

**DAY 1**



# Ways and Means Public Safety Subcommittee

**Oregon Youth Authority**  
**February 2023**

# Overview



## **Day 1 - Overview**

- Agency overview
- Youth population and demographics
- Developmental approach
- Structure and budget overview

## **Day 2 – Program Areas**

## **Day 3 – Budget Priorities**

## **Day 4 – CFO and Public Testimony**



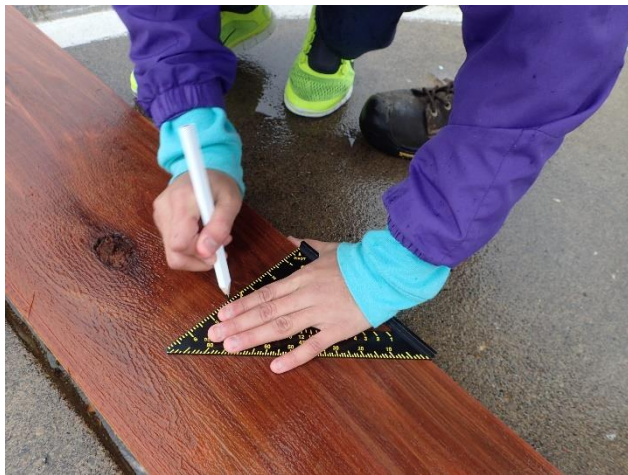
# Agency Overview

# Mission and Vision



**Mission:** To protect the public and reduce crime by holding youth accountable and providing opportunities for reformation in safe environments.

**Vision:** That youth who leave OYA go on to lead productive, crime-free lives.



# Priorities



## **2023-25 Budget Priorities:**

- Small and safe living units
- Diversity, equity, and inclusion
- The right supports and resources for youth and staff, including modernizing JJIS and victims' services

# Oregon's Juvenile Justice System (to scale)

---



**299,454**  
youth ages  
12-17 in  
Oregon

**2,157** youth  
on county  
supervision

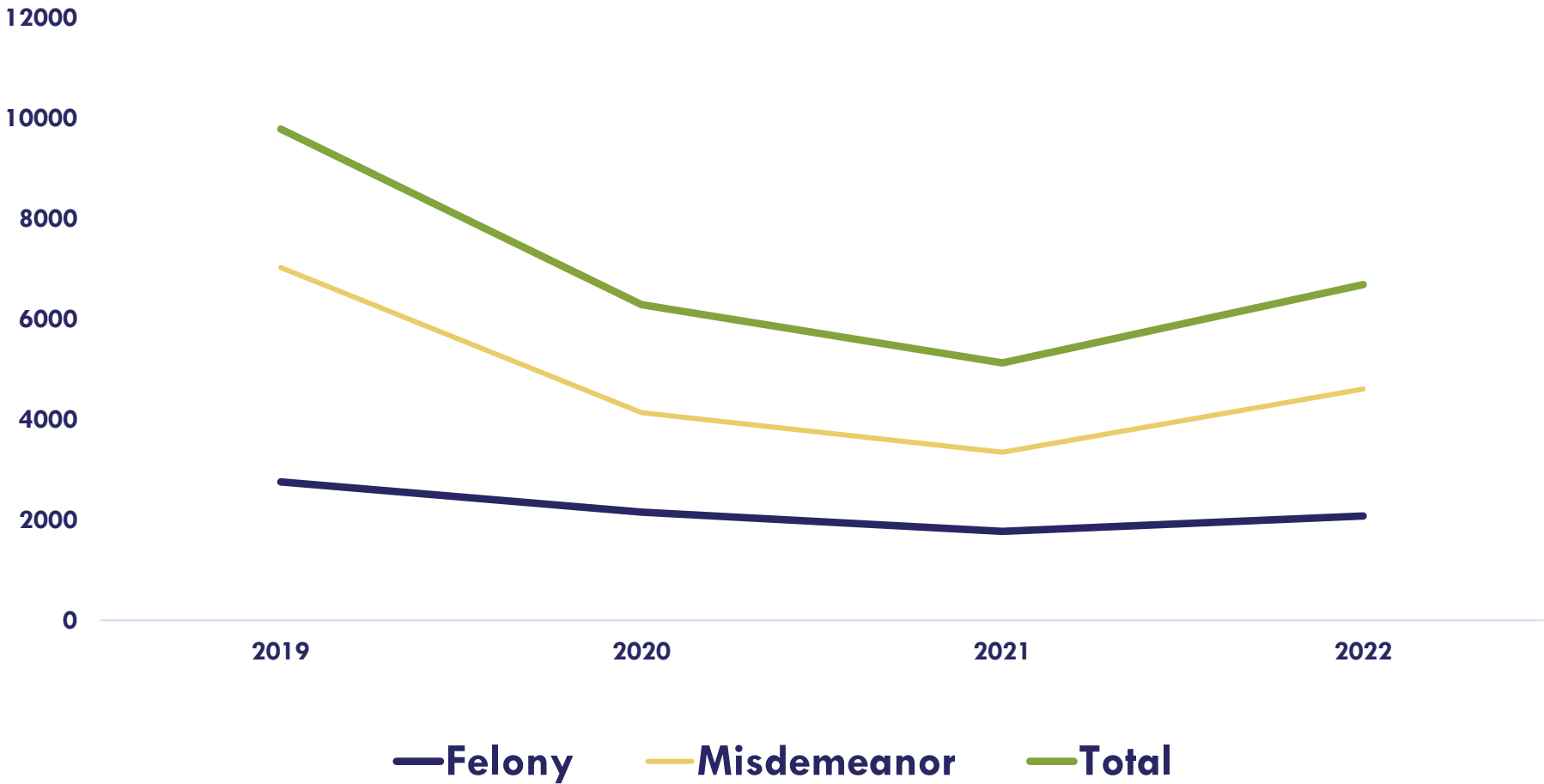
**543** youth  
on OYA  
parole and  
probation

**368** youth in  
OYA close  
custody

# Oregon Juvenile Referrals (Criminal) 2019-2022



### Juvenile Referrals in Oregon (Criminal) by Calendar Year



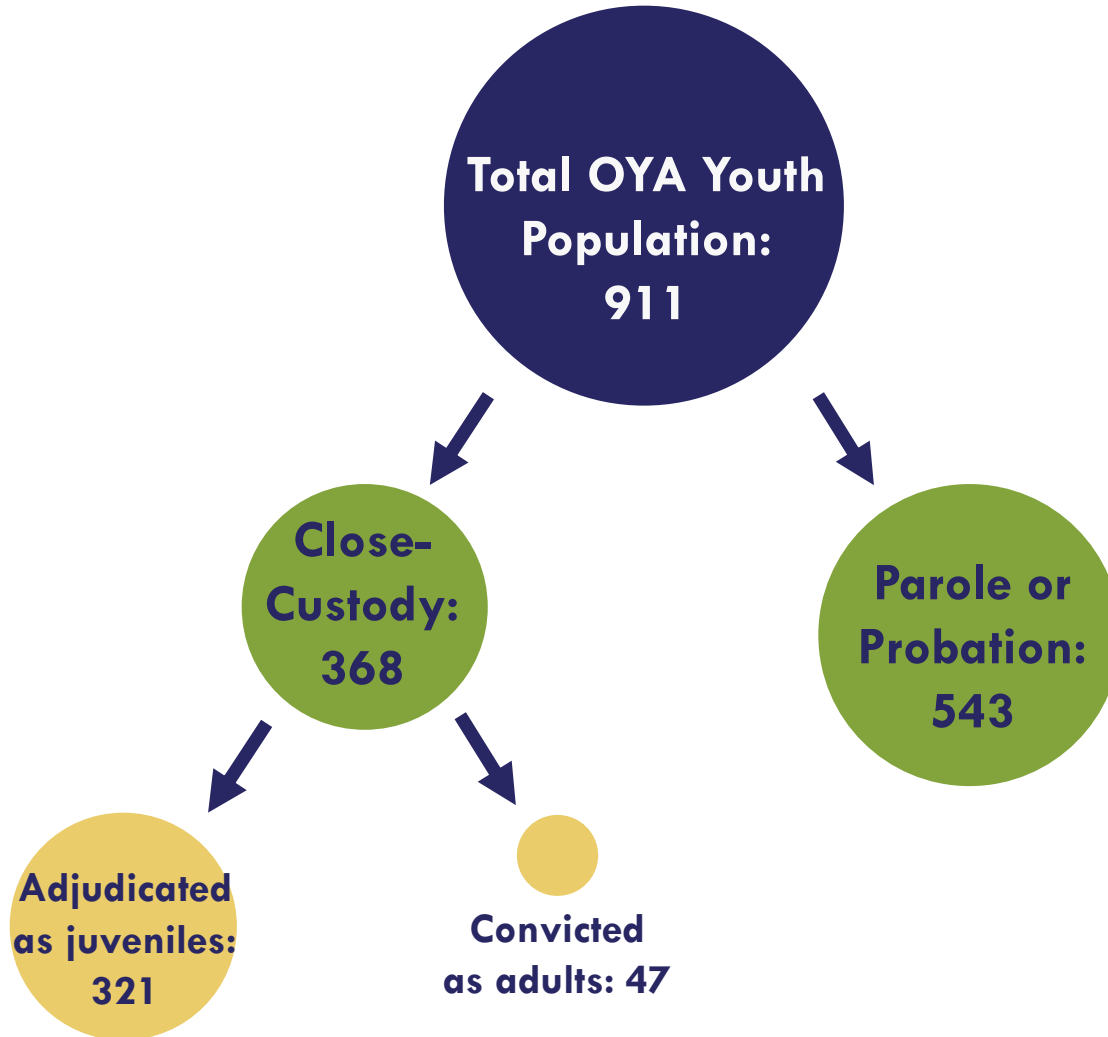
Source: Adapted from JJIS Report 00258b; Oregon Youth Authority, Research Team





**Youth We Serve**

# Youth Numbers

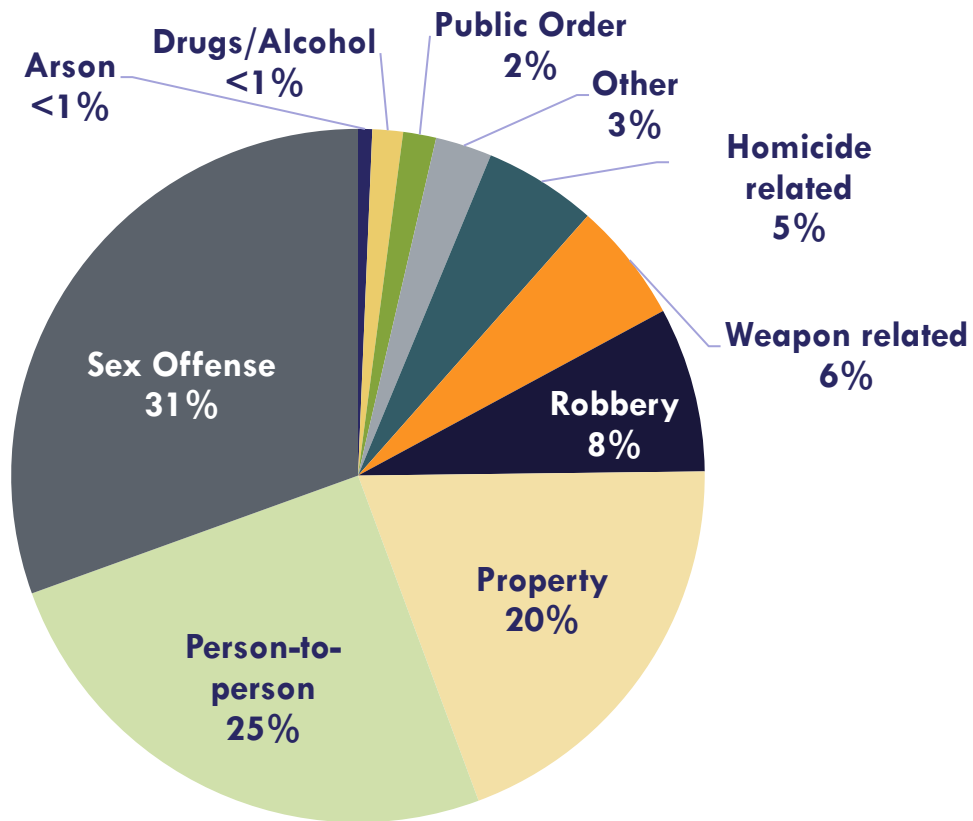


Source: OYA Quick Facts, January 2023

# Commitment Crimes



## Most Serious Crimes

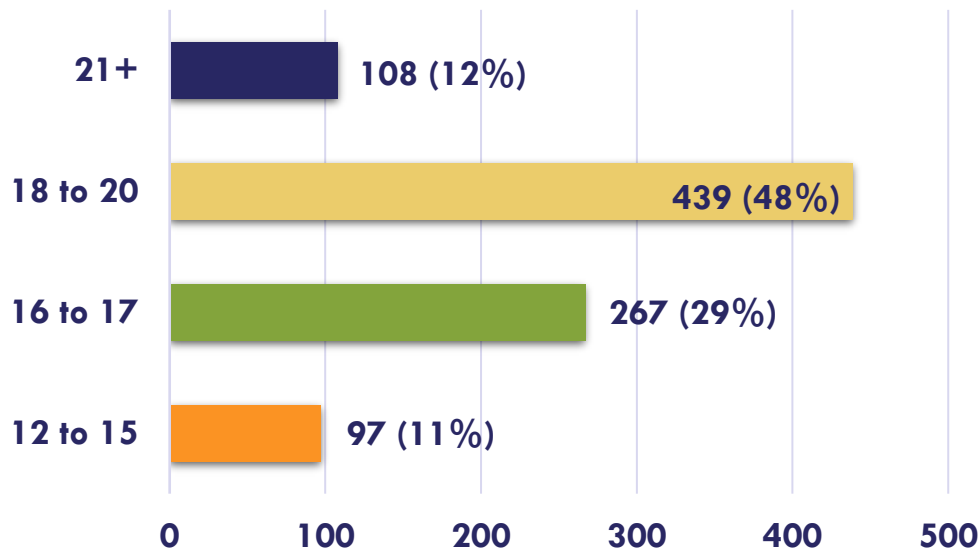


Source: OYA Quick Facts January 2023

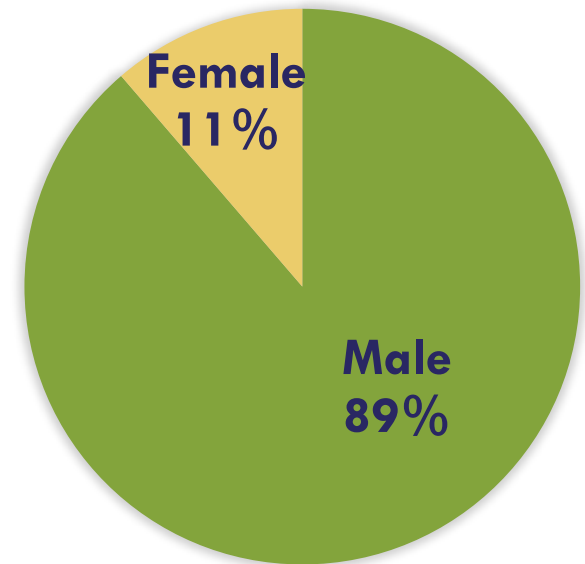
# Youth Demographics



## Age



## Gender



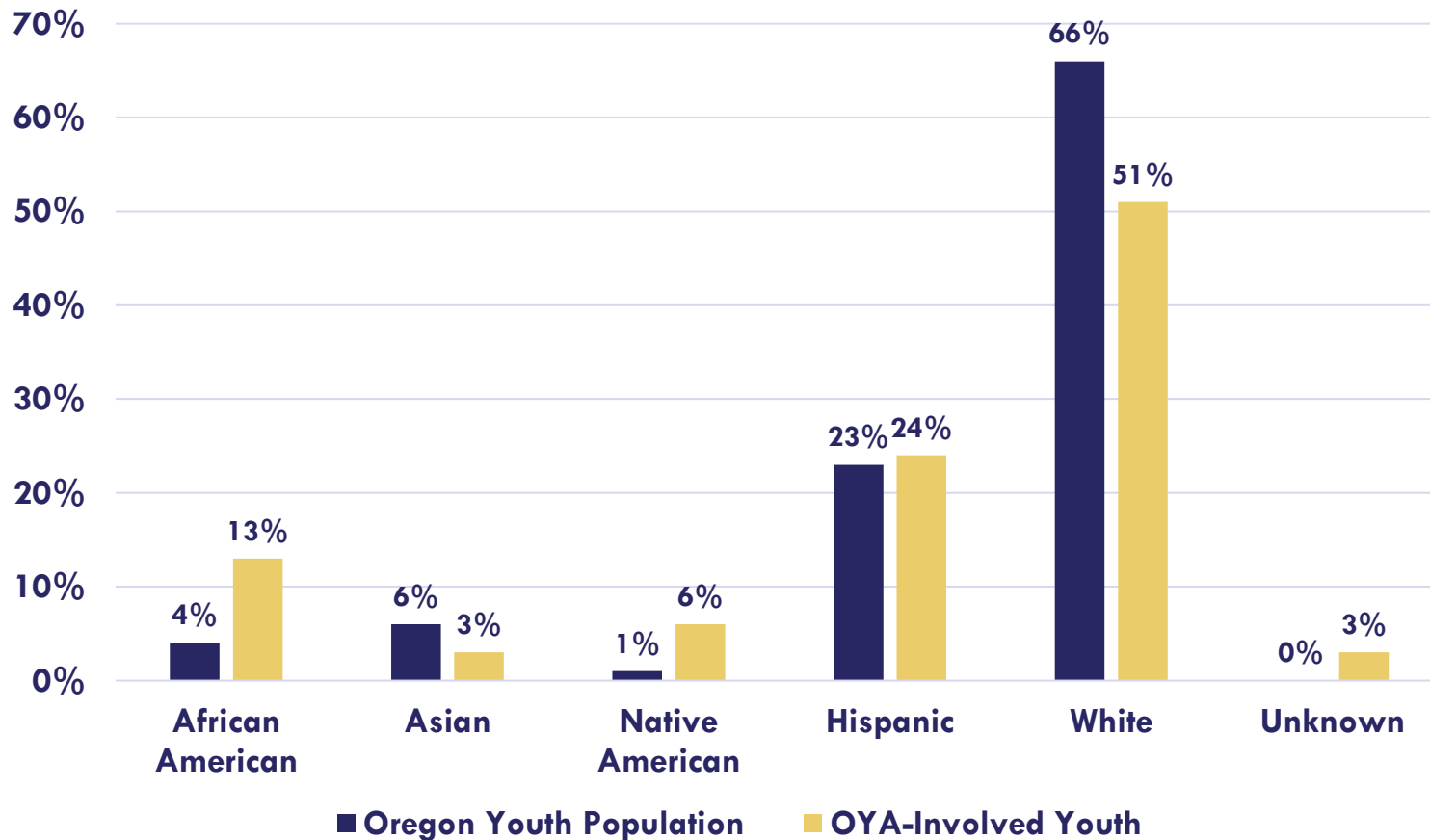
Source: OYA Quick Facts January 2023

# Racial Disparities



Youth of color are over-represented at every point of the juvenile justice system.

**Oregon Youth Population and OYA Youth Demographic Comparison**



# Mental Health and Trauma



- **Diagnosed mental health disorder:** Nearly 70% of boys and 91% of girls in OYA custody
  - Far above the national average for juveniles in custody
- Juvenile-justice involved youth have higher rates of trauma, sexual abuse, homelessness, suicidal behavior - **Adverse Childhood Experiences (ACEs)** - than the general youth population

# Substance Abuse



- **Two thirds of OYA youth struggle with substance abuse or dependence**
- Drug and alcohol abuse issues affect two-thirds of OYA youth
- Drug overdoses among young people across the country have significantly increased since 2019
- Fentanyl epidemic across the state
- More youth with increasing needs around substance use disorders

# Community in Crisis



- **More than one-third (37%)** of high school students reported they experienced poor mental health during the COVID-19 pandemic
- **44%** reported they persistently felt sad or hopeless during the past year
- **LGBTQ+ and female youth** reported greater levels of poor mental health
- **Oregon** ranks near the worst - 45<sup>th</sup> - among states for access to mental health care for young people



# Behavioral Challenges



- Coping mechanisms change upon intake
  - More aggressive, outward behavior
  - More self-harm, internal behavior
- Higher concentration of youth at extreme ends of trauma reactivity
- Examples:
  - Youth on 1-to-1 staff supervision
  - High numbers of youth on suicide risk levels, needing more frequent check-ins with mental health staff

# Video: Youth Needs



<https://www.youtube.com/watch?v=jx5kZym8GLQ>

# Staffing Crisis



- QMHP shortages
- Staffing shortages
- Meeting complex needs requires skilled staff and appropriate ratios



# Developmental Approach

# Developmental Approach



- Brain development
- Equity lens
- Research-driven, data-informed
- Positive human development
- Accountability and support

# Brain Development



- Young people have immense capacity for change and growth.
- We intentionally create environments that are suited for healthy development to work on growth, recovery, and accountability.



# Equity Lens



- Youth of color are over-represented in the justice system
- Center racial disparities in decision-making
- Overall focus on diversity, equity, and inclusion
- Use data to identify disparities
- Expand culturally responsive services to better support youth of color

# Youth Reformation System (YRS)



## YRS uses

**Data**

**Research**

**Predictive analytics**

**to**

**Inform  
decision-  
making**

**Improve  
equity**

**Support  
professional  
discretion**

**Reduce  
future  
victimization**

**Maximize  
use of  
resources**



# Positive Human Development



## PHD provides:

- Supportive relationships
- Meaningful participation
- Opportunities










## To help:

- Encourage accountability
- Support growth
- Increase engagement
- Facilitate learning

# Fundamental Practices



## Fundamental Practices for Living Units

	Youth and staff demonstrate skills of emotional regulation, problem solving, and conflict resolution
	Staff report feeling confident in identifying skills needed and how to coach or teach safe community skills
	Skill groups are documented in attendance tracking
	Conflicts are addressed and resolved promptly
	Conflict and violence are low
	Room time use is low
	Youth know their goals and demonstrate forward thinking

# Physical Environments





# Structure and Budget

# OYA Structure



**Director's Office**  
29 POS, 29.00 FTE

**Public Policy & Government Relations**

**Internal Auditing**

**Professional Standards**

**Tribal Relations**

**Diversity, Equity, & Inclusion**

**Prison Rape Elimination Act (PREA)**

**Interstate Compact for Juveniles (ICJ)**

**Communications**

**Performance Management**

**Rules & Policy Coordination**

**Research**

**Business Services**  
100 POS, 99.50 FTE

**Community Services**  
137 POS, 135.88 FTE

**Development Services**  
42 POS, 41.15 FTE

**Facility Services**  
651 POS, 627.63 FTE

**Health Services**  
44 POS, 40.00 FTE

Human Resources

Community Operations

Behavioral Health & Correctional Treatment Services

Facility Operations

Dental Services

Budget

Parole and Probation

Youth Reformation System & Positive Human Development

Youth Correctional Facilities

Medical Services

Accounting and Payroll

Residential Treatment

Educational and Vocational Services

Transition Work/Study Programs

Nursing Services

Contracts and Procurement

Foster Care

Family Engagement

Nutrition Services/  
Central Warehouse

Pharmacy Services

Physical Plant Operations

Federal/State Benefits

Inclusion and Intercultural Relations

Psychiatric Services

Information Services

Juv. Crime Prevention  
County Diversion  
Gang Prevention

Training and Development

Psychological Services

# OYA By the Numbers



**910** employees

**5** youth correctional facilities

**4** youth transitional facilities

**16** parole and probation field offices

**30** residential programs

**66** foster and proctor homes

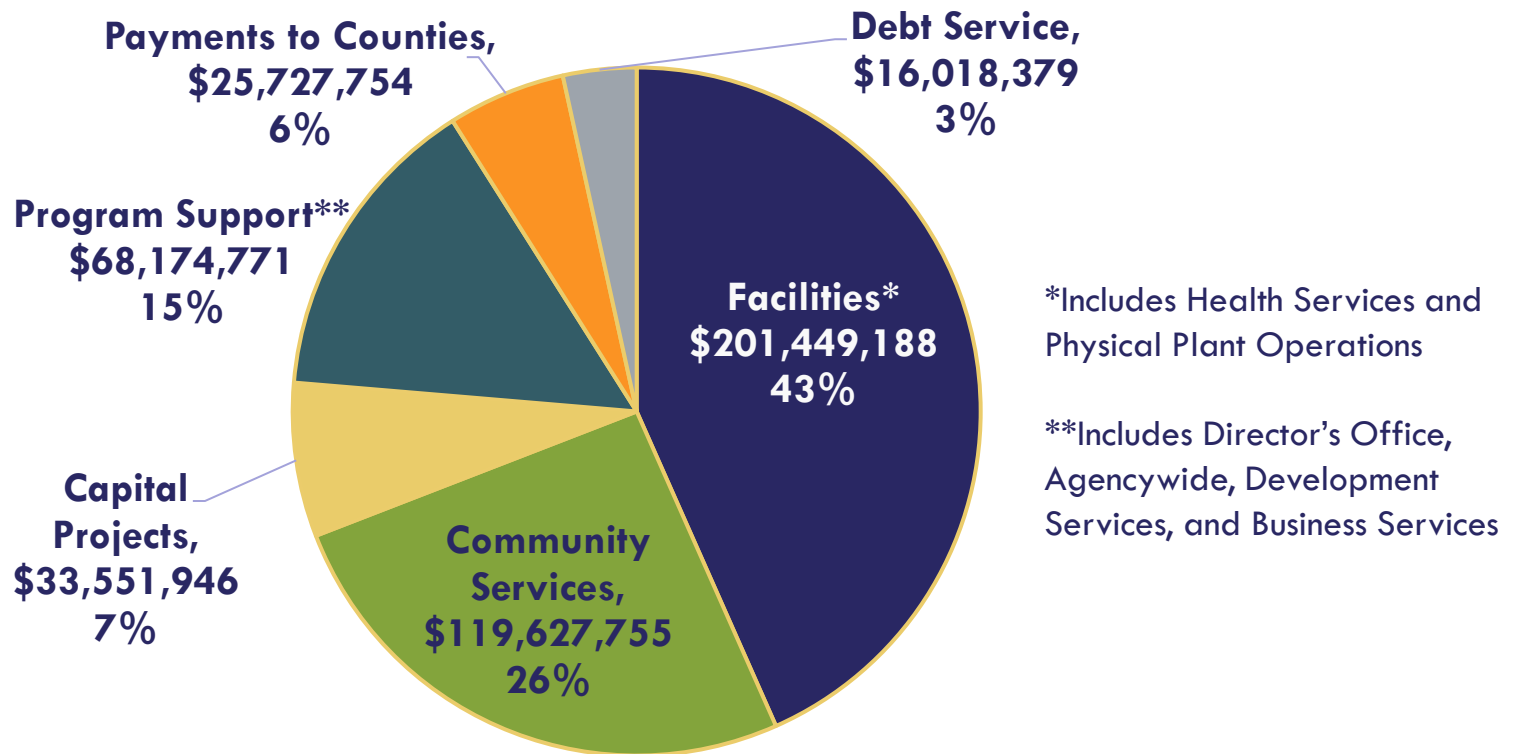
**\$272.7** million General Fund budget

**\$464.5** million Total Funds budget

# OYA Budget by Program Area



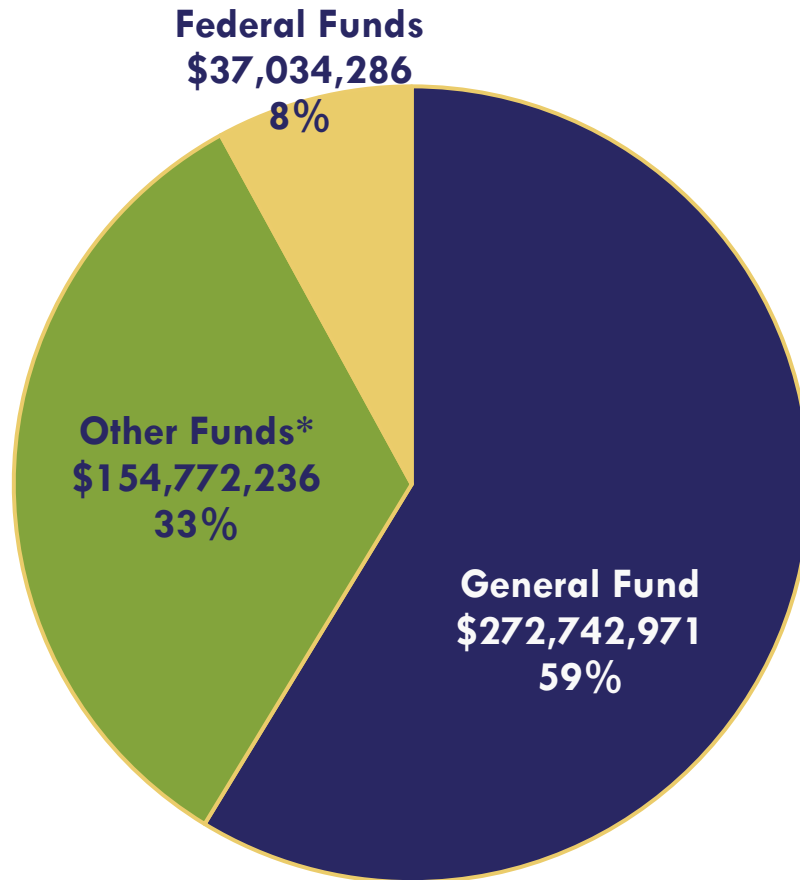
## 2021-23 LAB



# Budget by Revenue Source



## 2021-23 LAB by Revenue



\*Other Funds includes:

- **Q bonds** (capital construction) – \$42.06 M
- **Dept of Ed** (nutrition program) – \$2.06 M
- **Other Revenues** (SPOTS rebates, EAIP, Work Program) – \$2.94 M
- **Care of State Wards** (Social Security benefits, youth trust accounts) – \$2.26 M
- **One-time ARPA funds** – \$105.45 M

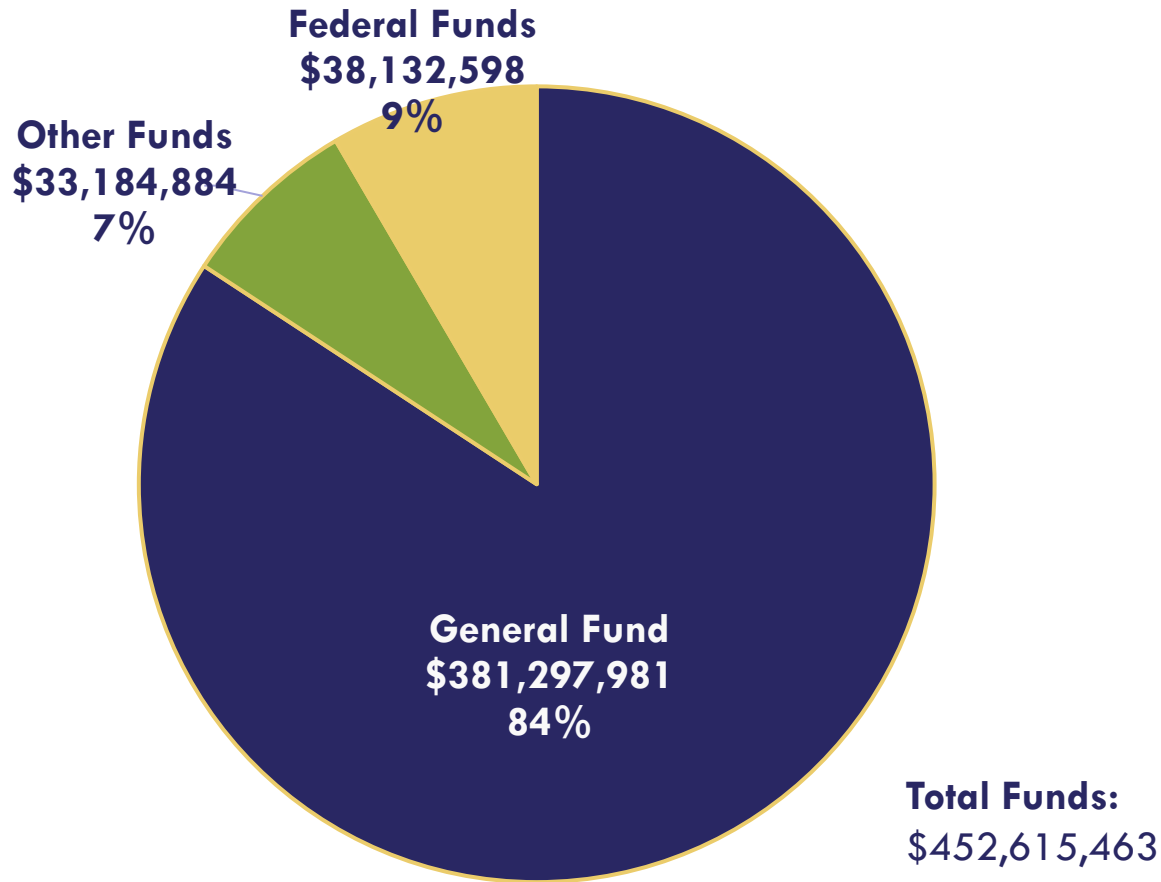
**Total Funds: \$464,549,493**



# GB by Revenue Source



## 2023-25 Governor's Budget by Revenue



# Budget True Up



- Coordination with legislature to true up OYA's budget over the last several years
- Aligned the budgets to reflect our divisions and departments
- Continued work to match budget with youth population and needs

# Legislative Partnership - Budget Notes



## 2013

- 10-Year Plan for Facilities
- Youth Reformation System

## 2015

- Prevent and Reduce Use of Isolation

## 2019

- Position Approval Process/Reduce Doublefills
- Diversity, Equity, and Inclusion

## 2021

- Small and Safe Living Units
- Juvenile Crime Prevention Funds
- Community Residential Programs

# Wrap Up & Questions



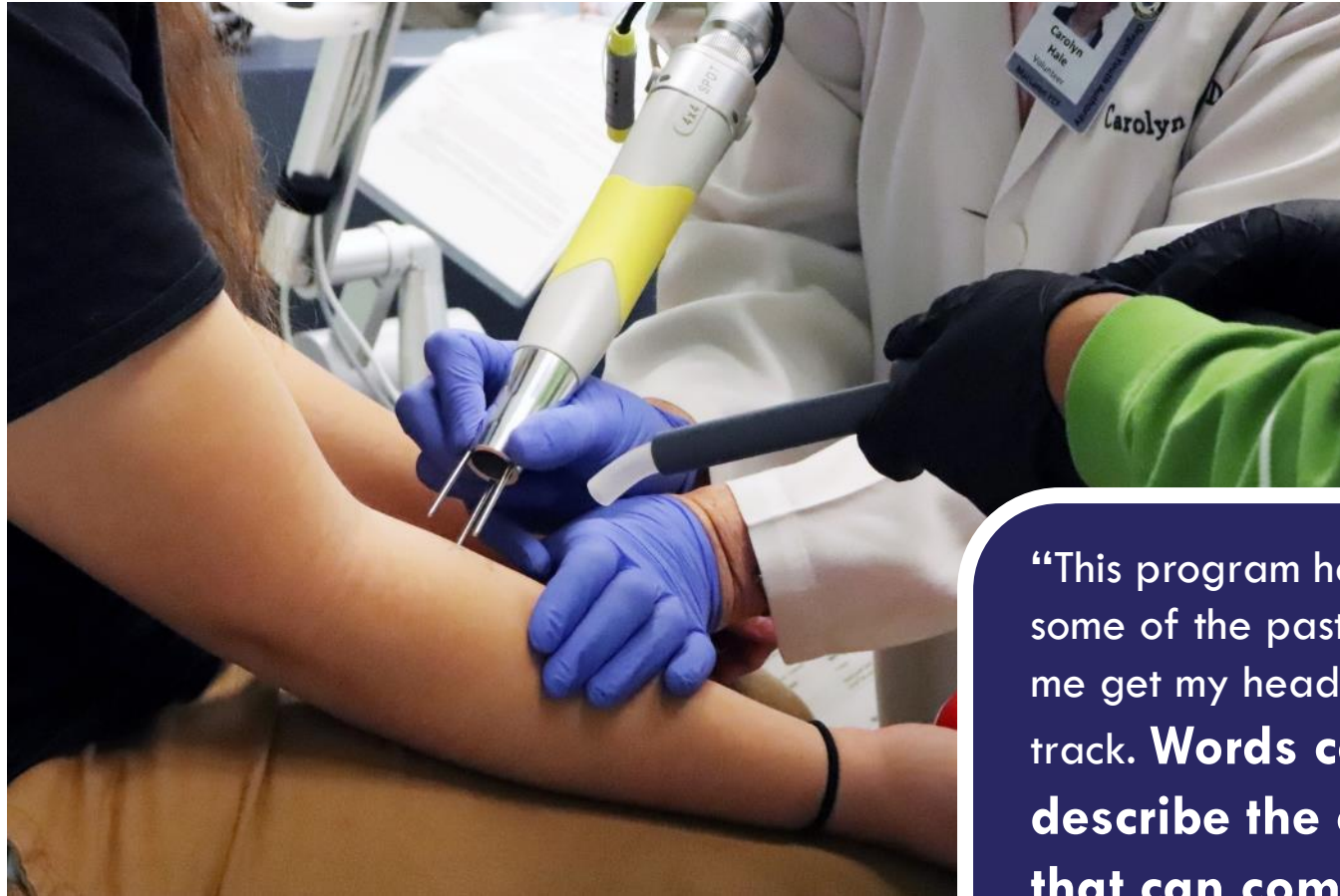
**DAY 2**

# Day 2



- Overview of program areas
  - Community Services
  - Facility Services
  - Health Services
  - Development Services
  - Business Services
  - Director's Office

# Tattoo Removal



“This program has removed some of the past and helped me get my head back on track. **Words can’t describe the changes that can come with it.**”

- Juan, about OYA's Tattoo Removal Program



# Community Services



# Community Services



# Community Services



- Parole/probation supervision for 543 youth in community
- Community Resource Unit
- Foster care



# Community Services



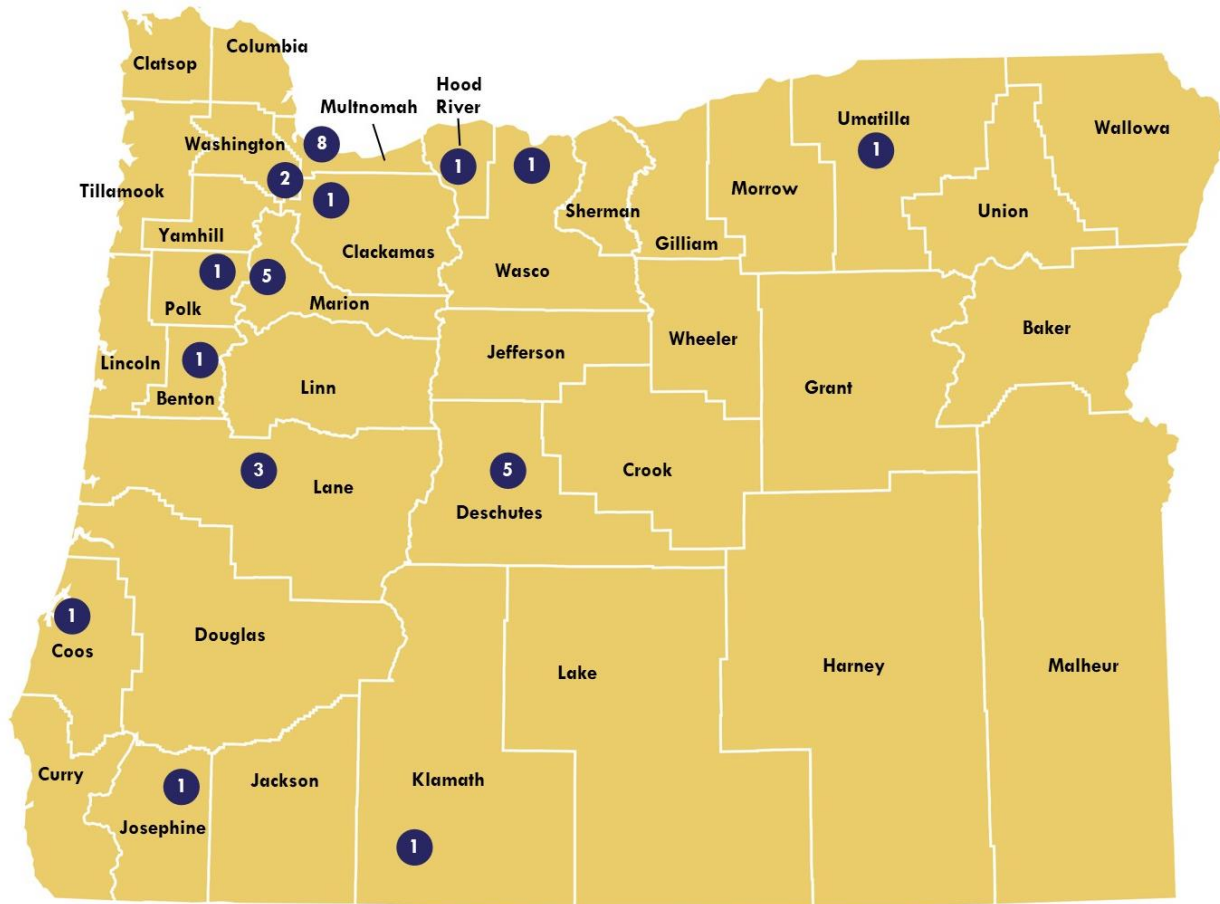
- Developmental Approach to Parole and Probation (DAPP)
- Parole readiness and ACR review
- Connections to services and workforce
- Cultural enrichment and connection
- Skill building
- Mentoring and coaching
- Family support



# Community Services



## Residential and Proctor Programs



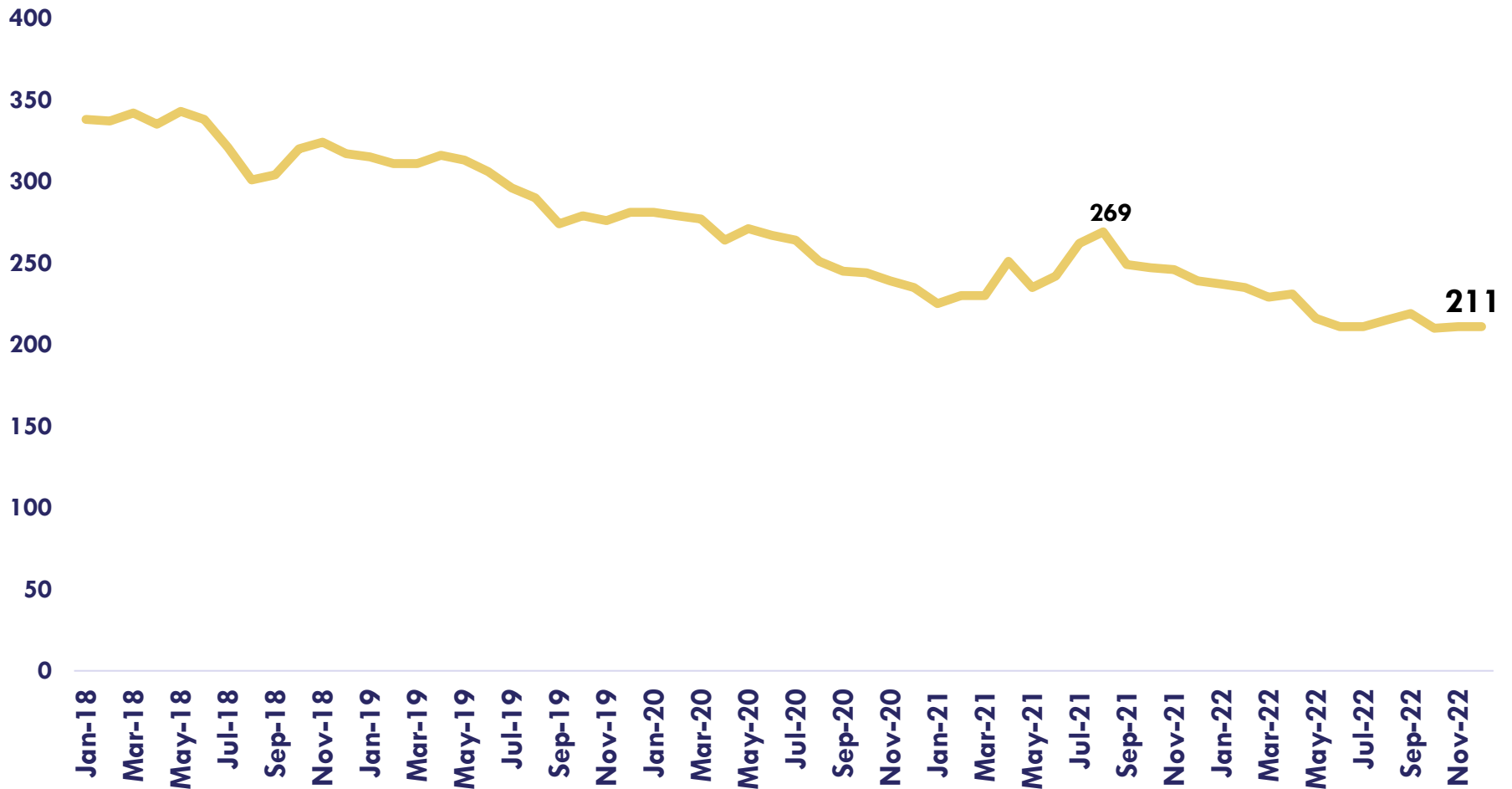
Numbers indicate how many separate programs are at that location

Updated: February 2023

# Residential Programs



## Youth in Residential Beds by Month and Year



Source: Adapted from JJIS Report 00192a; Oregon Youth Authority, Research Team

# Residential Programs



- Same workforce dynamics at play for contracted residential providers, if not worse
- Stability of many residential programs is in jeopardy
- We know the fee for service model does not cover all costs. Providers recently participated in a rate study which made it clear rates need to increase to cover the actual costs of operating a program
- Some programs are not designed to serve the clinically complex and behaviorally challenging youth served by OYA

# Community Services



## Expansion of services

- New culturally specific programming
- Contracts and relationships with shelters, assessment and evaluation, agencies that provide culturally specific services to Latino, African American, African immigrant youth
- New non-residential, community-based programming in the works
- RFI inviting new culturally specific residential and non-residential services
- Expand foster care program to be more viable option at front end and to offer more culturally specific homes
- Expand treatment foster care resources

# Community Services Needs



- Ability to access higher-level mental health support for youth
- Ability to access more dual-diagnosis and inpatient drug and alcohol services
- Community supports for youth impacted by gangs and gun violence
- Ability to access residential services for youth who have developmental disabilities
- Ability to access non-detention, non YCF location for youth in a crisis

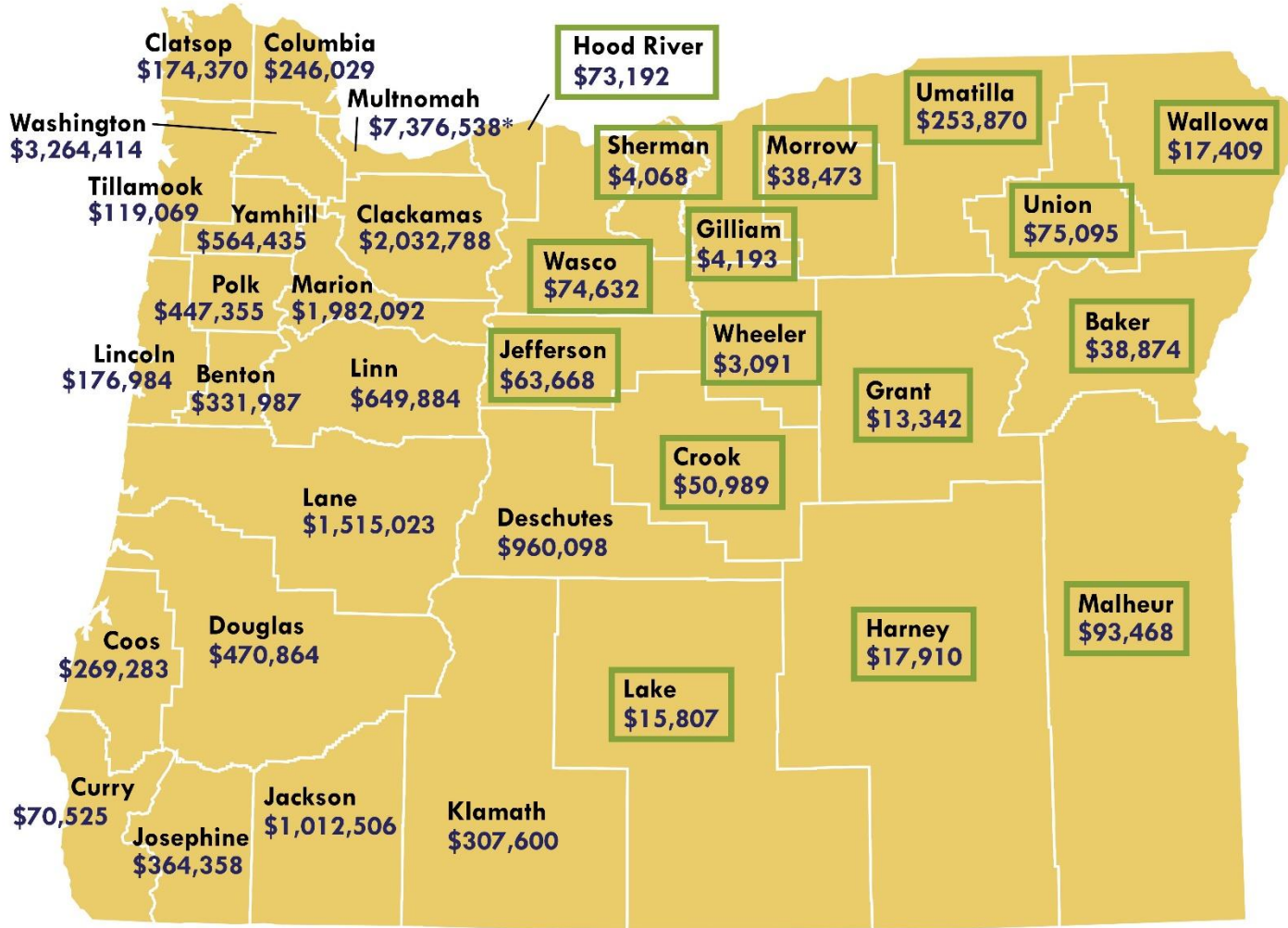


# Victims' Services



- OYA currently has **zero** positions dedicated to victims' services (many county juvenile departments have at least one)
- Best practice – communicating with victims & including them in the rehabilitation process, as they want to be included
- Equity issue – people of color and other marginalized individuals are more likely to be victims of crime
- Meaningful support for crime victims – critical element of youth reformation and public safety
- Governor's Budget recommended funding this POP for 23-25

# Funding Assistance to Counties 2021-23



**Total Juvenile Crime Prevention (JCP) Basic/ Diversion County Funding:**  
\$20,038,997

16 members of the Central Oregon Juvenile Justice Consortium (CEOJJC) pool their diversion funding of **\$711,303** and provide to CEOJJC. Not included in totals shown on map.

**\*Multnomah includes:**  
\$3,846,589 for Multnomah Gang



# Facility Services

# OYA Close-Custody Facilities



 **Youth Correctional Facilities**

 **Youth Transitional Facilities**

# Close-Custody Facilities



# Video: Impact of Staff Ratios



<https://www.youtube.com/watch?v=29oQESg4xm0>

# Services for Young Women & Girls



- Oak Creek and Jackie Winters Transition Program
- Permanent staffing for JWTP (POP)
- Mental health support at Oak Creek (POP)
- Ten-Year Plan – new school (POP) and dental clinic (approved 21-23 POP)



# Limiting Reductions to Facility Staff



- Maintaining living units and facility staff will help OYA meet national best practices
- Prison Rape Elimination Act ratios
- Current Service Level is adjusted in the Governor's budget to cut two close-custody living units
- 15 positions were restored in the Governor's Budget
- Small and Safe Budget Note Report





# Health Services

# Health Services

- Medical and dental
- Psychiatric and psychological care
- Preventative care
- Health education
- COVID-19 testing, vaccination, and response



# Mental Health Treatment



- POP – more mental health staff for MacLaren and Oak Creek
- Governor recommended funding this POP for 23-25





# Development Services

# Development Services



- Education and Vocation
- Inclusion and Intercultural Relations
- Family Engagement
- Offense-specific Treatment Services
- Staff Training
- Juvenile Justice Information System (JJIS)
- Youth Reformation System (YRS)



Help Lines	
• Alcohol and Drug Help Line * 1-800-275-3355	• Problem Gambling * 1-877-655-4648 (IVR LHM)
• Tobacco and Nicotine Help Line * 1-800-784-8666 (QUIT NOW)	• Military Helpline * 1-888-426-4339
• Mental Health Crisis/Suicide * 1-800-273-8255	• Youthline * 1-877-948-8439



# Power Source Treatment Group



## What is Power Source?

It's a new treatment group for youth who have committed serious person-to-person offenses. Power Source teaches four main things:

**1**

Taking ownership for your offense

**2**

Understanding the things that led to your offense

**3**

Understanding the impact of your offense on your victim, the community, your family, and yourself.

**4**

Working toward healing for everyone who was impacted

- 15 sections, each 2-3 weeks long
- Accountability-focused
- Evidence-based

# Education & Vocational Training



## 2021-22: youth in close custody

- **284** high school graduates (1/3 of individuals in close custody during '21 & '22)
- **18** college graduates (associate's and bachelor's)
- **490** certifications, including heavy equipment, food handler's card, auto shop, flagging, forklift, barbering, fire fighting, First Aid



# Education: What Does Research Say?



- Education and vocational training helps decrease likelihood of recidivism
- Improvements in skills through programs, employment, and education reduce recidivism risk as youth transition to adulthood



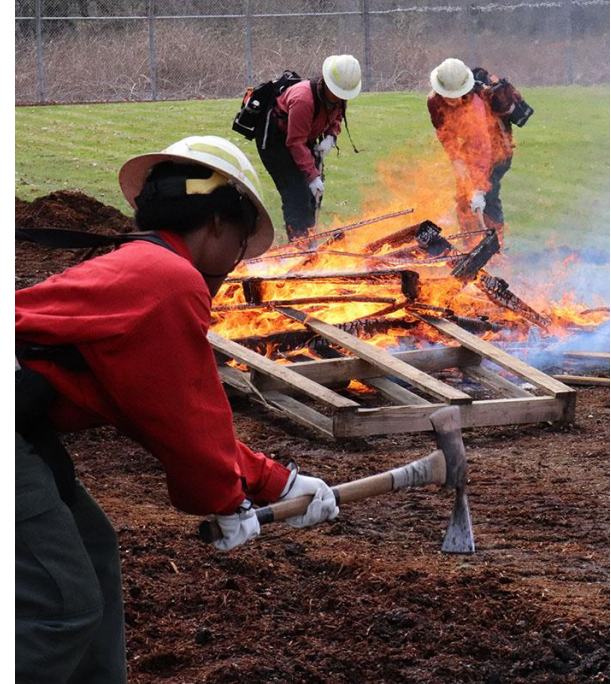
IQ, reading comprehension,  
literacy skills, employment,  
educational attainment



Delinquent behavior,  
recidivism



# Vocational Training



# Vocational Training



**“Former youth Chris called to say ‘thank you’ for the heavy equipment training he did 18 months ago. He now has a full-time job running an excavator and making \$35 an hour plus benefits!”**

**- Joy Koenig, principal, school at Camp Florence**



# Business Services

# Business Services



- Accounting and Payroll
- Budget
- Contracts and Procurement
- Human Resources
- Information Services
- Physical Plant Operations

# Hiring Process Overhaul



- As of Q3 2022, 31.8% of OYA's workforce identify as people of color. This is up from about 20% a decade ago.
- Standards of diversity for applicant pools
- Hiring practices intentionally centered in equity
- Outreach, recruitment, retention, training, interview panels and applicant pools

# Business Services POPs



## Equity-focused POPs

- Procurement POP
- Payroll POP

## Security-focused POP

- CCTV improvements and staffing POP



# Director's Office

# Director's Office



- Leadership for agency operations
- Communications, public policy, government relations
- Diversity, Equity, and Inclusion (DEI) Office
- Internal audits, performance management, and rules and policy coordination
- Interstate Compact for Juveniles
- Prison Rape Elimination Act (PREA) coordination and compliance
- Research and data analysis
- Public records



# Key Performance Measures



- Fourteen measures
- Adjust targets as we reach them
- KPMs reflect the complexity of youth and the struggles of staffing crisis
- Met targets on escapes, runaways, staff-to-youth injuries, school and work engagement
- Focused on addressing:
  - Increased suicide attempts
  - Increased youth-on-youth violence
- Post-pandemic recovery; staffing crisis

# OYA Performance Management System



OPMS uses data to support OYA's mission, vision, and values by monitoring activities, outcomes, and processes; structuring new initiatives; and solving problems.

The primary tools used in OPMS are:

- 1. OYA Fundamental Map and Scorecards**
- 2. Quarterly Target Reviews (QTR)**
- 3. SMART Goals**

# Legislation



#	Summary
<b>SB 212</b>	Makes peer support sessions among OYA staff confidential
<b>LC413</b>	Allows youth ages 20 or older to return to OYA facility after resentencing if they were placed there initially. Declares an emergency.
<b>LC415</b>	Modifies legal custodians' authority to apply for and use Social Security benefits, public assistance or medical assistance on behalf of youth.
<b>LC416</b>	Directs OYA to maintain certain demographic data, and to consider demographic disparities.
<b>LC417</b>	Modifies criteria for determining maximum allowable population levels for youth correction facilities.

# Wrap Up & Questions



**DAY 3**

# Day 3



- Strategic and budget priorities for the next biennium
- 15% cut scenario
- Wrap up



# Small and Safe Living Units

# Small and Safe Living Units



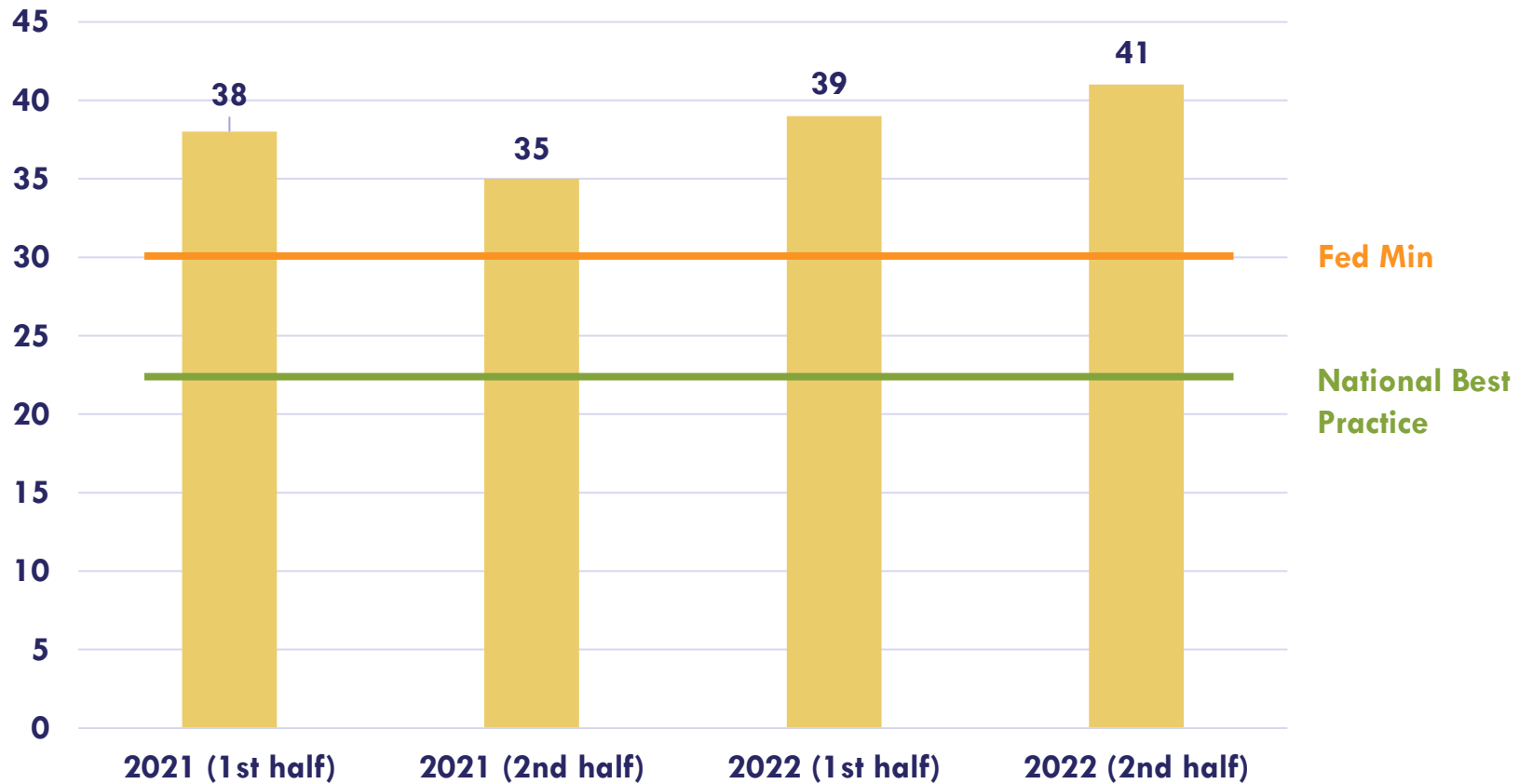
- Best practice: 12 to 14 youth per unit
  - Oregon is an outlier with up to 20
- Prison Rape Elimination Act (PREA) requires one staff per 16 youth at night
  - Oregon is not in compliance with PREA
- Better staff-to-youth ratios support:
  - Improved youth outcomes
  - Safer conditions
  - Stronger relationships: key to youth making more developmental improvements
  - Equity: staff better able to connect and support marginalized youth



# Budget, Bed and Staffing Changes (Female)



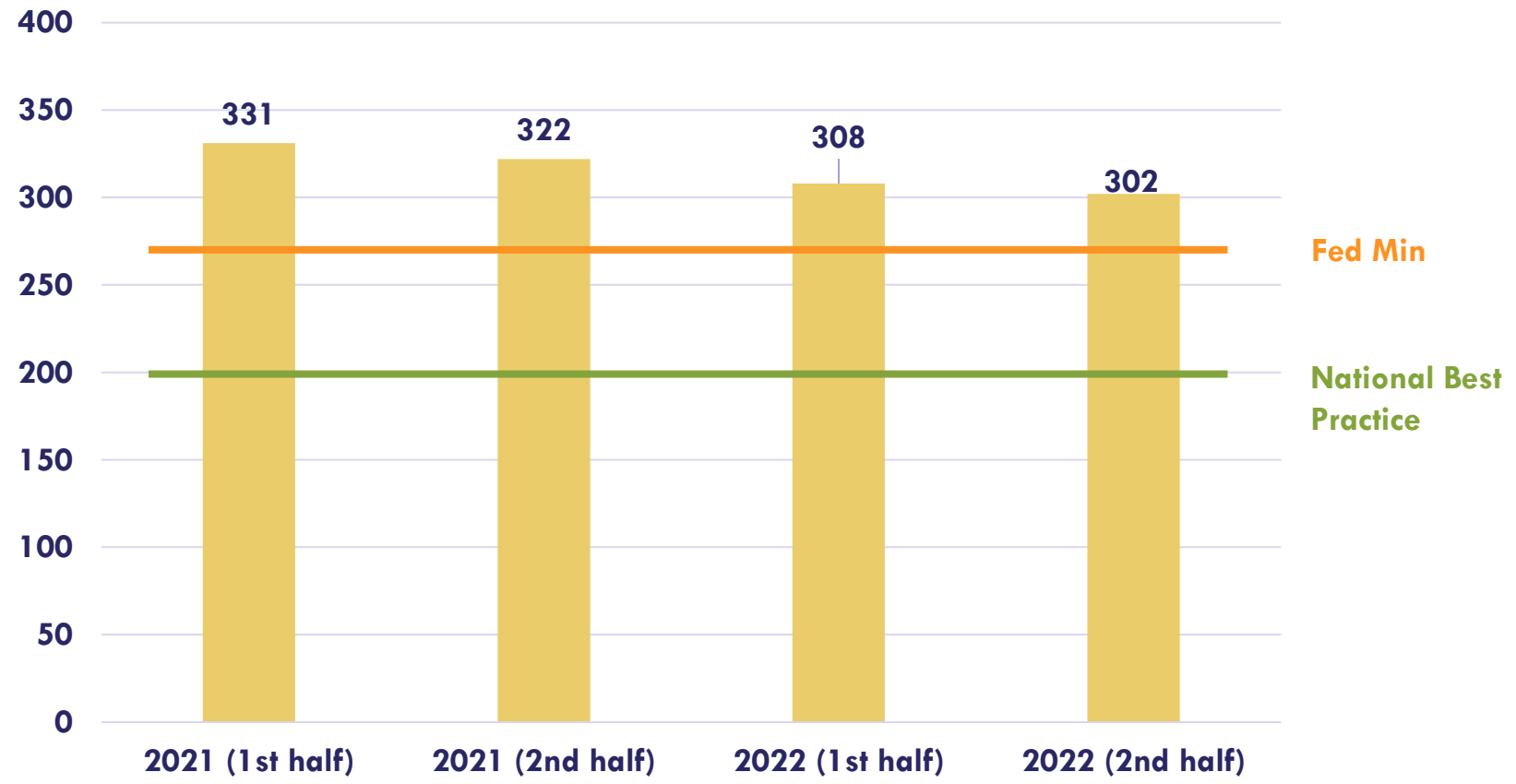
## Female YCF Population 2021-2022



# Budget, Bed and Staffing Changes (Male)



## Male YCF Population 2021-2022



# Small and Safe Living Units



- Levers of unit size and staff ratio: population, staffing, budget, # living units
- OYA average living unit size for standard units
  - **2022:** 18 youth
  - **2021:** 17.5 youth

# Staffing Crisis

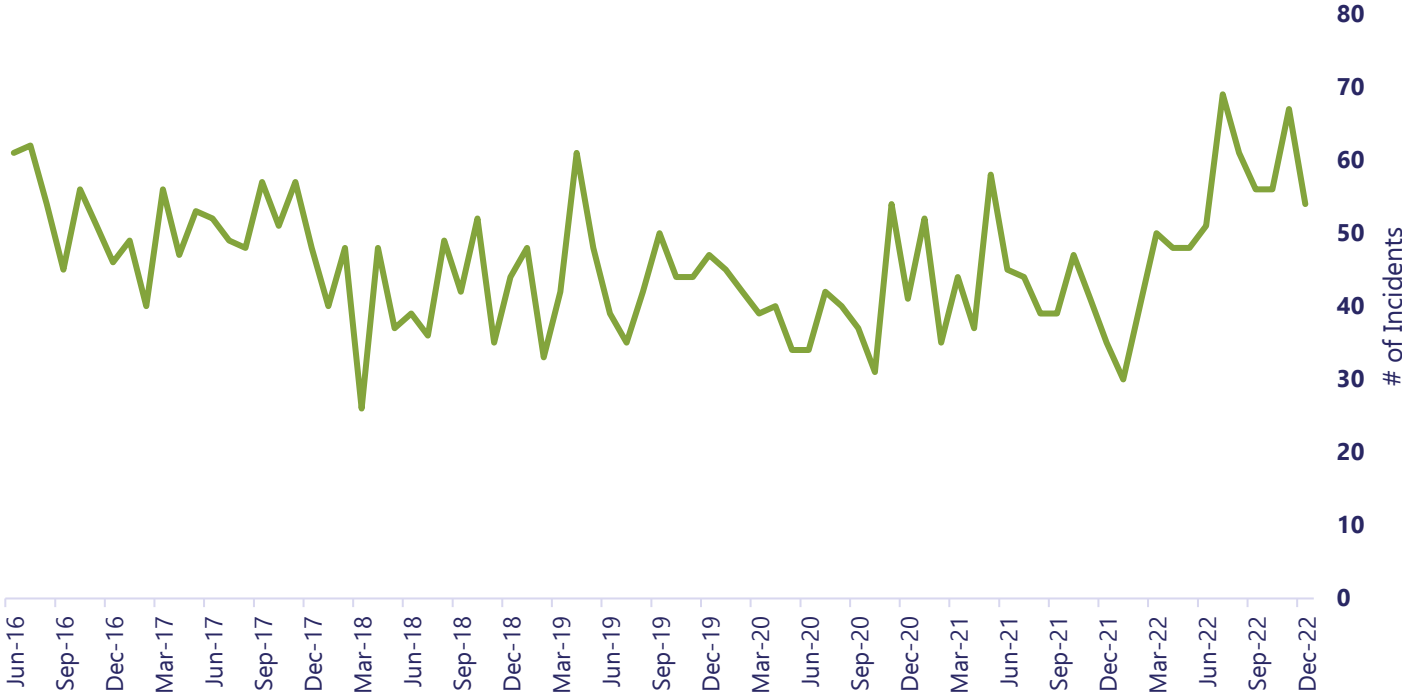


- COVID impacts
- 20-25% vacancy rate among direct care staff in 2022, the highest in memory
- Historically high mandated shifts
- Increase in youth incidents
- Renewed importance of staff ratios, small and safe units

# Small and Safe Budget Note



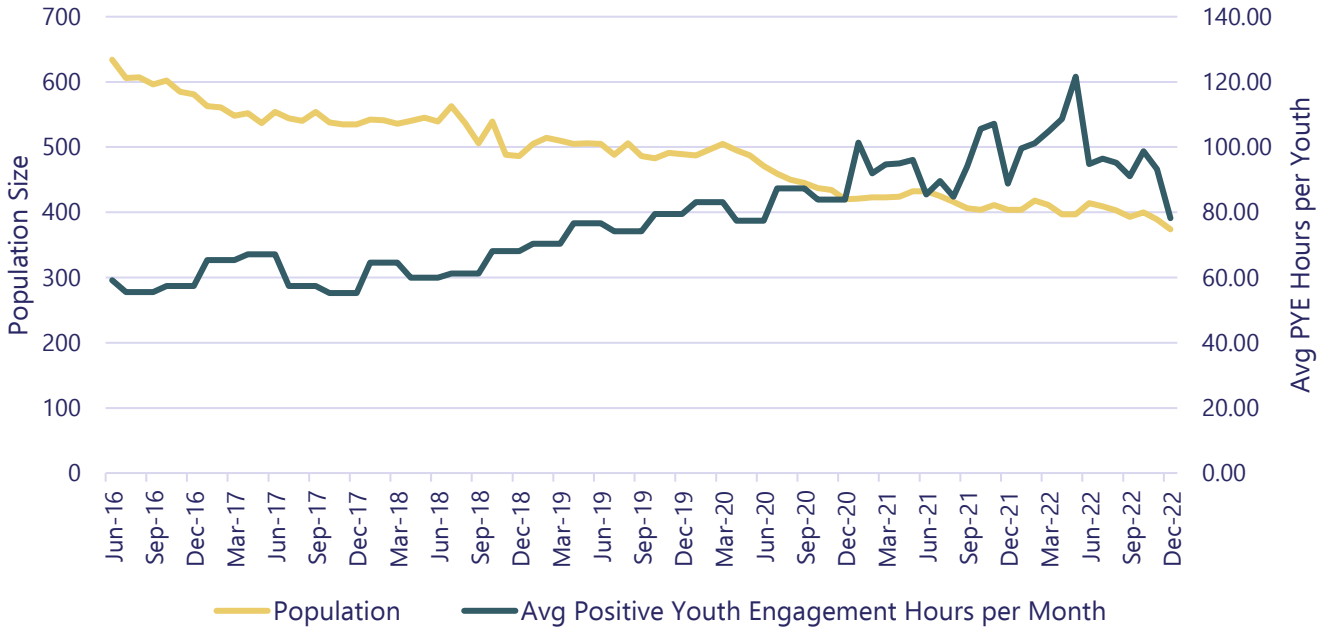
## Changes in Close Custody Violent Incidents



# Small and Safe Budget Note



## Close Custody Population & Positive Engagement Hours



# Staffing Crisis



## Working to address this - seeing progress:

- Hiring extravaganzas
- Recruiting contracts
- Changes to training
- Lead work for direct care staff
- Straight time for managers
- Recruitment bonus
- Intangible culture and retention work
- Regional crisis

## Vacancy rate at MacLaren Jan 2023:



# Diversity, Equity, and Inclusion



# Diversity, Equity, and Inclusion



- DEI initiative and focus
- Systemic disparities
- Moving from initiating to operationalizing
  - Full DEI team and expanded Office of Inclusion and Intercultural Relations team
  - Joint Management Team
  - DEI roundtables



Improve outcomes for marginalized youth



Diversify and support the agency's workforce



Address systemic issues and embed equity in our business operations

# Diversity, Equity, and Inclusion



Foundational DEI training for all new employees

- Defining DEI
- Identity Exploration
- History of DEI at OYA and impacts
- History of the juvenile justice system
- Implicit bias and microaggressions
- DEI resources

# Expectations for all managers



## Equitable Hiring Practices

- Diverse applicant pools
- DEI questions
- Workday interview panelist training

## Equity Lens

- Assignments of JPPOS
- Youth placements, movements, release decisions
- Eliminate systemic barriers in existing and new business processes
- Health care decision-making
- Developing and implementing programs and policies

## Inclusive Management

- Standing DEI topics at team meetings
- DEI goals during quarterly check-ins

# Diversity, Equity, and Inclusion



## Hiring Process Overhaul

- As of Q3 2022, 31.8% of OYA's workforce identify as people of color. This is up from about 20% a decade ago.
- Standards of diversity for applicant pools
- Hiring practices intentionally centered in equity
- Outreach, recruitment, retention, training, interview panels and applicant pools

# Diversity, Equity, and Inclusion



- Bringing new, more diverse community programs into the pipeline
- Governor approved 23-25 POPs to support DEI efforts:
  - Human resources positions focused on data analysis, retention, and recruitment
  - Payroll and procurement staff positions to support DEI efforts and address workload concerns
  - Communications position to better communicate with youth and staff

# Diversity, Equity, and Inclusion



- Looking ahead – next steps and goals
- Communications
- Resources
- Divisional goals
- Staff training
- Aligning positive human development model with DEI



# JJIS and Other Resources

# JJIS Modernization



JJIS #: Youth: Plans

YOUTH PLAN

Active View Transition View All

- OYA Youth Case Plan (Worker OYA)
  - Accountability
    - OYA RNA Full Assessment: 07/0
    - OYA RNA Pre-Screen: 07/30/202
    - OYA RNA Pre-Screen: 07/07/201
    - JCP: 12/05/2019-JCP Risk Asse
  - Assessment Folder
  - Healthy Youth Development
    - Long Term Goal: Demonstrate
    - Transition Placement: Home
  - Substance Use
  - Life/Social Skills
  - Community Protection
  - Education
  - Offense Specific
  - Transition
  - Vocation
  - Revocation
    - Long Term Goal: Develop a S

Demonstrate Effective Psychosocial Skill Development

Goal: Youth will demonstrate effective psychosocial skill development.

Status: In Progress Start Date: 08/28/2020

Close Date:

Graph Add Review

Competencies Show Active Show All

Description	Rating	Target	Status
Accepts the importance of others' needs and fe	2	5	In Progress
Accurately assesses the feelings of others and	3	5	In Progress
Avoids offending others and sincerely apologiz	2	5	In Progress
Avoids rule violations most of the time and corr	2	2	In Progress
Can describe how personal behavior has cons	2	5	In Progress

Add Update View Graph Remove

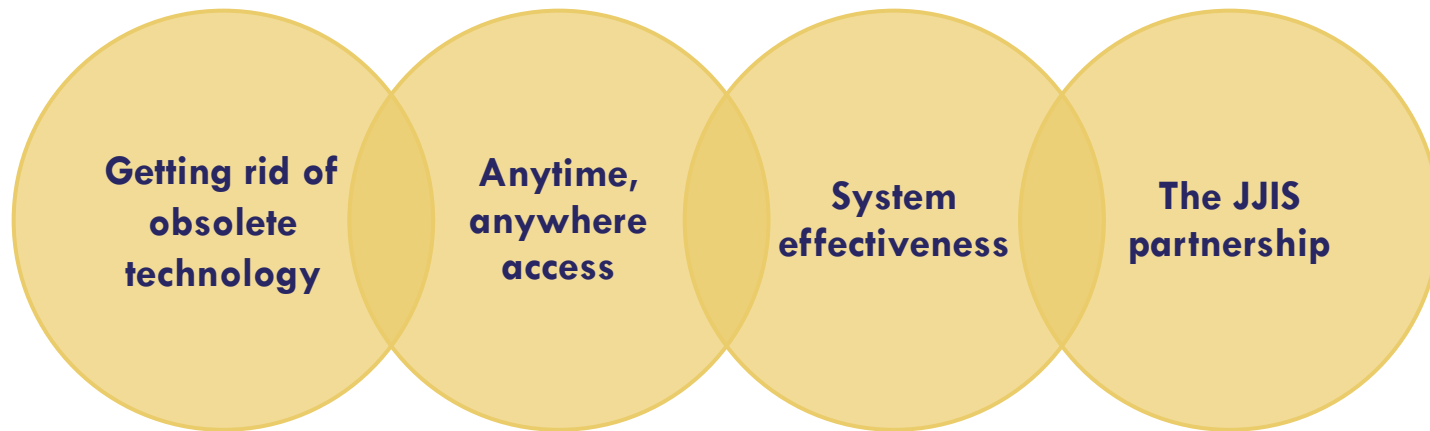
Short Term Goals Show Active Show Transition Show All

Description	Tran	Start Date	End Date	Proj
-------------	------	------------	----------	------

Apply Cancel



# Juvenile Justice Information System



# JJIS Modernization



- Core business application for 3,000 juvenile justice professionals in Oregon (not just OYA)
- Software over 20 years old and not supported for web/mobile needs
- Essential for DEI work and Youth Reformation System: provides information about juvenile justice trends throughout Oregon at state and county levels

# Video: JJIS Modernization



<https://www.youtube.com/watch?v=vrv6mw9uMOg>

# JJIS Modernization



- Next step of modernization included in Governor's budget
- Help us continue the work to update this critical system

Priority	Project Name	Description	General Fund	XI-Q Bonds	Federal Funds
1	Juvenile Justice Information System Modernization 2023-25	Modernize obsolete software used by partners across the state.	\$3,418,078	\$13,146,046	\$108,987

\*Does not include Debt Service or Costs of Issuance

# POP Summary



- Victims' services
- Mental health positions
- Permanent staff at Jackie Winters Transition Program
- Retain close-custody staff positions to improve ratios
- Human resources staff to support DEI
- Procurement and payroll positions
- Funds to continue JJIS modernization
- Additional staff and new equipment for CCTV security systems in close-custody facilities
- Communications to support DEI and translation
- Capital construction & maintenance

# 15% Reduction Scenario



- Closes 2 close-custody facilities and 2 transitional facilities, equivalent of 108 secure placements
- Significantly cuts community programs and county prevention, diversion, and gang services funds, which help divert youth from secure placements
- Cuts program support areas, exposing OYA to considerable risk without critical specialized positions
- Reduces OYA's ability to maintain physical buildings and developmentally-focused environments where youth live and staff work



# Conclusion

# Conclusion



## Agency Requests

- Maintain close-custody staffing, improve ratios
- Mental health positions
- Permanent funding for girls' transition facility
- Victims' services
- Continue community services program expansion
- Fund next steps of JJIS modernization
- Advance diversity, equity, and inclusion work