

BUDGET REPORT AND MEASURE SUMMARY

Joint Committee On Ways and Means

Action:

Action Date:

Vote:

Prepared By: Art Ayre, Department of Administrative Services

Reviewed By: Linda Gilbert, Legislative Fiscal Office

Agency: Oregon Youth Authority

Biennium: 2015-17

Budget Summary*

| | 2013-15 Legislatively Approved Budget ⁽¹⁾ | 2015-17 Current Service Level | 2015-17 Committee Recommendation | Committee Change from 2013-15 Leg. Approved | |
|--|---|----------------------------------|-------------------------------------|--|-------------|
| | | | | \$ Change | % Change |
| General Fund | \$ 273,306,195 | \$ 285,911,721 | \$ 285,911,721 | \$ 12,605,526 | 4.6% |
| General Fund Capital Improvements | \$ 723,411 | \$ 745,131 | \$ 745,131 | \$ 21,720 | 3.0% |
| General Fund Debt Service | \$ 1,632,438 | \$ 3,328,941 | \$ 3,328,941 | \$ 1,696,503 | 103.9% |
| Other Funds Limited | \$ 14,093,907 | \$ 13,250,954 | \$ 13,250,954 | \$ (842,953) | -6.0% |
| Other Funds Debt Service | \$ 384,877 | \$ - | \$ - | \$ (384,877) | -100.0% |
| Federal Funds Limited | \$ 34,680,918 | \$ 36,125,986 | \$ 36,131,918 | \$ 1,451,000 | 4.2% |
| Federal Funds Debt Services Nonlimited | \$ 1 | \$ - | \$ - | \$ (1) | -100.0% |
| Total | \$ 324,821,747 | \$ 339,362,733 | \$ 339,368,665 | \$ 14,546,918 | 4.5% |

Position Summary

| | | | | |
|--------------------------------------|--------|--------|--------|-------|
| Authorized Positions | 1,025 | 1,008 | 1,022 | -3 |
| Full-time Equivalent (FTE) positions | 989.79 | 972.50 | 985.88 | -3.91 |

⁽¹⁾ Includes adjustments through December 2014

* Excludes Capital Construction expenditures

Revenue Summary

General Fund is the main source (85.4 percent) of revenue for the Oregon Youth Authority (OYA). Other Funds make up 3.9 percent of the total revenue, while Federal Funds comprise 10.6 percent. Other Funds revenues include: trust recoveries from Supplemental Security Income disability payments, child support collections, and other client funds used to reimburse the state for the maintenance costs of youth in care (50.3 percent); transfers from the Department of Education for the school nutrition program (22.0 percent); county detention reimbursement (19.3 percent); and revenues from work programs and other sources (8.4 percent). If the Capital Construction Subcommittee decides to recommend approval of potential capital construction projects, bond proceeds would add to Other Funds revenues.

Other Funds revenues from child support payments have decreased by \$1.1 million primarily due to a higher proportion of older youth in OYA custody. Federal Funds from Title XIX (Medicaid) funds for Targeted Case Management, Medicaid Administration, and Behavioral Rehabilitation Services are forecast at \$36.1 million, supporting 10.6 percent of the budget.

Summary of Public Safety Subcommittee Action

The Oregon Youth Authority is responsible for a continuum of services for youth offenders through a statewide network of state facilities, state employees, counties, and other contracted community providers. OYA's close custody system includes three major population groups: juveniles convicted in adult court under Measure 11 or waived to adult court, usually called "Department of Corrections or DOC youth"; Public Safety Reserve youth committed for certain violent crimes, but too young for Measure 11 to apply; and youth committed for new crimes and parole violations as part of the county Discretionary Bed Allocation. The Office of Economic Analysis April 2015 OYA Demand Forecast projects a very slight increase over the next ten years in the number of DOC youth. It also projects essentially no change in Public Safety Reserve youth. Similarly, it projects very slight increases in the number of discretionary close custody placements and community placements.

The Public Safety Subcommittee approved a budget of \$339,368,665 total funds, including 1,022 positions (985.88 FTE). The total funds budget includes \$289,985,793 General Fund, \$13,250,954 Other Funds, and \$36,131,918 Federal Funds. The 2015-17 total funds budget is a 4.5 percent increase from the 2013-15 Legislatively Approved Budget (LAB). The General Fund, which includes Capital Improvement and Debt Service, is 5.2 percent above the 2013-15 LAB.

Facility Programs – 010

OYA operates seven youth correctional facilities (YCF) and three transition programs across the state. The facilities provide youth offenders with "bed and board", physical and mental health care, treatment services, education programs, recreation, and work experience for youth. Services are provided by OYA employees and by contract with community professionals, local school districts or education service districts. The majority of educational costs are financed through the State School Fund, although educational services provided to youth with a high school diploma or age 21 and older are paid for directly in OYA's budget.

The Subcommittee recommended a Facility Programs budget of \$162,672,556 total funds (\$153,536,413 General Fund and \$9,136,143 Other Funds), including 769 positions (734.75 FTE). The budget includes the following changes from current service level:

The Subcommittee recommended approval of Package 101: YRS 1.5 percent Restoration of Position. This package restores eight of 12 positions that were eliminated with the 2013 two percent General Fund holdback. The positions would have been redirected to different duties in support of Youth Reformation System (YRS) if they had not been eliminated. They are needed to advance the YRS implementation. There are four Group Life Coordinators, a registered nurse, a psychiatric social worker, an administrative specialist, and a PEM B in this package. Positions are funded to begin October 1, 2015. The total cost is balanced by a reduction in the Community Programs division of the budget. The package provides \$1,122,981 General Fund and eight permanent positions (7.00 FTE).

The Subcommittee recommended approval of Package 111: Psychologist & Psych & QMHP. This package is used in three agency divisions and is self-financed. In Facility Programs, it adds one psychiatric social worker position. The purpose is to ensure adequate psychological services at intake to complete psychological evaluations within 30 days of admission. The package provides \$163,347 General Fund for Personal Services and \$10,138 General Fund for Services and Supplies and one permanent position (1.00 FTE).

The use of isolation in juvenile corrections facilities is of concern both nationally and in Oregon. The Oregon Youth Authority's Isolation and Reintegration Project is intended to address prevention and reduction of isolation. In consideration of this concern, the Legislature developed the following budget note:

Budget Note:

OYA is directed to report, before February 2016, to the Interim Public Safety Subcommittee of Ways and Means, the progress of its Isolation and Reintegration Project. The report will include progress and recommendations on:

- Redefining when and how youth may be placed in isolation;
- Delineating how OYA will ensure due process rights are met;
- Developing an effective reintegration program/process after isolation;
- Identifying resources to support a reintegration program/process so that it is implemented and sustained as designed; and
- Aligning related OYA policies and administrative rules.

The Isolation and Reintegration Project is connected to other agency efforts to implement a data driven/research based approach to juvenile justice. OYA is further directed to report back on how its initiatives on Positive Human Development, Youth Reformation System, and the 10-Year Facilities Strategic Plan address broader issues of culture, practice and facility design to influence positive outcomes for youth and community safety.

Community Programs – 020

Community Programs fund parole and probation services; community placement services, such as residential services and foster care; individualized community services; and grants to counties for youth gang services, juvenile crime prevention, and services to divert high risk youth offenders from OYA placement.

The Subcommittee recommended a Community Programs budget of \$135,304,770 total funds (\$96,294,156 General Fund, \$4,020,508 Other Funds, and \$34,990,106 Federal Funds), including 143 positions (141.25 FTE).

The Subcommittee recommended approval of Package 111: Psychologist & Psych & QMHP. This package partially supports adding two positions in the Facilities and Program Support divisions. It reduces General Fund that had been used for Professional Services. The package reduces General Fund Special Payments by \$606,380.

The Subcommittee recommended approval of Package 312: Transition Specialists. This package provides General Fund to be used in the Program Support Division for transition specialists. It reduces base funding that had been used for outside contracts. The package reduces General Fund Special Payments by \$514,044 and Federal Funds Special Payments by \$17,097.

The Subcommittee recommended approval of Package 801: LFO Analyst Adjustments. This package is added in recognition of statewide General Fund resources. The \$1,310,898 General Fund reduction affects Behavior Rehabilitation Services (BRS), a program to remediate debilitating psychosocial, emotional, and behavioral disorders through behavioral intervention, counseling, and skills training. The reduction will eliminate around 18-19 residential beds. The reduction also affects individualized counseling, treatment, and other services. No reductions are made to county Juvenile Crime Prevention / Diversion, East Metro Gang Enforcement Team, or the Multnomah Gang program.

Program Support – 030

Program Support includes the director's office, agency business services, treatment services, and information systems. The director's office contains agency leadership, research, communications, investigations of reports of abuse, and the Office of Inclusion and Intercultural Relations. Agency business services include accounting, payroll, purchasing, budget, contracts, human resources, physical plant operations, risk management, and training of staff and agency partners. Operational costs for the Juvenile Justice Information System and agency-wide costs such as insurance premiums, Attorney General costs, and state government service charges are also paid by this budget.

The Subcommittee recommended a Program Support budget of \$37,317,267 total funds (\$36,081,152 General Fund, \$94,303 Other Funds, and \$1,141,812 Federal Funds), including 110 positions (109.88 FTE).

The Subcommittee recommended approval of Package 101: YRS 1.5% Restoration of Position. This package provides a requested position restoration from vacant positions lost in 2013-15 due to the two percent General Fund ending balance holdback. The position is an Operations and Policy Analyst 4. As with Package 101 in Facilities, this position will assist with Youth Reformation System implementation including data management, culture change, and measuring outcomes. Funding is provided for 21 months. The package cost is offset by reductions elsewhere in the budget. The package provides \$187,917 General Fund, \$5,932 Federal Funds, and one permanent position (0.88 FTE).

The Subcommittee recommended approval of Package 111: Psychologist & Psych & QMHP. This package adds 0.50 FTE to a consulting physician position and adds a clinical psychologist to better meet evaluation needs on youth when they are admitted and to provide continuing psychological services at Hillcrest, MacLaren, and Oak Creek. It is funded by professional services reductions in the Community Programs division. The package provides \$432,895 General Fund and one permanent position (1.50 FTE).

The Subcommittee recommended approval of Package 312: Transition Specialists. This package creates three transition specialists to enhance the agency's ability to support youth with specialized cultural needs. Specifically, the new positions will ensure each minority youth is provided a re-integration support plan that addresses family and community partnerships, education, vocational skills and employment, pro-social skills, physical health, and mental well-being. These specialists work both in and out of incarceration facilities. They are funded by General Fund reductions taken in Community Programs. The package increases General Fund by \$514,044 and Federal Funds expenditure limitation by \$17,097 and adds three permanent positions (3.00 FTE).

Debt Service – 086

Debt service is the obligation to repay the principal and interest costs of Certificates of Participation (COPs) and Article XI-Q bonds issued to finance OYA's capital construction and deferred maintenance needs.

The Subcommittee recommended a total Debt Service budget of \$3,328,941 General Fund.

Capital Improvements – 088

The Capital Improvements budget pays for land and building improvements, including major repair or replacement, which cost more than \$5,000 but less than \$1.0 million. Funding for capital improvements continues to be limited, allowing OYA to address only the most critical or emergency needs.

The Subcommittee recommended a total Capital Improvements budget of \$745,131 General Fund.

Capital Construction – 089

Capital Construction covers expenditure authority for acquisition or construction of a structure or group of structures; all land acquisitions; assessments; and improvements or additions to an existing structure, to be completed within a six-year period with an aggregate cost of \$1.0 million or more. Capital Construction expenditure limitation for each project is in effect for six years. While Capital Construction expenditure limitation is included in a separate bill, to be heard by a different Ways and Means subcommittee, the subcommittee hearing an agency's budget will make recommendations on the capital projects included in the Capital Construction bill.

To that end, the Subcommittee discussed the agency's Package 114: Capital Construction Plan. The Subcommittee recommends the Capital Construction Subcommittee consider the projects in Package 114 for funding.

Summary of Performance Measure Action

See attached Legislatively Adopted 2015-17 Key Performance Measures form.

DETAIL OF JOINT COMMITTEE ON WAYS AND MEANS ACTION

SB 5542-A

Oregon Youth Authority
Art Ayre - 503-378-3108

| DESCRIPTION | GENERAL FUND | LOTTERY FUNDS | OTHER FUNDS | | FEDERAL FUNDS | | TOTAL ALL FUNDS | POS | FTE |
|---|-----------------------|---------------|----------------------|-------------|----------------------|-------------|-----------------------|--------------|---------------|
| | | | LIMITED | NONLIMITED | LIMITED | NONLIMITED | | | |
| 2013-15 Legislatively Approved Budget at Dec 2014 * | \$ 275,662,044 | \$ - | \$ 14,478,784 | \$ - | \$ 34,680,918 | \$ 1 | \$ 324,821,747 | 1,025 | 989.79 |
| 2015-17 Current Service Level (CSL)* | \$ 289,985,793 | \$ - | \$ 13,250,954 | \$ - | \$ 36,125,986 | \$ - | \$ 339,362,733 | 1,008 | 972.50 |
| SUBCOMMITTEE ADJUSTMENTS (from CSL) | | | | | | | | | |
| SCR 010 - Facility Programs | | | | | | | | | |
| Package 101: YRS 1.5% Restoration of Position | | | | | | | | | |
| Personal Services | \$ 1,016,314 | \$ - | \$ - | \$ - | \$ - | \$ - | \$ 1,016,314 | 8 | 7.00 |
| Services and Supplies | \$ 106,667 | \$ - | \$ - | \$ - | \$ - | \$ - | \$ 106,667 | | |
| Package 111: Psychologist & Psych & QMHP | | | | | | | | | |
| Personal Services | \$ 163,347 | \$ - | \$ - | \$ - | \$ - | \$ - | \$ 163,347 | 1 | 1.00 |
| Services and Supplies | \$ 10,138 | \$ - | \$ - | \$ - | \$ - | \$ - | \$ 10,138 | | |
| SCR 020 - Community Programs | | | | | | | | | |
| Package 111: Psychologist & Psych & QMHP | | | | | | | | | |
| Special Payments | \$ (606,380) | \$ - | \$ - | \$ - | \$ - | \$ - | \$ (606,380) | | |
| Package 312: Transition Specialists | | | | | | | | | |
| Special Payments | \$ (514,044) | \$ - | \$ - | \$ - | \$ (17,097) | \$ - | \$ (531,141) | | |
| Package 801: LFO Analyst Adjustments | | | | | | | | | |
| Special Payments | \$ (1,310,898) | \$ - | \$ - | \$ - | \$ - | \$ - | \$ (1,310,898) | | |
| SCR 030 - Program Support | | | | | | | | | |
| Package 101: YRS 1.5% Restoration of Position | | | | | | | | | |
| Personal Services | \$ 174,584 | \$ - | \$ - | \$ - | \$ 5,198 | \$ - | \$ 179,782 | 1 | 0.88 |
| Services and Supplies | \$ 13,333 | \$ - | \$ - | \$ - | \$ 734 | \$ - | \$ 14,067 | | |
| Package 111: Psychologist & Psych & QMHP | | | | | | | | | |
| Personal Services | \$ 422,757 | \$ - | \$ - | \$ - | \$ - | \$ - | \$ 422,757 | 1 | 1.50 |
| Services and Supplies | \$ 10,138 | \$ - | \$ - | \$ - | \$ - | \$ - | \$ 10,138 | | |
| Package 312: Transition Specialists | | | | | | | | | |
| Personal Services | \$ 407,871 | \$ - | \$ - | \$ - | \$ 13,566 | \$ - | \$ 421,437 | 3 | 3.00 |
| Services and Supplies | \$ 106,173 | \$ - | \$ - | \$ - | \$ 3,531 | \$ - | \$ 109,704 | | |
| TOTAL ADJUSTMENTS | \$ - | \$ - | \$ - | \$ - | \$ 5,932 | \$ - | \$ 5,932 | 14 | 13.38 |
| SUBCOMMITTEE RECOMMENDATION * | \$ 289,985,793 | \$ - | \$ 13,250,954 | \$ - | \$ 36,131,918 | \$ - | \$ 339,368,665 | 1,022 | 985.88 |
| | | | | | | | | | |
| % Change from 2013-15 Leg Approved Budget | 5.2% | 0.0% | -8.5% | 0.0% | 4.2% | -100.0% | 4.5% | | |
| % Change from 2015-17 Current Service Level | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | | |

Legislatively Approved 2015-2017 Key Performance Measures

Agency: YOUTH AUTHORITY, OREGON

Mission: OYA's mission is to protect the public and reduce crime by holding youth offenders accountable and providing opportunities for reformation in safe environments.

| Legislatively Proposed KPMs | Customer Service Category | Agency Request | Most Current Result | Target 2016 | Target 2017 |
|---|---------------------------|----------------|---------------------|-------------|-------------|
| 1 - ESCAPES - Number of escapes per fiscal year. | | Approved KPM | 1.00 | 5.00 | 5.00 |
| 2 - RUNAWAYS - Number of runaways from provider supervision (including youth on home visit status) per fiscal year. | | Approved KPM | 399.00 | 255.00 | 255.00 |
| 3 a - YOUTH TO YOUTH INJURIES - Number of injuries to youth by other youth per fiscal year. a) Facilities | | Approved KPM | 31.00 | 32.00 | 32.00 |
| 3 b - YOUTH TO YOUTH INJURIES - Number of injuries to youth by other youth per fiscal year. b) Field | | Approved KPM | 0.00 | 2.00 | 2.00 |
| 4 a - STAFF TO YOUTH INJURIES - Number of injuries to youth by staff per fiscal year. a) Facilities | | Approved KPM | 0.00 | 3.00 | 3.00 |
| 4 b - STAFF TO YOUTH INJURIES - Number of injuries to youth by staff per fiscal year. b) Field | | Approved KPM | 0.00 | 0.00 | 0.00 |
| 5 a - SUICIDAL BEHAVIOR - Number of youth with serious suicidal behavior, including attempts, during the fiscal year. a) Facilities | | Approved KPM | 12.00 | 10.00 | 10.00 |
| 5 b - SUICIDAL BEHAVIOR - Number of youth with serious suicidal behavior, including attempts, during the fiscal year. b) Field | | Approved KPM | 9.00 | 1.00 | 1.00 |
| 6 - INTAKE ASSESSMENTS - Percent of youth who received an OYA Risk/Needs Assessment (OYA/RNA) within 30 days of commitment or admission. | | Approved KPM | 90.70 | 90.00 | 90.00 |
| 7 - CORRECTIONAL TREATMENT - Percent of youth whose records indicate active domains in an OYA case plan as identified in the OYA/RNA, within 60 days of commitment or admission. | | Approved KPM | 87.60 | 90.00 | 90.00 |
| 8 - EDUCATIONAL SERVICES - Percent of youth committed to OYA for more than 60 days whose records indicate that they received the education programming prescribed by their OYA case plan. | | Approved KPM | 90.40 | 95.00 | 95.00 |

Agency: YOUTH AUTHORITY, OREGON

Mission: OYA's mission is to protect the public and reduce crime by holding youth offenders accountable and providing opportunities for reformation in safe environments.

| Legislatively Proposed KPMs | Customer Service Category | Agency Request | Most Current Result | Target 2016 | Target 2017 |
|--|----------------------------------|-----------------------|----------------------------|--------------------|--------------------|
| 9 - COMMUNITY REENTRY SERVICES - Percent of youth released from close custody during the fiscal year who are receiving transition services per criminogenic risk and needs (domains) identified in OYA case plan. | | Approved KPM | 92.40 | 90.00 | 90.00 |
| 10 - SCHOOL AND WORK ENGAGEMENT - Percent of youth living in OYA Family Foster Care, independently or at home (on OYA parole/probation) who are engaged in school, work, or both within 30 days of placement. | | Approved KPM | 72.40 | 70.00 | 70.00 |
| 11 - RESTITUTION PAID - Percent of restitution paid on restitution orders closed during the fiscal year. | | Approved KPM | 47.10 | 40.00 | 40.00 |
| 12 a - PAROLE RECIDIVISM - Percent of youth paroled from an OYA close custody facility during a fiscal year who were adjudicated/convicted of a felony with a disposition or sentence of formal supervision by the county or state in the following fiscal year(s) (at 12 months). | | Approved KPM | 5.50 | | |
| 12 b - PAROLE RECIDIVISM - Percent of youth paroled from an OYA close custody facility during a fiscal year who were adjudicated/convicted of a felony with a disposition or sentence of formal supervision by the county or state in the following fiscal year(s) (at 24 months). | | Approved KPM | 21.30 | | |
| 12 c - PAROLE RECIDIVISM - Percent of youth paroled from an OYA close custody facility during a fiscal year who were adjudicated/convicted of a felony with a disposition or sentence of formal supervision by the county or state in the following fiscal year(s) (at 36 months). | | Approved KPM | 22.10 | | |
| 13 a - PROBATION RECIDIVISM - Percent of youth committed to OYA for probation during a fiscal year who were adjudicated/convicted of a felony with a disposition or sentence of formal supervision by the county or state in the following fiscal year(s) (at 12 months). | | Approved KPM | 6.20 | | |
| 13 b - PROBATION RECIDIVISM - Percent of youth committed to OYA for probation during a fiscal year who were adjudicated/convicted of a felony with a disposition or sentence of formal supervision by the county or state in the following fiscal year(s) (at 24 months). | | Approved KPM | 13.10 | | |

Agency: YOUTH AUTHORITY, OREGON

Mission: OYA's mission is to protect the public and reduce crime by holding youth offenders accountable and providing opportunities for reformation in safe environments.

| Legislatively Proposed KPMs | Customer Service Category | Agency Request | Most Current Result | Target 2016 | Target 2017 |
|---|-----------------------------|----------------|---------------------|-------------|-------------|
| 13 c - PROBATION RECIDIVISM - Percent of youth committed to OYA for probation during a fiscal year who were adjudicated/convicted of a felony with a disposition or sentence of formal supervision by the county or state in the following fiscal year(s) (at 36 months). | | Approved KPM | 22.10 | | |
| 14 - CUSTOMER SERVICE- Percent of customers rating their satisfaction with the agency's customer service as "good" or "excellent": overall customer service, timeliness, accuracy, helpfulness, expertise and availability of information. | Accuracy | Approved KPM | 80.70 | 80.00 | 80.00 |
| 14 - CUSTOMER SERVICE- Percent of customers rating their satisfaction with the agency's customer service as "good" or "excellent": overall customer service, timeliness, accuracy, helpfulness, expertise and availability of information. | Availability of Information | Approved KPM | 75.40 | 80.00 | 80.00 |
| 14 - CUSTOMER SERVICE- Percent of customers rating their satisfaction with the agency's customer service as "good" or "excellent": overall customer service, timeliness, accuracy, helpfulness, expertise and availability of information. | Expertise | Approved KPM | 80.70 | 80.00 | 80.00 |
| 14 - CUSTOMER SERVICE- Percent of customers rating their satisfaction with the agency's customer service as "good" or "excellent": overall customer service, timeliness, accuracy, helpfulness, expertise and availability of information. | Helpfulness | Approved KPM | 71.90 | 80.00 | 80.00 |
| 14 - CUSTOMER SERVICE- Percent of customers rating their satisfaction with the agency's customer service as "good" or "excellent": overall customer service, timeliness, accuracy, helpfulness, expertise and availability of information. | Overall | Approved KPM | 80.00 | 80.00 | 80.00 |
| 14 - CUSTOMER SERVICE- Percent of customers rating their satisfaction with the agency's customer service as "good" or "excellent": overall customer service, timeliness, accuracy, helpfulness, expertise and availability of information. | Timeliness | Approved KPM | 57.90 | 80.00 | 80.00 |

LFO Recommendation:

The LFO Recommends that OYA change the target for KPM #3b Number of injuries to youth by other youth, per fiscal year, in the field from 3 to 2, based on recent experience. Note: The recidivism measures' targets are blank for 2016 and 2017 because the target year is when the youth was released such that the agency can count recidivism by year, up to 3 years, after the release.

Sub-Committee Action:

The subcommittee approved the LFO recommendation. The subcommittee also discussed the absence of a measure addressing youth to staff injuries. The agency has data on these incidents, but it has not been considered necessary to add such a KPM.