and collaboration. Consider developing communities of practice to contribute to the shared mission of Oregon CASA Programs and provide support and connections to the members of local CASA programs.
- **Local CASA Program Board Development.** Provide resources and ongoing guidance to allow local CASA program boards to develop and grow so that they are able to serve the local CASA programs most effectively. This could include the provision of leadership training to local board members and training for local CASA program directors on effective board development. These trainings could be integrated into existing statewide meetings that OCN facilitates or provided as a support service of OCN. If directors are empowered to strengthen their boards and gain the knowledge to do so, they will be able to build local boards that actively support their programs.
- **Volunteer Conference.** Hold an annual statewide conference for CASA volunteers. Evaluation participants noted that a statewide conference would be invaluable for bringing local CASA program staff and volunteers together to share ideas, successes, challenges, and create opportunities for collaboration. A statewide conference would reinforce a statewide mission for Oregon CASA programs and create energy and enthusiasm for the delivery of CASA services to children and families. This energy could contribute to the

retention of existing staff and volunteers and could impact recruitment of additional volunteers. Even with reduced resources, OCN is currently supporting the development of a statewide conference for Spring 2019. Increased capacity within the OCN would create an opportunity for additional support to facilitate this conference on a recurring basis.

### Resources and Best Practices

National CASA Association Standards for Local CASA/GAL Programs 2012 Edition: [http://nc.casaforchildren.org/files/public/community/programs/Standards-QA/Local\\_Program\\_Standards\\_CURRENT.pdf](http://nc.casaforchildren.org/files/public/community/programs/Standards-QA/Local_Program_Standards_CURRENT.pdf)

Communities of Practice: <http://wenger-trayner.com/introduction-to-communities-of-practice/>

Texas CASA Statewide Conference: <https://texascasa.org/2018-texas-casa-conference>

## SUPPORTING RECOMMENDATIONS

### 4.2.2 Require the OCN board to engage in board development activities to build capacity, stabilize, and improve relationships with local CASA programs

A board development effort will help the OCN board increase its capacity to provide support and oversight for local CASA programs. Activities could include:

- Facilitate honest and transparent conversations between the OCN board and local CASA program directors using an external facilitator. Involve local CASA program directors in identifying issues and methods to build collaborative relationships.
- Design a periodic board assessment process that includes self-assessments as well as stakeholder assessments. Include legislative and state agency representation in the stakeholder assessment.
- Implement a leadership development strategy for board members through engaging a consultant or coach who specializes in building leadership capacity on nonprofit boards.
- Build capacity for fundraising among board members through training.
- Elect OCN board membership based on districts or geography.
- Diversify board membership to include state officials and community stakeholders, increasing oversight and connection to state government and other advisors.
- Define roles and responsibilities for OCN, local boards, state government, and other statewide stakeholders. Define the accountability of OCN to the state.
- Allow local CASA programs to participate remotely in board meetings or statewide meetings, which could improve the feeling of inclusivity and transparency for local CASA programs. Explore the use of video conferencing.

### Resources and Best Practices

<https://www.councilofnonprofits.org/>

### 4.2.3 Rebuild trust between local CASA programs and the OCN to maximize effectiveness of a statewide affiliated nonprofit

OCN is currently in the process of hiring an independent Chief Executive Officer (CEO). Once on board, this individual should visit local CASA programs to build relationships and understand the needs and realities of each program. Local CASA programs need an independent CEO to whom they can safely express concerns. As OCN builds capacity, it should dedicate resources to creating a culture of openness and support for local CASA programs.

The OCN board and future staff should address existing perceptions regarding tension between local CASA programs and the OCN. The OCN board should utilize an independent facilitator to address these issues and assist in creating new norms for interactions moving forward. (See 4.1.5.)

#### **Resources and Best Practices**

*PK recommendation*

## 4.3 Funding Allocation

The OCN's Allocation Workgroup has been meeting since fall 2017 and plans to propose an updated allocation formula for state funds at the fall 2018 OCN meeting. This section provides recommendations for a funding structure that best supports the affiliated nonprofit administrative structure, as well as considerations for updating the allocation formula.

### **PRIMARY RECOMMENDATION**

#### 4.3.1 Implement a state funding structure and oversight model that supports the affiliated nonprofit administrative structure

In order to fully support the affiliated nonprofit administrative structure, state funds should be passed through a state agency to local CASA programs.

#### **Administrative Structure and Funding Stream**

The state legislature appropriates state general funds each biennium to the state agency that houses Oregon CASA Programs, which then passes the funds through to the affiliated nonprofit. In Oregon's case this is the OCN. The OCN acts as funding administrator,

distributing funds to local CASA programs according to the allocation formula. The OCN requires a grant contract with local CASA programs for those funds. This administrative and funding structure, including the grant contract with local CASA programs, should be codified in administrative rule. (See recommendation 4.1.3.)

### **Oversight**

Because only local program boards have legal oversight authority over local nonprofit CASA organizations, the state's opportunity to provide oversight is linked to appropriated state funds. The state should require performance or quality measures tied to fiscal reporting.

Performance or quality measures should be included in the grant contract between OCN and local CASA programs. OCN then reports back to the state agency home on CASA service delivery and business management statewide. The framework for this oversight model should:

- Support data collection at the local level. This could include a statewide database administered by OCN.
- Align with NCASAA standards where possible to avoid duplicate reporting and decrease the administrative burden on local CASA programs.
- Follow up on poor performance. Use poor performance as an opportunity to increase support and technical assistance rather than as a punitive measure that leads to decreased funding.

### **Resources and Best Practices**

Texas CASA requires its local CASA programs to collect and report specific details of cases each quarter, which allows them to look at performance and outcomes over time.

<https://texascasa.org/learning-center/resources/quarterly-performance-measures/>  
[http://35xs6u1zhs1u1p3cy926rkn4-wpengine.netdna-ssl.com/wp-content/uploads/2013/08/03\\_PerformanceMeasures\\_Reference\\_1-1\\_2018-Feb\\_2.27.18.pdf](http://35xs6u1zhs1u1p3cy926rkn4-wpengine.netdna-ssl.com/wp-content/uploads/2013/08/03_PerformanceMeasures_Reference_1-1_2018-Feb_2.27.18.pdf)

Colorado CASA is working to elevate its data and reporting from outputs to outcomes in order to effectively measure its impact.

<https://casa17th.org/filelibrary/CO%20CASA%20Outcomes%20Report.pdf>

## **SUPPORTING RECOMMENDATIONS**

**4.3.2 Allocate adequate funding to support Oregon CASA Programs' statutory mandate to provide a CASA for every child, including short term funding to build**

capacity of the affiliated nonprofit (OCN) and a state agency position to oversee the program.

This recommendation has three parts, starting with ensuring the state allocates adequate funding for local CASA programs. In the short term (two biennia), we recommend funding capacity-building efforts for the OCN, as well as a part time state agency position to partner with and support the stabilization of the OCN. In the 2017-19 biennium the state allocated \$271,000 for the state agency administering the program. We recommend the state increase funding for CASA Programs in the short term (at least two biennia), with the intention of reducing that funding after a two-biennia transition period back to current levels.

Each of these three parts is detailed below.

### **Allocate Adequate Funding for All CASA Programs**

There is general agreement among local CASA program staff and stakeholders on the value of a diverse funding portfolio and engaging local communities in helping fund the programs. In general, local CASA programs are not seeking full funding from the state, and this is not a recommendation to fully fund local CASA programs with state dollars. However, the state should consider increasing the investment of public funds in the program. Some examples of how increased state funding could increase capacity of local CASA programs to serve more eligible children include:

- Freeing program staff from time intensive fundraising and grant management to focus on recruitment, training, and support of CASA volunteers.
- Shoring up or adding development staff resources for event planning, donor relations, and grant management.
- Training and capacity building for local program staff to increase proficiency in fundraising and grant management.

The relatively small amount of state general funds currently allocated to CASA programs is incongruent with the statutory mandate to serve 100 percent of eligible children. The basic cost to serve 100 percent of Oregon children eligible for CASA services (children in state dependency care) is approximately \$10.8 million per year.<sup>25</sup> This includes recruiting, training, and supervising the volunteers directly serving children. It does not include program administration costs or technical assistance. In the 2017-2019 biennium the state allocated approximately \$1.1 million per year (\$2.2 million total) to support 23 local CASA organizations. State General Fund dollars represent between six percent and 87 percent of the budgets of local CASA programs, with the majority between 12 and 25 percent (see Section 5.2.1). With

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<sup>25</sup> This is an approximate figure derived from the average cost of providing a child with CASA services multiplied by the total number of Oregon's children in state dependency care in 2017.

the current level of State General Fund investment, Oregon is serving only 40 percent of eligible children.

### **Allocate Funds for Capacity Building for Oregon CASA Network**

Although the goal should be for the OCN to become financially self-sufficient, short or long-term state funding support for the OCN is necessary for the affiliated nonprofit structure to be successful. The OCN does not currently receive State General Fund dollars. Funds should be earmarked specifically for capacity building and support of the OCN. We recommend that as an immediate next step to this report, the state work with OCN board members and staff (once hired) to determine the cost of implementing a capacity building plan, including the OCN Vision Plan that includes goals to increase the capacity and sustainability of the OCN and local CASA programs. Previous studies and reports recommended organizational improvements for the OCN in order to improve the delivery of CASA services statewide. However, without financial support connected to those recommendations, the OCN remains a struggling organization unable to meet the needs of its members and Oregon children.

A critical success factor for the affiliated nonprofit administrative structure is the capacity of that organization to provide the support and oversight needed by local CASA programs. The current capacity of Oregon's statewide affiliated nonprofit, the OCN, is below the minimum required to successfully implement the affiliated nonprofit administrative structure. The OCN needs financial support from the state to build its capacity to adequately oversee state funds to local CASA programs, support quality service delivery and business management practices among local programs, and positively impact the number of eligible children served in Oregon.

Rationale for allocating state general funds for the OCN:

- In the short term, funding capacity building efforts will enable OCN to provide enhanced support and oversight to local CASA programs. Full implementation of the affiliated nonprofit structure will require a short term investment in strengthening the organization.
- In the long term, full implementation of the affiliated nonprofit administrative structure could eliminate the need for a standalone program or even a dedicated position within a state agency to oversee the program.
- A well-run nonprofit organization can leverage state dollars to secure additional matching funds from other public and private sources, stretching the state dollars even further.
- As a condition of funding, the OCN should be required to report on key performance measures related to the OCN's ability to support and oversee local CASA programs.
- State funding for the OCN should be re-evaluated at the end of each of the two biennia to determine whether the OCN has met specific milestones or criteria. (See section 4.4 for implementation recommendations and evaluation criteria.)

- State funding allocated to the OCN should be in addition to existing general fund dollars allocated to local CASA programs. Local CASA programs should not experience a reduction in state funding as a result of state investment in the OCN.

### **Allocate Funds for a State Agency Position to Oversee Oregon CASA Programs**

Responsibility for overseeing the full implementation of the affiliated nonprofit governance structure lies with the state. Without support, it is likely that the OCN will continue to struggle through the transition phase. We recommend the state allocate funding to the state agency home (elsewhere we have recommended DAS) for a full time program administrator position dedicated to overseeing and supporting Oregon CASA Programs through the transition period.

This position would be responsible for:

- Managing the full implementation of the affiliated nonprofit structure.
- Collaborating and supporting the OCN Board of Directors and CEO throughout the transition period.
- Working closely with the OCN Board of Directors and CEO to plan and implement capacity-building strategies.
- Overseeing distribution of funds to local CASA programs.
- Working with the OCN to improve statewide data collection infrastructure and performance measurement.
- Helping to manage communication with statewide stakeholders.
- Leading regular evaluation of OCN capacity building efforts.

When DAS took over as the state agency home for Oregon CASA Programs, the agency elected to forego all of the administrative funding and absorb the relatively minimal amount of work to administer the program largely as a pass-through funder. OCN and local CASA program directors like that this approach as it has reduced administrative burden. However, it also resulted in the state providing minimal oversight or support. During the transitional two-biennia period in which the affiliated nonprofit (OCN) builds capacity to provide that oversight and support, a greater level of involvement on the part of the state agency will be necessary.

Rational for allocating state funding for a state agency position:

- In the short term, OCN will not have the capacity to provide adequate oversight and support to local CASA programs on its own. Due to OCN's history of instability, it will be critical for the state to take a stronger role for at least two biennia while the organization builds its capacity.

- In the long term, as the OCN demonstrates its ability to provide adequate oversight and support to local CASA programs, it is likely that most or all of the state agency position could be eliminated.

### **Resources and Best Practices**

Texas state law allows Texas CASA, the affiliated nonprofit, to use up to 12 percent of the state funding for CASA programs to fund administration of the statewide affiliated nonprofit.

Texas Family Code, Title 5 §264.603:

<https://statutes.capitol.texas.gov/Docs/FA/htm/FA.264.htm>

## **SUPPORTING RECOMMENDATIONS**

### **4.3.3 Confirm Oregon’s policy for basing funding for local CASA programs on need rather than performance**

The majority of states provide a base allocation for each local program regardless of size, and then allocate remaining funding based on need (number or percent of eligible children) or performance (number or percent of children served in the previous time period) in order to incentivize serving as many eligible children as possible. In Oregon, the number and percent of children served by local CASA programs varies widely. The reasons for the variance are many. (See section 5 Current State of Oregon CASA Programs.)

The decision about whether to tie funding to performance or need is related to the construction of an allocation formula (see recommendation 4.3.4), and should be informed by a policy decision made at the oversight level. Current recommendations (as of July 2018) are to base the allocation formula on need rather than performance.<sup>26</sup>

#### **Base Funding Allocation on Need**

We recommend Oregon base the formula for distribution of funds on need. Specifically, base the formula on the percentage of eligible children (children in state care) in the service area, rather than total youth population. Use a 3-year average to derive this percentage. We further recommend that the state re-evaluate the effectiveness of this policy after two biennia to ensure it meets the needs of local CASA programs and the communities they serve.

#### **Make Policy Decisions Collaboratively with Statewide Stakeholders**

The entity responsible for making this policy decision varies in other states, but the decision ultimately needs to be implemented by the entity overseeing the distribution of funds. As the

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<sup>26</sup> CASA Funding Distribution Review, Travis Labrum, May 4, 2018.

funding administrator, the affiliated statewide nonprofit (OCN) would own the formula. We recommend the OCN Allocation Committee collaborate with the state agency administering Oregon CASA Programs and consult with legislative and other stakeholders as needed to formalize this policy decision as an input to finalizing the allocation formula in 2018.

### **Resources and Best Practices**

Information on state allocation formulas and supporting policies can be found in the State of the States Report from NCASAA:

[http://nc.casaforchildren.org/files/public/community/programs/StateOrgs/SOS\\_2014.pdf](http://nc.casaforchildren.org/files/public/community/programs/StateOrgs/SOS_2014.pdf)

#### **4.3.4 Update the allocation formula for state funds passed through to local CASA programs**

### **Recommendations for Updated Formula**

We are not proposing a specific formula, as the OCN Allocation Committee is in the process of doing that work and plans to recommend an updated formula in Fall 2018. Instead, we provide a recommended framework and set of guiding principles, based on our review of the Committee's work to date, research on other states' processes, and evaluation participants' feedback.

We recommend the following:

- Provide the same base dollar amount to all programs regardless of size.
- Base the formula for distribution of remaining funds on need. Specifically, base the formula on the percentage of eligible children (children in state care) in the service area, rather than total youth population. Use a 3-year average to derive this percentage. (See recommendation 4.3.3.)
- Keep the formula simple to avoid the need to update the formula again in the near term.
- Consider the needs of poor and rural counties in the formula, especially those who have specific challenges related to fundraising.
- Ensure state funds are distributed on a regular basis rather than using a reimbursement model.
- Review the formula after the two-biennia transition to full implementation of the affiliated nonprofit structure to ensure it continues to meet the needs of Oregon CASA Programs.

### **Considerations for Updated Formula**

The considerations below are elements for the Allocation Committee to consider as they propose a new distribution model. These are based on our review of the Committee's work to date, research on other states' distribution processes, and evaluation participants' feedback

- Consider basing the formula on the percentage of the children in each county who are in out of home state care. This would increase funding to some counties with a relatively small number of eligible children, but with a higher percentage of children in state care relative to other counties. These counties may have a greater need due to social and economic conditions. A three-county sample of the difference is shown below.

Table 2. Differences in Counting Kids in Care

County	Percentage of the statewide children in out of home care who live in this county	Percentage of the children in this county who are in out of home care
Gilliam	0.04%	10.8%
Josephine	1.9%	3.5%
Wasco	0.069%	2.6%

- Consider requiring the base funding be allocated to a specific line item, such as the Executive Director or Program Director salary in order to ensure every program is guaranteed a minimum portion of an FTE.
- Consider whether funding above a base amount should be distributed according to achievement on key performance or quality measures (Georgia uses this model).
- Consider whether the formula should build in algorithms for characteristics such as:
  - Urban versus rural counties
  - Median salary for nonprofit Executive Directors in the county
  - Number of children in dependency care in a county (with or without a CASA) and the number of CASA volunteers active during the fiscal year (New Mexico uses this model)

### Resources and Best Practices

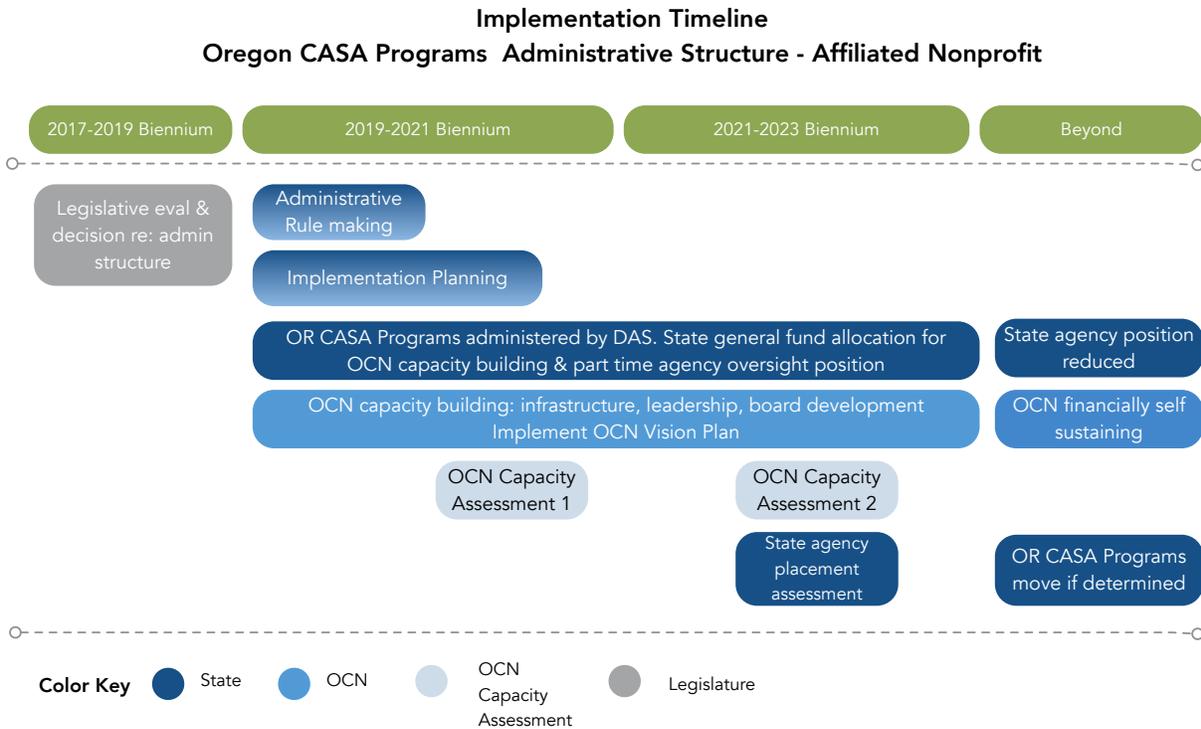
Information on state allocation formulas can be found in the State of the States Report from NCASAA:

[http://nc.casaforchildren.org/files/public/community/programs/StateOrgs/SOS\\_2014.pdf](http://nc.casaforchildren.org/files/public/community/programs/StateOrgs/SOS_2014.pdf)

## 4.4 Implementation Steps

A full transition to an affiliated nonprofit administrative structure for Oregon CASA Programs will require a plan for implementation. Oregon CASA Network developed a three-year vision plan. The operationalization the plan should be interwoven with a state-led implementation plan to stabilize the OCN. A proposed high-level implementation timeline is shown below.

Figure 4. Implementation Timeline



### 4.4.1 OCN Capacity Assessment

State funding for OCN capacity building should be re-evaluated at the end of each of the two biennia to determine whether the OCN met specific milestones. The state agency oversight position should be responsible for working with the OCN in the interim to ensure progress toward the milestones. It may be advantageous to contract with an independent reviewer for the assessments to reduce bias and increase transparency.

Below is a set of preliminary evaluation criteria for each assessment:

#### OCN Capacity Assessment 1

- Chief Executive Officer (CEO) hired
- CEO statewide visits conducted, including facilitated sessions as needed
- OCN fully staffed

- OCN board membership evaluated and a development plan in place
- Satisfaction survey results from local CASA programs indicate enhanced services provided and value derived from OCN membership
- Budget and financials in order
- Fundraising and development plan in place
- Sustainability forecast complete, showing OCN will be self-sustaining after four years
- OCN staff collaborating with state staff on communication with statewide stakeholders
- Key performance measures for OCN developed and approved

### **OCN Capacity Assessment 2**

- OCN staffing model is stable
- Satisfaction survey results from local CASA programs indicate enhanced services provided and value derived from OCN membership
- OCN board development activities complete
- Budget and financials in order
- Fundraising and development plan operationalized
- Sustainability forecast update shows OCN as self-sustaining
- OCN staff acting as single point of contact for statewide stakeholders
- Reporting on key performance measures for OCN

### **4.4.2 State Agency Placement Assessment**

After a two-biennia transition period, the state should reevaluate the placement of Oregon CASA Programs within state government. It may decide to make DAS the permanent home of Oregon CASA Programs or identify another state agency home. Criteria for this evaluation should include:

- A capacity and satisfaction survey of DAS, OCN, the legislature, and local CASA programs to learn:
  - Quality of communication of Oregon CASA Programs with DAS and other state agency stakeholders
  - Quality of communication between OCN and local CASA programs
  - Level of support OCN is able to provide to local CASA programs
  - Accessibility of DAS to the local CASA programs and OCN
- An evaluation of the financial stability of the OCN

If status of CASAs as parties to the case changes, evaluate other agency options or re-evaluate any conflicts of interest that may previously have been an issue. As noted in Finding 3.1.2, current state law that makes CASA volunteers party to the case presents potential conflicts of interest with some state agencies. See Recommendation 4.1.3 for an alternative.

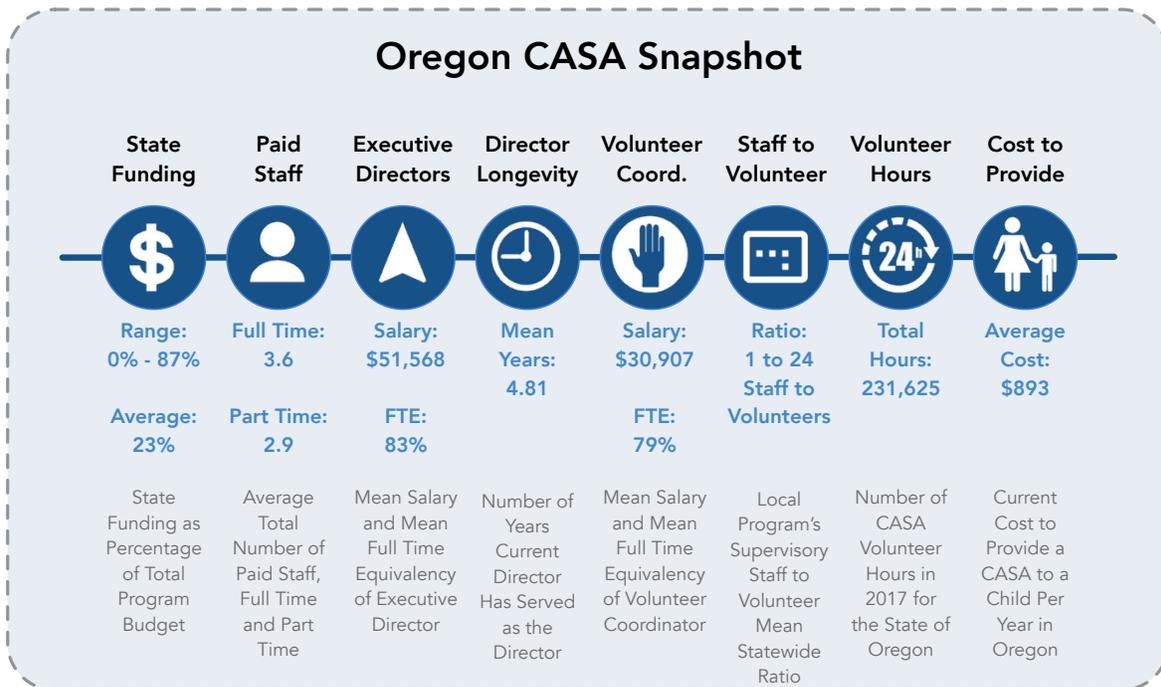
## 5 Current State of the Oregon CASA Programs

### 5.1 Oregon Snapshot and Statewide Data

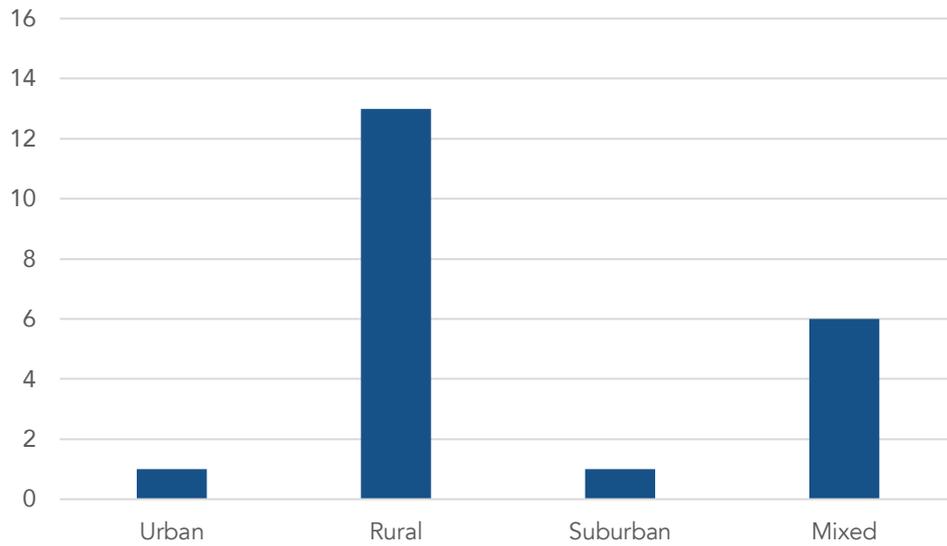
The following graphic and tables provide data on local CASA programs for the period of January 1 through December 31, 2017. This data was collected by NCASAA via self-report from local CASA programs. It was not independently verified by NCASAA or Public Knowledge but was submitted by local program staff knowledgeable about their programs.

This statewide information is intended to provide a snapshot of the structure of local CASA programs, including communities served, funding sources and amounts, and benefits available to executive directors and volunteer coordinators.

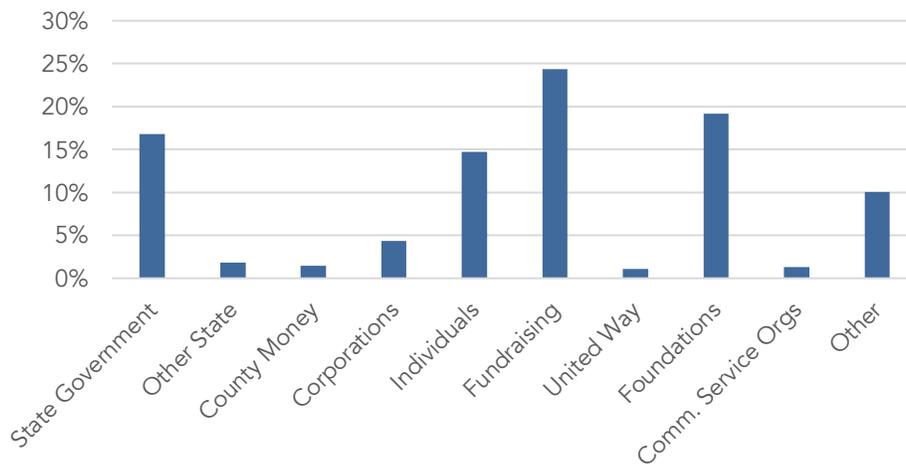
Figure 5. Local Programs Snapshot



Primary Areas Served by Local CASA Programs



Funding Sources for Local CASA Programs

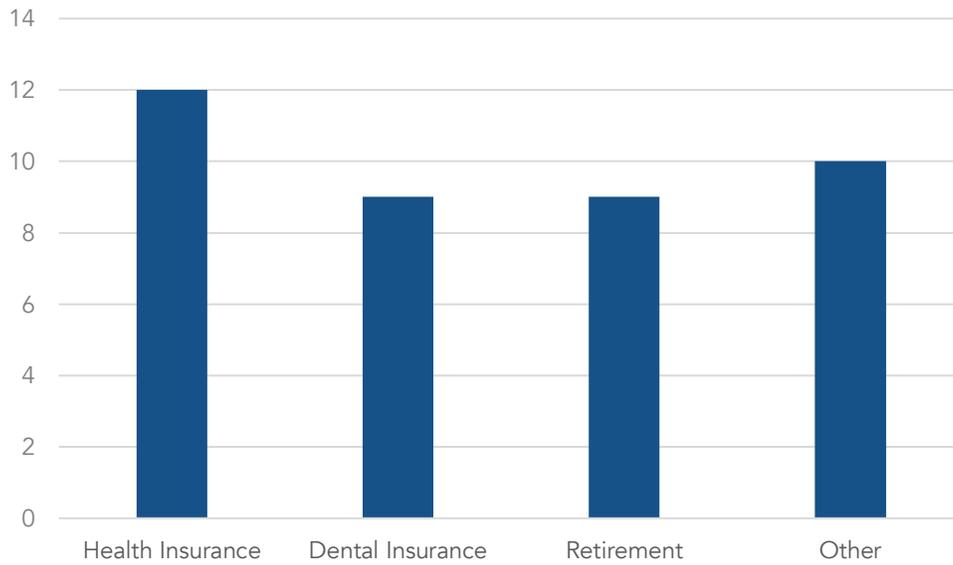


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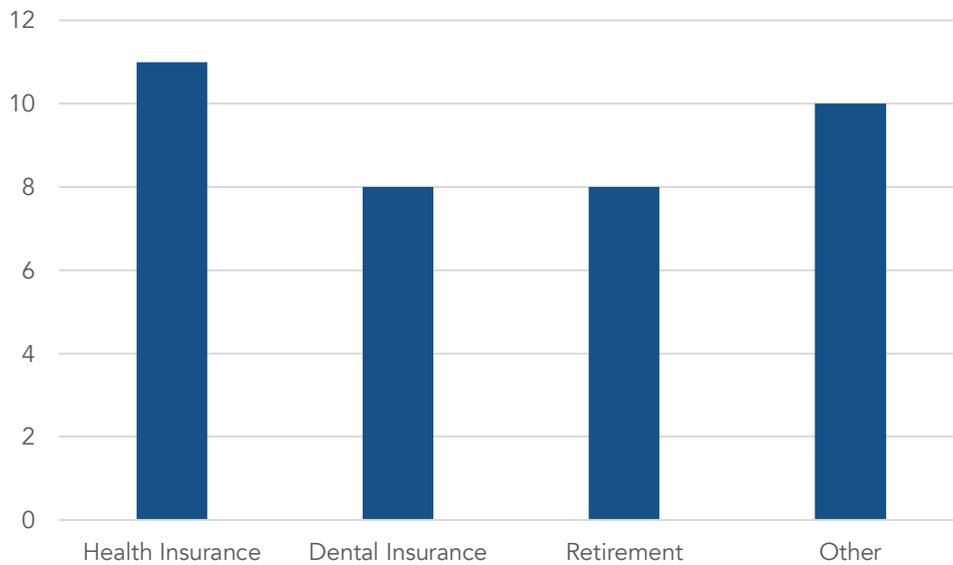
The total revenue for all of Oregon’s programs in 2017 was **\$8,014,415**.

<sup>27</sup> Sources of funding identified as “other” include: Interest and Dividend income, Admin reimbursement, Tribal Government Funds, In-Kind, Capital Campaign, and Endowment Distribution.

Benefits Available to the Executive Director



Benefits Available to the Volunteer Coordinator



## 5.2 Profiles of Local CASA Programs in Oregon

The tables below contain information about each CASA program in Oregon. The data was collected by NCASAA from the local CASA programs for 2017.

Program	Counties Served	Primary Area Served <sup>28</sup>	Number of Board Members	Number of Assigned Advocates
<b>CASA of Eastern Oregon</b>	Baker, Malheur, Union	<input type="checkbox"/> Urban <input checked="" type="checkbox"/> Rural <input type="checkbox"/> Suburban <input type="checkbox"/> Mixed	8	44
<b>CASA Voices for Children</b>	Benton	<input type="checkbox"/> Urban <input type="checkbox"/> Rural <input type="checkbox"/> Suburban <input checked="" type="checkbox"/> Mixed	9	31
<b>CASA of Clackamas County</b>	Clackamas	<input type="checkbox"/> Urban <input type="checkbox"/> Rural <input type="checkbox"/> Suburban <input checked="" type="checkbox"/> Mixed	12	120
<b>Clatsop CASA Program, Inc.</b>	Clatsop	<input type="checkbox"/> Urban <input type="checkbox"/> Rural <input type="checkbox"/> Suburban <input checked="" type="checkbox"/> Mixed	7	49
<b>CASA of Coos County</b>	Coos	<input type="checkbox"/> Urban <input checked="" type="checkbox"/> Rural <input type="checkbox"/> Suburban <input type="checkbox"/> Mixed	14	46
<b>Curry County CASA</b>	Curry	<input type="checkbox"/> Urban <input checked="" type="checkbox"/> Rural <input type="checkbox"/> Suburban <input type="checkbox"/> Mixed	6	18
<b>CASA of Central Oregon</b>	Deschutes, Jefferson, Crook	<input type="checkbox"/> Urban <input type="checkbox"/> Rural <input type="checkbox"/> Suburban <input checked="" type="checkbox"/> Mixed	9	136
<b>CASA of Douglas County, Inc.</b>	Douglas	<input type="checkbox"/> Urban <input checked="" type="checkbox"/> Rural <input type="checkbox"/> Suburban <input type="checkbox"/> Mixed	7	79
<b>Frontier CASA</b>	Gilliam, Wheeler	<input type="checkbox"/> Urban	5	4

<sup>28</sup> "Frontier" is not an option in the national data.

Program	Counties Served	Primary Area Served <sup>28</sup>	Number of Board Members	Number of Assigned Advocates
		<input checked="" type="checkbox"/> Rural <input type="checkbox"/> Suburban <input type="checkbox"/> Mixed		
<b>Grant-Harney County CASA</b>	Grant, Harney	<input type="checkbox"/> Urban <input checked="" type="checkbox"/> Rural <input type="checkbox"/> Suburban <input type="checkbox"/> Mixed	6	10
<b>Grand Ronde CASA Program</b>	Confederated Tribes of Grand Ronde	<input type="checkbox"/> Urban <input type="checkbox"/> Rural <input type="checkbox"/> Suburban <input checked="" type="checkbox"/> Mixed	NA, tribal agency	8
<b>Columbia Gorge CASA</b>	Hood River, Sherman, Wasco	<input type="checkbox"/> Urban <input checked="" type="checkbox"/> Rural <input type="checkbox"/> Suburban <input type="checkbox"/> Mixed	6	58
<b>CASA of Jackson County, Inc.</b>	Jackson, Josephine	<input type="checkbox"/> Urban <input type="checkbox"/> Rural <input type="checkbox"/> Suburban <input checked="" type="checkbox"/> Mixed	10	224
<b>CASA for Children of Klamath County</b>	Klamath	<input type="checkbox"/> Urban <input checked="" type="checkbox"/> Rural <input type="checkbox"/> Suburban <input type="checkbox"/> Mixed	11	44
<b>CASA of Lane County</b>	Lane	<input type="checkbox"/> Urban <input type="checkbox"/> Rural <input type="checkbox"/> Suburban <input checked="" type="checkbox"/> Mixed	12	199
<b>CASA of Lincoln and Tillamook Counties</b>	Lincoln, Tillamook	<input type="checkbox"/> Urban <input checked="" type="checkbox"/> Rural <input type="checkbox"/> Suburban <input type="checkbox"/> Mixed	5	46
<b>CASA of Linn County, Inc.</b>	Linn	<input type="checkbox"/> Urban <input checked="" type="checkbox"/> Rural <input type="checkbox"/> Suburban <input type="checkbox"/> Mixed	12	91
<b>CASA of Marion County, Inc.</b>	Marion	<input type="checkbox"/> Urban <input type="checkbox"/> Rural <input checked="" type="checkbox"/> Suburban <input type="checkbox"/> Mixed	9	137

Program	Counties Served	Primary Area Served <sup>28</sup>	Number of Board Members	Number of Assigned Advocates
CASA for Children	Multnomah, Washington, Columbia	<input checked="" type="checkbox"/> Urban <input type="checkbox"/> Rural <input type="checkbox"/> Suburban <input type="checkbox"/> Mixed	25	479
CASA of Polk County	Polk	<input type="checkbox"/> Urban <input checked="" type="checkbox"/> Rural <input type="checkbox"/> Suburban <input type="checkbox"/> Mixed	7	36
CASA of Umatilla Morrow County	Umatilla, Morrow	<input type="checkbox"/> Urban <input checked="" type="checkbox"/> Rural <input type="checkbox"/> Suburban <input type="checkbox"/> Mixed	10	42
Wallowa County CASA Program	Wallowa	<input type="checkbox"/> Urban <input checked="" type="checkbox"/> Rural <input type="checkbox"/> Suburban <input type="checkbox"/> Mixed	9	3
Yamhill County CASA	Yamhill	<input type="checkbox"/> Urban <input checked="" type="checkbox"/> Rural <input type="checkbox"/> Suburban <input type="checkbox"/> Mixed	6	40

### 5.2.1 Current Funding and Staffing

This table provides background on the amount of state funding each local CASA program receives as a percentage of their total funding. In addition, each local CASA program shared their various sources of funding and the number of full-time and part-time paid staff they employ.

Program	State Funding (% of Total)	Total Program Funding	Funding Sources	Number FT Paid Staff	Number PT Paid Staff
CASA of Eastern Oregon	\$59,294 (42%)	\$140,801	State, Title IV-R, Corporations, Individuals, Fundraising Events, Community Service	0	5

Program	State Funding (% of Total)	Total Program Funding	Funding Sources	Number FT Paid Staff	Number PT Paid Staff
			Organizations, Private Grants		
<b>CASA Voices for Children</b>	\$34,396 (24%)	\$142,243	State, City, Title IV-E, Corporations, Individuals, Fundraising Events, Foundations, Community Service Organizations	3	1
<b>CASA of Clackamas County</b>	\$112,000 (16%)	\$709,701	State, Title IV-E, Corporations, Individuals, Fundraising Events, Foundations, Community Service Organizations, Other	5	3
<b>Clatsop CASA Program, Inc.</b>	\$26,537 (17%)	\$151,916	State, Title IV-E, City and County Grants, Fundraising Events, Private Grants	0	4
<b>CASA of Coos County</b>	\$34,134 (27%)	\$127,836	State, Title IV-E, Federal, Individuals, Foundations	1	3
<b>Curry County CASA</b>	\$18,274 (17%)	\$107,887	State, Title IV-E, Individuals, Fundraising Events, Foundations	1	1
<b>CASA of Central Oregon</b>	\$94,798 (18%)	\$517,122	State, County, Title IV-E, NCASAA Grant, Corporations, Individuals, Fundraising Events, United Way, Foundations, Community Service Organizations, Other	6	4
<b>CASA of Douglas County, Inc.</b>	\$42,085 (14%)	\$304,068	State, Individuals, Fundraising Events, Foundations, Other	5	0
<b>Frontier CASA</b>	\$23,543 (69%)	\$34,025	State, Title IV-E, Foundations, County Funds	0	1

Program	State Funding (% of Total)	Total Program Funding	Funding Sources	Number FT Paid Staff	Number PT Paid Staff
<b>Grant-Harney County CASA</b>	\$13,732 (20%)	\$70,096	State, Title IV-E, Individuals, Fundraising Events, Foundations	1	0
<b>Grand Ronde CASA Program</b>	\$0 (0%)	\$15,000	Other	0	2
<b>Columbia Gorge CASA</b>	\$52,250 (42%)	\$123,948	State, Title IV-E, Corporations, Individuals, Fundraising Events, United Way, Foundations, Other	1	2
<b>CASA of Jackson County, Inc.</b>	\$92,000 (10%)	\$932,910	State, County, City, VOCA, Individuals, Fundraising Events, United Way, Foundations	12	3
<b>CASA for Children of Klamath County</b>	\$29,393 (9%)	\$344,744	State, Corporations, Individuals, Fundraising Events, Product Sales, Foundations, Other	0	5
<b>CASA of Lane County</b>	\$65,421 (6%)	\$1,038,430	State, Title IV-E, NCASAA Grant, Corporations, Individuals, Fundraising Events, United Way, Foundations, Kappa Alpha Theta, Community Service Organizations	11	5
<b>CASA of Lincoln and Tillamook Counties</b>	\$21,600 (12%)	\$186,424	State, County, NCASAA Grant, Corporations, Individuals, Fundraising Events, United Way, Foundations	1	3

Program	State Funding (% of Total)	Total Program Funding	Funding Sources	Number FT Paid Staff	Number PT Paid Staff
<b>CASA of Linn County, Inc.</b>	\$53,914 (16%)	\$335,411	State, County, Title IV-E, Corporations, Individuals, Fundraising Events, Product Sales, United Way, Foundations, Other	5	3
<b>CASA of Marion County, Inc.</b>	\$102,354 (22%)	\$462,363	State, NCASAA Grant, Individuals, Fundraising Events, Foundations, Other	5	1
<b>CASA for Children</b>	\$374,889 (17%)	\$2,185,718	State, City, Title IV-E, NCASAA Grant, Community Development Block Grant, Corporations, Individuals, Fundraising Events, Foundations, Other	21	6
<b>CASA of Polk County</b>	\$27,452 (17%)	\$165,485	State, County, Individuals, Membership Dues, Fundraising Events, Foundations	0	4
<b>CASA of Umatilla Morrow County</b>	\$57,977 (56%)	\$104,243	State, Title IV-E, Corporations, Fundraising Events, Foundations	0	4
<b>Wallowa County CASA Program</b>	\$16,214 (87%)	\$18,714	State, Foundations	0	2
<b>Yamhill County CASA</b>	\$42,967 (35%)	\$122,072	State, County, Individuals, Fundraising Events, United Way, Foundations, Other	1	2

### 5.2.2 Dependency Children Served and Service Delivery Method

The following data illustrate the number of eligible children in each local CASA program area in 2017, along with the number and percentage of children served. Each local CASA program was asked how many children each volunteer is appointed to at a given time. NCASAA standards say volunteers should have no more than two cases, but allow up to five with an exception.

Program	Number of Eligible Children <sup>29</sup>	Number of Children Served <sup>30</sup>	Percent of Eligible Children Served <sup>31</sup>	Average Number of Children a Volunteer is Appointed to at One Time
CASA of Eastern Oregon	387	124	32%	Unable to Calculate
CASA Voices for Children	95	100	105%	3
CASA of Clackamas County	544	238	44%	2.6
Clatsop CASA Program, Inc.	146	96	66%	2
CASA of Coos County	445	121	27%	2.61
Curry County CASA	77	63	82%	3
CASA of Central Oregon	501	384	77%	2.74
CASA of Douglas County, Inc.	702	392	56%	4
Frontier CASA <sup>32</sup>	18	14	78%	2.5
Grant-Harney County CASA	107	38	36%	Unable to Calculate

<sup>29</sup> Count of children in foster care in a given county in calendar year 2017. Source: Oregon Child Welfare Data Set. [https://rom.socwel.ku.edu/Oregon\\_Public/AllViews.aspx?R=6104](https://rom.socwel.ku.edu/Oregon_Public/AllViews.aspx?R=6104)

<sup>30</sup> This is only the number of children served that were before the court due to an abuse or neglect proceeding, it is not including other types of cases the program may serve on.

<sup>31</sup> In one case, this number shows that more than 100% of eligible children were served. This may be due to one of several factors: 1) The data set may not count shorter stays in care even if those children were served by their local CASA program; 2) the number of eligible children reflects children in any out-of-home placement and not just in foster homes, which includes children in delinquency and dependency cases, some of which may have been served by their local CASA program; or 3) a child may have come into foster care several times within the year and been counted multiple times by the CASA program but not by the data set.

<sup>32</sup> This does not include data from Wheeler County as it was not included in the data set.

Program	Number of Eligible Children <sup>29</sup>	Number of Children Served <sup>30</sup>	Percent of Eligible Children Served <sup>31</sup>	Average Number of Children a Volunteer is Appointed to at One Time
Grand Ronde CASA Program	Not provided in data set	11	Not available	1.5
Columbia Gorge CASA <sup>33</sup>	188	152	81%	2.7
CASA of Jackson County, Inc.	1,342	794	59%	4
CASA for Children of Klamath County	470	130	28%	2.55
CASA of Lane County	1,613	424	26%	2.19
CASA of Lincoln and Tillamook Counties	302	175	58%	Unable to Calculate
CASA of Linn County, Inc.	312	202	65%	2.4
CASA of Marion County, Inc.	922	279	30%	2
CASA for Children	3,201	1,044	33%	2
CASA of Polk County	156	140	90%	1
CASA of Umatilla Morrow County	207	83	40%	10
Wallowa County CASA Program	20	8	40%	2
Yamhill County CASA	141	81	57%	2.5

<sup>33</sup> This does not include data from Sherman County as it was not included on the data set.

### 5.3 Oregon CASA Network

The mission of Oregon CASA Network (OCN) is to “Strengthen local CASA programs in Oregon,” and the vision is that “All CASA programs have sustainable resources to advocate for all children who are victims of neglect and abuse in Oregon.”<sup>34</sup>

Currently, the OCN is led by a board of directors who were elected by members. Of the 13 board members:

- Eight are Executive Directors of local CASA programs
- One is a retired Executive Director of a local CASA program
- Four are community volunteers

The OCN does not currently have paid staff but is in the process of hiring a CEO. The OCN’s goal is to provide support to local CASA programs on both business management and service delivery. OCN will require support from the state of Oregon to do so successfully.

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<sup>34</sup> “Oregon CASA Network Strategic Plan,” Oregon CASA Network, 2018.  
[http://docs.wixstatic.com/ugd/339c5e\\_d990a958dc414361a20a2aa5bd7fa87e.pdf](http://docs.wixstatic.com/ugd/339c5e_d990a958dc414361a20a2aa5bd7fa87e.pdf)

## 6 Evaluation Methodology

This section provides an outline of the evaluation, data analysis, and recommendation process we used. It also includes the research we conducted, alternatives we analyzed, and the results of the analysis.

### 6.1 Overview

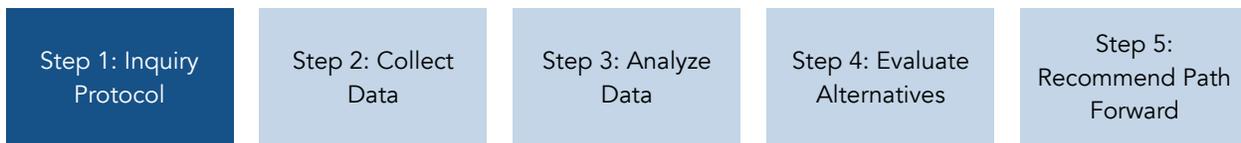
Oregon DAS requested an independent assessment of the Oregon CASA Programs' delivery of services, governance, funding distribution, and relationship to Oregon state government. Our approach pinpointed key issues, uncovered areas of strength, and identified best practices to support and facilitate improvements. In order to answer the research questions and recommend a sustainable model for Oregon CASA Programs in the future we used the steps outlined below. The steps include conducting interviews and focus groups, aggregating and analyzing data, and generating alternatives to propose to DAS and Oregon CASA Programs stakeholders. Our goal was reaching consensus on a single administrative structure for Oregon CASA Programs.

#### Approach - Oregon CASA Evaluation



### 6.2 Evaluation Activities

#### 6.2.1 Step 1 Inquiry Protocol

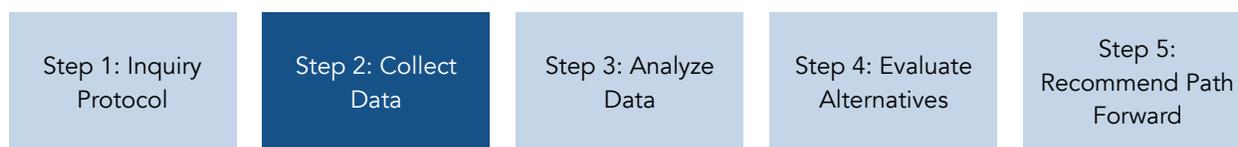


The Inquiry Protocol guided the evaluation. It included research questions that considered qualitative and quantitative questions of interest and facilitated gathering data on the nine areas of focus we were asked to assess. Our research questions focused on three areas identified by the DAS team:

1. Strengths and opportunities of the current Oregon CASA service delivery model
2. Optimal governance structure for Oregon CASA within state government

### 3. Ideal funding distribution mechanism for Oregon CASA

#### 6.2.2 Step 2 Collect Data



We collected data for the evaluation using three methodologies. Data collection occurred in the order shown below. Each activity built on the results of the one before it.

- Stakeholder Interviews and Meetings
- Document Review
- Research on Other States

The data collection portion of this evaluation focused on gathering information from various sources. The table below lists data collection activities and where additional information can be found in this report.

Table 3. Data Sources

Evaluation Activity	Location of Additional Information in this Report
Eighteen interviews with stakeholders of varying connections to Oregon CASA programs	Appendix B: Evaluation Participants
Six focus groups with local CASA program directors and volunteers in various locations around Oregon	Appendix B: Evaluation Participants
Review of OCN data and background information (relating both to OCN and local CASA program structure and service delivery)	Appendix C: Document Log
Review of data, history, and structure of CASA programs in Colorado, Idaho, Washington, and Texas	Appendix C: Document Log
Interview NCASAA representatives	Appendix B: Evaluation Participants
Interview Colorado CASA Executive Director	Appendix B: Evaluation Participants
Interview Idaho CIP Administrator and Executive Director, GAL/CASA Program	Appendix B: Evaluation Participants

### 6.2.3 Step 3 Analyze Data

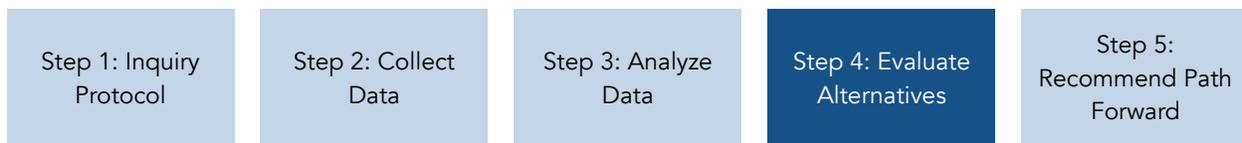


Experience-based data analysis adhered to the non-clinical qualitative research standards and ethics below:

- Data analysis protected the confidentiality of all participants
- Data was aggregated across participants and presented as themes
- Data collection and analysis employed culturally competent methods and awareness as appropriate
- Two Public Knowledge team members conducted interviews. One team member led the interview according to the approved protocol, while the second transcribed responses.

Results from research on other states and the documentation review results augmented the Oregon-specific experience-based data. We reviewed this data for ideas, opportunities, and considerations for Oregon, given the findings we identified from the stakeholder interviews and document review.

### 6.2.4 Step 4 Evaluate Alternatives



Involving stakeholders in the evaluation of options resulted in actionable recommendations and a clear and realistic path forward because stakeholders helped create it. The alternatives analysis included:

- Articulating and summarizing alternatives.
- Facilitating two alternatives analysis workshops, using a proven scorecard tool that required participants to weight alternatives against a standard set of criteria. The process is both quantitative and qualitative. It creates value by promoting discussion and engagement between stakeholders.
- Participants represented a variety of viewpoints, including state government, Oregon CASA Network, local CASA programs, and other state agency staff.
- Documenting results and develop final recommended alternatives.

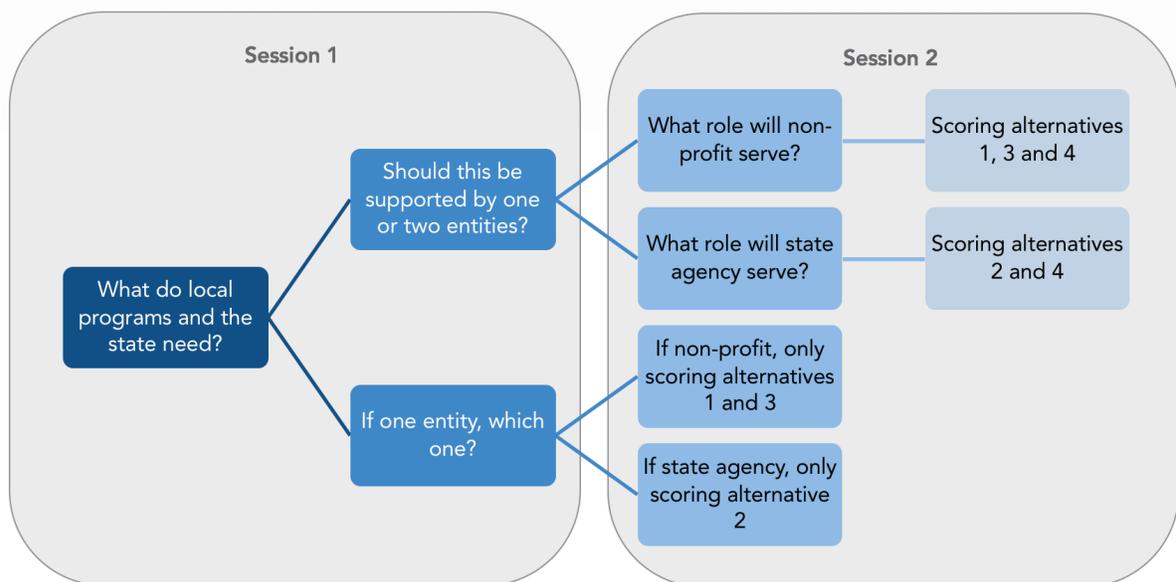
#### Alternatives Analysis

The figure below represents the process of decision making by the group during the alternatives analysis sessions. During the first alternatives analysis session, the group identified needs of local CASA programs and the state. They used that information to narrow down the alternatives to four, which are described in Section 2.5 of this report:

1. Affiliated Nonprofit
2. Affiliated State Agency
3. Direct Services Statewide Nonprofit
4. Hybrid of #1 and #2 (Affiliated Nonprofit and Affiliated State Agency)

These four alternatives are those referenced in the graphic below:

Figure 6. Alternative



In the second alternatives analysis session, the group examined each of the four alternatives in detail, discussing the structure and its associated advantages and disadvantages, before reviewing the evaluation criteria and assigning each criteria a weight in order to score the alternatives. The evaluation criteria used for each alternative is below:

Criteria	Definition
Risk Level	The likelihood that the alternative will not be successful, as well as the willingness and ability to manage that level of risk.

<b>External Support</b>	The level of buy-in and engagement of long-term stakeholders, such as the state agency, juvenile court stakeholders, and the legislature.
<b>Efficient and Effective: Service Delivery Operations</b>	The level of efficiency and effectiveness of the program and service delivery support provided to local CASA programs. This includes but is not limited to provision of CASA services, volunteer training, training and supporting executive directors, and hosting statewide meetings for local CASA program directors and staff.
<b>Efficient and Effective: Business Management Operations</b>	The level of efficiency and effectiveness of support to local CASA programs regarding business management. Such support could include grant-writing, accounting, fiscal management, data analysis, and reporting.
<b>Ease of Implementation</b>	The complexity and level of change required to implement the alternative. Implementation can include transitions within the statewide nonprofit organization and local CASA programs, statutory dependency, creation of positions within a state agency, and the ease of recruiting, hiring, and training within the statewide nonprofit organization.
<b>Appropriate Oversight</b>	The level of assurance that the oversight provided results in the continual increase in the quality of services delivered to children and families. Oversight includes program and service delivery, business management, performance measurement, and quality assurance.
<b>Ability to Serve All Eligible Children</b>	The level of assurance that the alternative provides the best opportunities for funding, visibility, and resources for Oregon CASA Programs to meet state statute to serve all eligible children.
<b>Long-Term Stability</b>	The level to which the alternative provides sustainability and stability of Oregon CASA Programs and service delivery to eligible children over the next five to ten years.

### Results of the Alternatives Analysis

After reviewing the evaluation criteria, the group assigned a weight to each of the criteria before scoring the alternatives. This weight attaches value to each criterion so that criterion with the most impact on the success of an alternative are factored more heavily in the scoring. Note that one of the criteria, "Ability to Serve All Eligible Children," was not assigned a weight because the group agreed that if all other criteria were met, the chosen alternative would allow them to serve all eligible children.

The group then scored each alternative via group consensus. The criteria and their designated weights are shown below on the scorecard, along with the score given to each alternative. For purposes of scoring each alternative, each criterion was assigned a rating of 1 to 5 as follows:

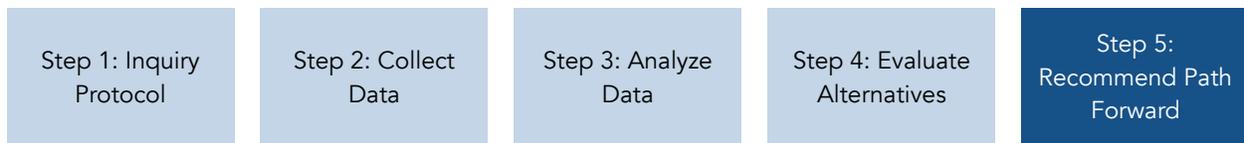
- 1 (None): Alternative does not meet any benefits of the criterion
- 2 (Below Average): Alternative meets only a few benefits of the criterion
- 3 (Average): Alternative meets the expected benefits of the criterion
- 4 (Above Average): Alternative meets most of the benefits of the criterion
- 5 (Meets All): Alternative exceeds the criterion definition

Figure 7. Score Card

Evaluation Criteria	Weight (sum=100)	Alternative 1 Affiliated Nonprofit		Alternative 2 Affiliated State Program		Alternative 3 Direct Services Nonprofit		Alternative 4 Hybrid (1 and 2)	
		Score	Weighted Score	Score	Weighted Score	Score	Weighted Score	Score	Weighted Score
Risk Level	10	4	40	2	20	2	20	3	30
External Support	15	3	45	2	30	2	30	3	45
Efficient & Effective: Service Delivery	20	4	80	3	60	3	60	3	60
Efficient & Effective: Business Management	15	4	60	4	60	4	60	3	45
Ease of Implementation	10	3	30	2	20	2	20	2	20
Appropriate Oversight	15	4	60	3	45	3	45	3	45
Ability to Serve All Eligible Children	0		0		0		0		0
Long-Term Stability	15	5	75	3	45	3	45	3	45
<b>Total</b>	<b>100</b>	<b>27</b>	<b>390</b>	<b>19</b>	<b>280</b>	<b>19</b>	<b>280</b>	<b>20</b>	<b>290</b>

The scoring process produced a clear preference for Alternative 1: Affiliated Nonprofit.

### 6.2.5 Step 5 Recommend Path Forward



The compilation of research from Oregon and other states, NCASAA best practices, and the scoring of the four alternative governance structures led to the recommendation of Alternative 1: Affiliated Nonprofit. The recommendations shared in this report support the establishment of an affiliated nonprofit structure to lead and support local CASA programs in both the short and long term. This structure will best meet the identified needs of local CASA programs, OCN, and statewide stakeholders.

## Appendix A: Research Questions and Location in Report

The request for proposal (RFP) and contract for this work set out the scope of the evaluation in detail. The table below provides the research questions and where to find the detailed analysis for each question in this report.

Inquiry Area	Research Question	Section of this Report
<b>Delivery of CASA Services</b>	1. Evaluate CASA Volunteer Programs and Oregon CASA Network's degree of alignment with best practices recommended by NCASAA and effectiveness in meeting national standards, requirements, and policies.	3.1.1
	2. Evaluate CASA Volunteer Programs and Oregon CASA Network's level of compliance with Oregon statutes, administrative rules, and policies related to the program.	2 3.1.1 4.1.1
	3. Determine the efficacy of CASA Volunteer Programs' existing performance measures. Provide options for alternative measures if existing measures are insufficient.	3.1.1 3.2.1 4.3.2
	4. Examine existing methods of service delivery and business management across active CASA Volunteer Programs. Determine whether structural or operational changes should be made to better deliver CASA services across Oregon.	3.1.3 3.2.1 4.1.1 4.2.1
<b>Governance Structure and State Relationship</b>	5. Determine if the relationship between CASA Volunteer Programs, the Oregon CASA Network, and the State of Oregon is structured in a way that allows for efficient and effective operations while providing appropriate oversight. If not, please provide alternative structural options.	3.1.1 3.1.2 3.1.5 4.1.1 4.1.2 4.1.3
	6. Determine if there a need to modify current statutes and administrative rules to provide for more clarity governing the relationship between CASA Volunteer Programs, the Oregon CASA Network, and the State of Oregon. If so, please develop options for statutory, administrative, or policy changes.	3.1.2 3.1.5 4.1.3 4.1.4

	7. Given the nature of the work currently performed by CASA, and the unique missions of the various state agencies, evaluate the most appropriate long-term state agency placement for the program to ensure the stability of the local CASA programs. Determine how this relationship should be structured. (Please develop options and briefly summarize the advantages and disadvantages of each.)	3.1.2 4.1.2
	8. Evaluate degree to which major stakeholders and advisory bodies are engaged with CASA Volunteer Programs, and degree to which advisory bodies' and stakeholders' input is being considered and implemented. Evaluate if CASA's process for stakeholder input easy to find and follow, and if the stakeholder input is transparent and accessible.	3.1.4 3.2.2 4.1.5 4.2.1
	9. Evaluate governance models of CASA programs in other states to determine whether Oregon's governance model is best suited to delivery of CASA services to all eligible children.	3.1.2 4.1.1 4.1.3
<b>Distribution Formula, Funding Mechanism, and Financial Stability</b>	10. Review the formulas used for distribution of state funds to CASA Volunteer Programs and determine whether the current formula is appropriate, consistent with other states, outdated, etc.	3.3.1 4.3.3
	11. Review the frequency and mechanism of the funding and determine whether the current system is appropriate, effective, efficient, etc.	3.3.2 4.3.1 4.3.2
	12. Determine whether local CASA Volunteer Programs are aware of and making reasonable use of available funding opportunities (private donation, federal funds, etc.).	3.3.3 4.3.2

## Appendix B: Evaluation Participants

### Focus Groups by Location

#### Baker City

- Mary Collard, Executive Director, CASA of Eastern Oregon
- Hannah Hinman, Executive Director, Grant-Harney County CASA
- Jenny Mund, CASA volunteer, Grant-Harney County CASA
- Julie Rogers, Executive Director, Wallow County CASA Program
- Wendy Simer, Program Manager and CASA volunteer, CASA of Eastern Oregon

#### Fossil

- Jenna App, Executive Director, CASA of Central Oregon
- Susan Erickson, Executive Director, Columbia Gorge CASA
- Candy Humphreys, Executive Director, Frontier CASA

#### McMinnville

- Katey Axtell, Executive Director, CASA of Polk County
- Nicole Myrstol, Interim Executive Director, Yamhill County CASA
- Susan McNaught, Volunteer Manager, CASA of Polk County
- Kari Rieck, Executive Director, CASA Voices for Children Benton Co

#### Medford

- Mona Chandler, Program Director, CASA of Curry County
- Katherine Elisar, Program Director, CASA of Douglas County
- Bruce Laidlaw, Board Member and CASA volunteer, CASA of Jackson County, Inc.
- Jennifer Mylenek, Executive Director, CASA of Jackson County, Inc.
- Wenonoa Spivak, Deputy Director, CASA of Jackson County, Inc.
- Jim Wright, Board Member and CASA volunteer, CASA of Jackson County, Inc.

#### Newport

- Greg Dalton, Program Director, CASA of Coos County
- Mike Melneck, Executive Director, CASA of Lincoln and Tillamook Counties
- Liz Tarrant, Recruiter and Trainer and CASA volunteer, CASA of Coos County
- Louise Solliday, CASA volunteer, CASA of Lincoln and Tillamook Counties
- Jennifer Yerly, Program Coordinator, CASA of Lincoln and Tillamook Counties

**Salem**

- Heather Murphy, OCN President-Elect and Executive Director, CASA Lane County
- Betsy Stark-Miller, OCN Board President and Executive Director, CASA for Children
- Shaney Starr, Executive Director, CASA of Marion County

**Interviewees**

- Debra Alsaker-Burke, CIP Administrator; Executive Director, Idaho CASA 7th District
- Paige Beard, Director of Program Services, National CASA Association
- Jenny Bender, Executive Director, Colorado CASA
- Robin Christian, Executive Director, CASA of Clackamas County
- Michelle Deister, Senior Legislative Analyst, Legislative Fiscal Office
- Hon. Cynthia Easterday, Judge, Yamhill County Circuit Court
- Angela Fasana, Grande Ronde CASA Program Director
- Julie Gilman, Executive Director, CASA of Linn County, Inc.
- Megan Hassen, Juvenile Law & Policy Counsel, Oregon Judicial Department Juvenile and Family Court Programs Division
- Dave Hunt, Senior Vice President of Government Affairs, Strategies 360
- Barbara Johnson, retired Administrator, Oregon Housing and Community Services
- Betsy Johnson, State Senator 16<sup>th</sup> Senate District
- Blondean Jones, State Development Officer, National CASA Association
- Marilyn Jones, Director, Oregon Department of Human Services Child Welfare DHS
- Kathleen Joy, Director, Oregon Volunteers
- Sherril Kuhns, Federal Compliance Manager, Oregon Department of Human Services
- Julia Mabry, Executive Director, Clatsop CASA Program, Inc.
- Leola McKenzie, Director, Oregon Judicial Department Juvenile and Family Court Programs Division
- Amy Miller, Acting Deputy Directory, Oregon Public Defense Services
- Karri Mirande, Executive Director, CASA for Children of Klamath County
- Erin Moore, Former Director, Oregon CASA Network
- Linda Morter, Budget Officer, Oregon Housing and Community Services
- Nancy Nathanson, State Representative 13<sup>th</sup> House District
- Hon. Tracy Prall, Presiding Judge, Marion County Circuit Court
- Jesus Rome, CASA Coordinator, CASA of Umatilla-Morrow County
- Becky Smith, Grant Fund Coordinator, Oregon Department of Justice
- Liz Wakefield, Deputy General Counsel, Oregon Public Defense Services, Former Public Defender with Metropolitan Public Defenders
- Caleb Yant, Chief Financial Officer, Oregon Housing and Community Services

## **OCN Board of Directors Group Interview**

- Jenna App, OCN Board of Directors and Executive Director, CASA of Central Oregon
- Bill Bouska, OCN Board of Directors
- Tessa Bradford, OCN Treasurer
- Angela Fasana, OCN Secretary and CASA Director, Confederated Tribes of Grand Ronde
- Sid Johnson, OCN Board of Directors
- Susan Knight, OCN Board of Directors
- Heather Murphy, OCN President-Elect and Executive Director, CASA Lane County
- Jennifer Mylenek, OCN Board of Directors and Executive Director, CASA of Lincoln and Tillamook Counties
- Rep. Mike Nearman, OCN Board of Directors and Oregon State Representative District 23
- Dianna Schmid, OCN Past President and CASA volunteer
- Betsy Stark-Miller, OCN Board President and Executive Director, CASA for Children

## Appendix C: Document Log

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## Appendix D: National CASA Sources and Research

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## Appendix E: Oregon Revised Statutes Regarding CASAs

<p><b>Or. Rev. Stat. Ann. § 419B.112 (1)</b></p>	<p>“In every case under ORS chapter 419B, the court shall appoint a court appointed special advocate. The court appointed special advocate is deemed a party in these proceedings and may be represented by counsel, file pleadings and request hearings and may subpoena, examine and cross-examine witnesses. If the court appointed special advocate is represented by counsel, counsel shall be paid from funds in the Court Appointed Special Advocate Fund established under ORS 184.498. Counsel representing a court appointed special advocate may not be paid from moneys in the Public Defense Services Account established by ORS 151.225, from moneys appropriated to the Public Defense Services Commission or from Judicial Department operating funds.”</p>
<p><b>Or. Rev. Stat. Ann. § 419B.112 (2)</b></p>	<p>“Subject to the direction of the court, the duties of the court appointed special advocate are to:</p> <ul style="list-style-type: none"> <li>(a) Investigate all relevant information about the case;</li> <li>(b) Advocate for the child or ward, ensuring that all relevant facts are brought before the court;</li> <li>(c) Facilitate and negotiate to ensure that the court, the Department of Human Services, if applicable, and the child or ward’s attorney, if any, fulfill their obligations to the child or ward in a timely fashion; and</li> <li>(d) Monitor all court orders to ensure compliance and to bring to the court’s attention any change in circumstances that may require a modification of an order of the court.” </li></ul>
<p><b>Or. Rev. Stat. Ann. § 419B.112 (3)</b></p>	<p>“If a juvenile court does not have a sufficient number of qualified court appointed special advocates available to it, the court may, in fulfillment of the requirements of this section, appoint a juvenile department employee or other suitable person to represent the child or ward’s interest in court pursuant to ORS 419A.012 or 419B.195.”</p>
<p><b>Or. Rev. Stat. Ann. § 419B.112 (4)</b></p>	<p>“Any person appointed as a court appointed special advocate in any judicial proceeding on behalf of the child or ward is immune from any liability for defamation or statements made in good faith by that person, orally or in writing, in the course of the case review or judicial proceeding.”</p>
<p><b>Or. Rev. Stat. Ann. § 419B.112 (5)</b></p>	<p>“Any person appointed as a court appointed special advocate, CASA Volunteer Program director, CASA Volunteer Program employee or member of the board of directors or trustees of any CASA Volunteer Program is immune from any liability for acts or omissions or errors in</p>

	judgment made in good faith in the course or scope of that person's duties or employment as part of a CASA Volunteer Program."
<b>Or. Rev. Stat. Ann. § 419B.112 (6)</b>	"Whenever the court appoints a court appointed special advocate or other person under subsections (1) to (3) of this section to represent the child or ward, the court may require a parent, if able, or guardian of the estate, if the estate is able, to pay, in whole or in part, the reasonable costs of court appointed special advocate services, including reasonable attorney fees. The court's order of payment is enforceable in the same manner as an order of support under ORS 419B.408."
<b>Or. Rev. Stat. Ann. § 419B.112 (7)</b>	"Upon presentation of the order of appointment by the court appointed special advocate, any agency, hospital, school organization, division, office or department of the state, doctor, nurse or other health care provider, psychologist, psychiatrist, police department or mental health clinic shall permit the court appointed special advocate to inspect and copy, and may consult with the court appointed special advocate regarding, any records relating to the child or ward involved in the case, without the consent of the child, ward or parents."
<b>Or. Rev. Stat. Ann. § 419B.112 (8)</b>	"All records and information acquired or reviewed by a court appointed special advocate during the course of official duties are deemed confidential under ORS 419A.255."
<b>Or. Rev. Stat. Ann. § 419B.112 (9)</b>	"For the purposes of a Child Abuse Prevention and Treatment Act (42 U.S.C. 5101 et seq.) grant to this state under P.L. 93-247, or any related state or federal legislation, a court appointed special advocate or other person appointed pursuant to subsections (1) to (3) of this section is deemed a guardian ad litem to represent the interests of the child or ward in proceedings before the court. [2012 c.97 §2; 2012 c.107 §105; 2017 c.630 §9]"
<b>Or. Rev. Stat. Ann. § 419B.195 (1)</b>	"If the child, ward, parent or guardian requests counsel for the child or ward but is without sufficient financial means to employ suitable counsel possessing skills and experience commensurate with the nature of the petition and the complexity of the case, the court may appoint suitable counsel to represent the child or ward at state expense if the child or ward is determined to be financially eligible under the policies, procedures, standards and guidelines of the Public Defense Services Commission. Whenever requested to do so, the court shall appoint counsel to represent the child or ward in a case filed pursuant to ORS 419B.100. The court may not substitute one appointed counsel for another except pursuant to the policies, procedures, standards and guidelines of the Public Defense Services Commission."
<b>Or. Rev. Stat. Ann. § 419C.285 (1)</b>	"At the adjudication stage of a delinquency proceeding, the parties to the proceeding are the youth and the state, represented by the district

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attorney or the juvenile department. At the dispositional stage of a delinquency proceeding, the following are also parties:

- (a) The parents or guardian of the youth;
- (b) A court appointed special advocate, if appointed;
- (c) The Oregon Youth Authority or other child care agency, if the youth is temporarily committed to the agency; and
- (d) An intervenor who petitions or files a motion on the basis of a child-parent relationship under ORS 109.119.”

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