

SB 5541 BUDGET REPORT and MEASURE SUMMARY

Joint Committee On Ways and Means

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Reviewed By: Julie Neburka, Legislative Fiscal Office

Oregon Youth Authority

2019-21

PRELIMINARY

Budget Summary*

	2017-19 Legislatively Approved Budget ⁽¹⁾	2019-21 Current Service Level	2019-21 Committee Recommendation	Committee Change from 2017-19 Leg. Approved	
				\$ Change	% Change
General Fund	\$ 312,595,798	\$ 336,271,676	\$ 335,538,030	\$ 22,942,232	7.3%
Other Funds Limited	\$ 60,852,433	\$ 7,316,478	\$ 7,316,478	\$ (53,535,955)	(88.0%)
Federal Funds Limited	\$ 37,328,320	\$ 40,671,277	\$ 40,717,232	\$ 3,388,912	9.1%
Total	\$ 410,776,551	\$ 384,259,431	\$ 383,571,740	\$ (27,204,811)	(6.6%)

Position Summary

Authorized Positions	1,023	972	1,008	(15)
Full-time Equivalent (FTE) positions	950.68	944.13	980.88	30.20

⁽¹⁾ Includes adjustments through December 2018

* Excludes Capital Construction expenditures

Summary of Revenue Changes

The Oregon Youth Authority (OYA) is funded primarily with General Fund. For the 2019-21 biennium, General Fund of \$335.5 million makes up 87.5% of the recommended budget. Federal Funds make up 10.6% of the Department’s revenues and Other Funds account for the remaining 1.9%. The Federal Funds come primarily from Title XIX Medicaid funding for targeted case management, administration, and Behavioral Rehabilitation Services. Other Funds are primarily from benefits available to youth, such as child support or Social Security payments, and USDA School Nutrition program funds transferred from the Department of Education.

Summary of Public Safety Subcommittee Action

OYA serves youth ages 12 through 24 who have committed serious delinquent or criminal conduct prior to their 18th birthdays. As the state’s juvenile corrections agency, OYA operates close custody facilities and youth transition camps. The Department also manages the state’s juvenile parole and probation programs; contracts for foster care, residential treatment, and specialized treatment programs for adjudicated youth; and distributes funds to county juvenile departments. While in the care and custody of OYA, youth receive evidence-based treatment and education programs designed to address the factors contributing to their behavior.

The Subcommittee approved a budget of \$383,571,740 total funds comprised of \$335,538,030 General Fund, \$7,316,478 Other Funds expenditure limitation, \$40,717,232 Federal Funds expenditure limitation and 1,008 positions (980.88 FTE). The General Fund budget is 0.2%

less than the 2019-21 current service level and 7.3% more than the 2017-19 legislatively approved budget. The Subcommittee approved the following budget notes:

Budget Note:

Document Position Management Practices. The Oregon Youth Authority's implementation of its Youth Reformation System and culture of positive human development has relied on double-filling positions and using funding from other agency programs to cover the cost. This practice has served as an expedient means for re-aligning resources within the agency to meet new program requirements, but is not a long-term solution to maintaining the agency's workforce.

OYA is directed to formalize the agency's recently-developed efforts to improve position management practices by developing written policies and procedures for OYA managers to use within the agency when proposing any changes to budgeted positions in agency programs. Changes include reclassifications, abolishing/establishing positions, or hiring any new staff member in the absence of a budgeted position. A copy of the written policies and procedures are to be provided to the Legislative Fiscal Office when completed, but no later than December 1, 2019.

Budget Note:

Address Equity Issues. Over-representation of youth of color and sexual minority youth in the juvenile justice system is of concern both nationally and in Oregon. The Oregon Youth Authority's data shows both that over-representation worsens as youth become more involved in the juvenile justice system, and that rates of recidivism are higher for racial minority youth.

The Oregon Youth Authority is directed to report to the Joint Committee on Ways and Means during the 2019-21 biennium on its efforts to improve diversity, equity, and inclusion in the agency and in the services it provides. A progress report during the 2020 legislative session should include:

- An evaluation of the current state of OYA's efforts to improve diversity, equity, and inclusion in its workforce and services to youth
- Identification of agency efforts to improve culturally appropriate programs and services for youth of color and sexual minority youth, including transition services from OYA custody back to the community
- Strategies for identifying and correcting practices that worsen over-representation and exacerbate disparities in the juvenile justice system, and
- Recommendations for actions OYA can take to improve diversity, equity, and inclusion in its programs and services.

The Oregon Youth Authority is directed to return to the Joint Committee on Ways and Means during the 2021 legislative session with a full report and plan for implementing any needed improvements.

Facility Program

The Facility Program operates close custody facilities around the state and is responsible for the custody and care of youth who have committed serious delinquent or criminal conduct prior to their 18th birthdays. OYA currently operates five close custody facilities and four transitional camp facilities. Each facility is managed locally by a superintendent or camp director, with oversight and support provided by OYA's program support services. These facilities provide youth with "bed and board," crime-specific treatment and youth development services, classroom education, vocational training, job opportunities, recreation, medical, dental, psychiatric and psychological care. Services are provided by OYA employees and through contracts with community professionals, local school districts, or education service districts.

The Subcommittee approved a budget of \$174,490,619 General Fund, \$4,896,783 Other Funds expenditure limitation, \$129 Federal Funds expenditure limitation, and 737 positions (710.25 FTE). The approved budget includes the following:

- Package 102, Budget Alignment: Services to Facility Youth. This package provides \$4,735,000 General Fund and establishes 30 permanent Group Life Coordinator 2 positions in OYA's close custody facilities, to provide relief staff coverage on an ongoing basis. These positions replace temporary staff and overtime used to cover vacations, illnesses, and other types of leave taken by permanent staff in the close custody facilities. This action will eliminate 30 double-filled positions, and is funded by a reduction in the budget for community residential treatment beds in the Community Services division, for a net zero impact to the Department's budget in the 2019-21 biennium.
- Package 104, Core Staffing: Long term Unfunded. This package provides \$603,346 General Fund and establishes one supervising psychologist (Principal Executive Manager D) position, one Office Specialist 1 position and one Substance Use Disorder Treatment Coordinator position, for a total of three positions (3.00 FTE) in the Health Services program.

The supervising psychologist will provide oversight and direction for psychological services in all OYA facilities. The Office Specialist position will resolve a double-filled position at the Rogue Valley Youth Correctional Facility that was hired to relieve nursing staff of clerical and scheduling duties. The Substance Use Disorder Treatment Coordinator will clinically supervise Certified Alcohol & Drug Counselors who provide substance use disorder treatment to youth at the Rogue Valley Youth Correctional Facility, allowing the facility to maintain its treatment license.

All of the positions established in this package will resolve double-filled positions in OYA. This package is funded by a reduction in the budget for community residential treatment beds in the Community Services Division, for a net zero impact to the Department's budget in the 2019-21 biennium.

- Package 105, Rising, Medical, Mental Health & Dental Costs. This package provides \$155,655 General Fund in the Health Services program, increases one dentist position by 0.25 FTE, and increases two dental assistant positions by 0.25 FTE each, for a total FTE increase of 0.75. This action will provide a total of two three-quarter-time dentist positions and two three-quarter-time dental assistants to provide dental services to youth in OYA close custody facilities. This level of staffing is intended to alleviate the need to transport young women from the Oak Creek Youth Correctional Facility to MacLaren for dental services by allowing dental staff to practice regularly at the Oak Creek dental clinic and minimize the need to use community dental services for young men at MacLaren. Funding for this package is made available from reducing the budget for community residential treatment beds in Package 801.
- Package 113, VESoy: Rate Increase. This package provides \$560,699 General Fund to support OYA's vocational and educational service programs for older youth (VESoy). Through the Oregon Department of Education, the State School Fund pays for K-12 programming, including vocational services in OYA facilities; OYA pays for VESoy services from its General Fund budget. Over time, funding for VESoy has not kept pace with funding available through the State School Fund, although the Department uses the same contracted service providers for both school-aged and older youth. This package brings the VESoy funding into line with State School Fund services for K-12 youth and allows the Department to pay the same rate to service providers for school-aged and older youth.

Community Programs

The Community Programs Division provides case management for all juvenile offenders under state supervision, operates probation and parole offices throughout the state, contracts for community residential treatment, provides funding assistance for county juvenile justice services, and provides grants to counties for youth gang services. The Department uses residential and foster care services for youth who cannot remain in their homes due to safety concerns and treatment needs. These programs mitigate risk to communities by providing behavioral interventions in supervised and structured environments.

The Subcommittee approved a budget of \$94,995,751 General Fund, \$2,340,247 Other Funds expenditure limitation, \$39,142,262 Federal Funds expenditure limitation, and 138 positions (137.63 FTE). The approved budget includes:

- Package 102, Budget Alignment: Services to facility youth. This package reduces \$4,735,000 General Fund for community residential treatment beds. Funding in the same amount was increased in the Facilities Division in order to fund 30 Group Life Coordinator 2 positions in OYA's close custody facilities.
- Package 801, LFO Analyst Adjustments. This package reduces \$3,476,026 total General Fund from this Division. It eliminates \$2,200,000 General Fund for 22 community residential treatment beds in order to better align available resources to the average daily population of youth receiving services in the community.

This package further reduces funding for community residential treatment beds by \$1,276,026 to re-align resources within the Department and to fund positions in the Facilities and Program Support Divisions in Package 104. This action will have a net-zero impact on the Department's budget in the 2019-21 biennium.

Program Support

Program Support includes the Director's Office, Business Services, and Development Services. The Director's Office provides overall leadership, strategic planning, communications, program direction, research, rule-making and policy development. Business Services provides accounting, payroll, purchasing, budgeting, contracting, human resources, physical plant, risk management and information technology services. Development Services ensures youth have the full range of services and supports they need to develop into productive, crime-free individuals, and includes the Office of Behavioral Health and Treatment Services, Education and Vocation, Family Engagement, Inclusion and Intercultural Relations, Juvenile Justice Information System (JJIS) Business Integration, The Training Academy, and implementation of the Youth Reformation System and Positive Human Development.

The Subcommittee approved a budget of \$49,431,245 General Fund, \$79,448 Other Funds expenditure limitation, \$1,574,841 Federal Funds expenditure limitation and 133 positions (133.00 FTE). The approved budget includes:

- **Package 101, JJIS Modernization.** This package provides \$750,000 General Fund and \$24,218 Federal Funds expenditure limitation for modernizing Oregon's Juvenile Justice Information System (JJIS), which is used by OYA and county juvenile departments to manage more than 12,000 youth per year statewide. The system has more than 3,000 users and supports program evaluation, case management and planning across the entire juvenile justice community; has extensive reporting capabilities; and manages provider contracts and billing. JJIS provides a single, statewide juvenile justice system based on the premise of "one youth, one record." Oregon is one of only three states in the nation with this kind of statewide juvenile justice information system.

JJIS users access youth records through a JJIS software interface built on legacy technology that is obsolete and no longer meaningfully supported by the company that created it. The Department has begun the process of replacing the client interface system and has completed an appropriate level of initial planning and due diligence to this early point in the modernization project's lifecycle. This package will provide OYA with the resources to obtain, via contract, needed project management, business analyst, independent quality management, and other consulting services to: analyze and map business processes; document business and technical requirements; complete a detailed alternatives analysis; complete project planning and update the business case; develop a solution vendor request for proposal; and, prepare a budget request for the execution phase of the modernization project.

- **Package 104, Core Staffing: Long Term Unfunded.** This package provides \$672,680 General Fund and three permanent full-time positions (3.00 FTE). This package establishes two Information Systems Specialist positions and one Investigator 3 position (3.00 FTE) in the Information Services and Professional Standards Programs. The two Information Systems Specialist positions resolve positions double-

filled to provide infrastructure and application support and end-user equipment installation and support services. The Investigator 3 position will resolve a double-filled position in the Professional Standards Office that was hired to address a growing backlog of complaints and investigations. This package is funded by a reduction in the budget for community residential treatment beds in the Community Services Division, for a net zero impact to the Department's budget in the 2019-21 biennium.

Debt Service

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

The Subcommittee approved a budget of \$15,026,340 General Fund.

Capital Improvements

Capital Improvements includes projects valued at less than \$1.0 million providing for land acquisition, construction of structures, improvements, or additions to existing structures. Buildings operated by OYA provide secure residential spaces for youth offenders and provide house education, vocational training, and recreation programs; and, administration and support services.

The Subcommittee approved a budget of \$1,594,075 General Fund.

Summary of Maximum Supervisory Ratio

The Subcommittee reviewed the agency’s proposed Maximum Supervisory Ratio of 1:10.

Summary of Performance Measure Action

See attached “Legislatively Approved 2019-2021 Key Performance Measures.”

PRELIMINARY

DETAIL OF JOINT COMMITTEE ON WAYS AND MEANS ACTION

Oregon Youth Authority
Michelle Lisper -- 971-283-6360

DESCRIPTION	GENERAL FUND	LOTTERY FUNDS	OTHER FUNDS		FEDERAL FUNDS		TOTAL ALL FUNDS	POS	FTE
			LIMITED	NONLIMITED	LIMITED	NONLIMITED			
2017-19 Legislatively Approved Budget at Dec 2018 *	\$ 312,595,798	\$ -	\$ 60,852,433	\$ -	\$ 37,328,320	\$ -	\$ 410,776,551	1,023	950.68
2019-21 Current Service Level (CSL)*	\$ 336,271,676	\$ -	\$ 7,316,478	\$ -	\$ 40,671,277	\$ -	\$ 384,259,431	972	944.13
SUBCOMMITTEE ADJUSTMENTS (from CSL)									
SCR 010- Facility Program									
Package 102: Budget Alignment:services to facility youth									
Personal Services	\$ 4,367,670	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 4,367,670	30	30.00
Services and Supplies	\$ 367,330	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 367,330		
Package 104: Core Staffing: Long term Unfunded									
Personal Services	\$ 521,959	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 521,959	3	3.00
Services and Supplies	\$ 81,387	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 81,387		
Package 105: Rising Medical Mental Health & Dental Costs									
Personal Services	\$ 155,655	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 155,655	0	0.75
Package 113 VESoy: Rate Increase									
Services and Supplies (Professional Services)	\$ 560,699	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 560,699		
SCR 020 - Community Programs									
Package 102: Budget Alignment:services to facility youth									
Services and Supplies (Professional Services)	\$ (4,735,000)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ (4,735,000)		
Package 801: LFO Analyst Adjustment									
Services and Supplies (Professional Services)	\$ (3,476,026)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ (3,476,026)		
SCR 030 - Program Support									
Package 101: JJIS Modernization									
Services and Supplies (Professional Services)	\$ 750,000	\$ -	\$ -	\$ -	\$ 24,218	\$ -	\$ 774,218		
Package 104: Core Staffing: Long term Unfunded									
Personal Services	\$ 570,744	\$ -	\$ -	\$ -	\$ 18,441	\$ -	\$ 589,185	3	3.00
Services and Supplies	\$ 101,936	\$ -	\$ -	\$ -	\$ 3,296	\$ -	\$ 105,232		
TOTAL ADJUSTMENTS	\$ (733,646)	\$ -	\$ -	\$ -	\$ 45,955	\$ -	\$ (687,691)	36	36.75
SUBCOMMITTEE RECOMMENDATION *	\$ 335,538,030	\$ -	\$ 7,316,478	\$ -	\$ 40,717,232	\$ -	\$ 383,571,740	1,008	980.88
% Change from 2017-19 Leg Approved Budget	7.3%	0.0%	(88.0%)	0.0%	9.1%	0.0%	(6.6%)	(1.5%)	3.2%
% Change from 2019-21 Current Service Level	(0.2%)	0.0%	0.0%	0.0%	0.1%	0.0%	(0.2%)	3.7%	3.9%

*Excludes Capital Construction Expenditures

Legislatively Approved 2019 - 2021 Key Performance Measures

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Agency: Youth Authority, Oregon

Mission Statement:

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 Approved KPMs	Metrics	Agency Request	Last Reported Result	Target 2020	Target 2021
1. ESCAPES - Number of escapes per fiscal year.		Approved	0	5	5
2. RUNAWAYS - Number of runaways from provider supervision (including youth on home visit status) per fiscal year.		Approved	382	255	255
3. YOUTH TO YOUTH INJURIES - Number of injuries to youth by other youth per fiscal year.	a) Facility	Approved	26	25	25
	b) Field		0	2	2
4. STAFF TO YOUTH INJURIES - Number of injuries to youth by staff per fiscal year.	a) Facilities	Approved	4	3	3
	b) Field		0	0	0
5. SUICIDAL BEHAVIOR - Number of youth with serious suicidal behavior, including attempts, during the fiscal year.	a) Facility	Approved	8	10	10
	b) Field		10	1	1
6. INTAKE ASSESSMENTS - Percent of youth who received an OYA Risk/Needs Assessment (OYA/RNA) within 30 days of commitment or admission.		Approved	87.10%	90%	90%
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	89.30%	95%	95%
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	91.40%	92%	92%
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	75.30%	75%	75%
11. RESTITUTION PAID - Percent of restitution paid on restitution orders closed during the fiscal year.		Approved	66.50%	50%	50%
12. 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	32.10%	30%	30%
13. 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	20.50%	19.50%	19.50%
7. CASE MANAGEMENT - Percent of close-custody and community youth with active case plans that are up-to-date	a) Close-custody population	Proposed New	No Data	80%	80%
	b) Community population		No Data	80%	80%

Legislatively Approved KPMs	Metrics	Agency Request	Last Reported Result	Target 2020	Target 2021
14a. CUSTOMER SERVICE - Percent of OYA's youth and families (customers) who report positive service experiences with OYA as assessed through the lens of Positive Human Development: Community Youth - Independent or Living at Home.	a) Safety & Security: Physical	Proposed New	No Data	80%	80%
	b) Safety and Security: Emotional		No Data	80%	80%
	c) Caring and Supportive Relationships		No Data	80%	80%
	d) High Expectations and Accountability		No Data	80%	80%
	e) Meaningful Participation		No Data	80%	80%
	f) Community Connection		No Data	80%	80%
14b. CUSTOMER SERVICE - Percent of OYA's youth and families (customers) who report positive service experiences with OYA as assessed through the lens of Positive Human Development: Community Youth - Residential Placement	a) Safety and Security: Physical	Proposed New	No Data	80%	80%
	b) Safety and Security: Emotional		No Data	80%	80%
	c) Caring and Supportive Relationships		No Data	80%	80%
	d) High Expectations and Accountability		No Data	80%	80%
	e) Meaningful Participation		No Data	80%	80%
	f) Community Connection		No Data	80%	80%
14c. CUSTOMER SERVICE - Percent of OYA's youth and families (customers) who report positive service experiences with OYA as assessed through the lens of Positive Human Development: Close-Custody Youth	a) Safety & Security: Physical	Proposed New	No Data	80%	80%
	b) Safety and Security: Emotional		No Data	80%	80%
	c) Caring and Supportive Relationships		No Data	80%	80%
	d) High Expectations and Accountability		No Data	80%	80%
	e) Meaningful Participation		No Data	80%	80%
	f) Community Connection		No Data	80%	80%
14d. CUSTOMER SERVICE - Percent of OYA's youth and families (customers) who report positive service experiences with OYA as assessed through the lens of Positive Human Development: Families.	a) Safety & Security: Physical	Proposed New	No Data	80%	80%
	b) Safety and Security: Emotional		No Data	80%	80%
	c) Caring and Supportive Relationships		No Data	80%	80%
	d) High Expectations and Accountability		No Data	80%	80%
	e) Meaningful Participation		No Data	80%	80%
	f) Community Connection		No Data	80%	80%
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.		Proposed Delete	80.70%	TBD	TBD
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	Proposed Delete	42.30%	TBD	TBD
	Availability of Information		44.40%	TBD	TBD
	Overall		48.10%	TBD	TBD

Legislatively Approved KPMs	Metrics	Agency Request	Last Reported Result	Target 2020	Target 2021
	Expertise		50%	TBD	TBD
	Accuracy		44.40%	TBD	TBD
	Helpfulness		50%	TBD	TBD

LFO Recommendation:

The Oregon Youth Authority proposes to change KPM #7, which identifies the number of youth whose case plans have been completed within 60 days of commitment. The proposed replacement measure tracks ongoing case management, to ensure that youth in both close custody and in community placements receive the treatment, education, and other enrichment activities identified in their case plans throughout their time with the agency. The Legislative Fiscal Office recommends approval of this revised performance measure.

The Legislative Fiscal Office recommends incrementally increasing the targets for KPM #9, percent of youth documented as receiving transition services after being released from close custody; and for KPM #10, percent of youth in community placements who are engaged in school or work, as both of these activities have modestly exceeded their goals over the past five years. The recommended target for KPM #9 is increased to 92%, from 90%. The recommended target for KPM #10 is increased to 75%, from 70%.

In 2017, OYA proposed changing KPM #14, its customer service performance measure, to a new measure that would capture customer service data through the lens of Positive Human Development. Positive Human Development provides the "culture" of the agency through six key drivers of success: physical safety and security, emotional safety and security, caring and supportive relationships, high expectations and accountability, meaningful participation, and community connections. The proposed key performance measure would survey youth in custody or in a community placement and their parents about their experiences with each of the six key drivers of success, with results being used to focus continuous quality improvements within the agency and with community partners.

During the past biennium, the agency has piloted the new measure in limited cohorts of youth and has developed measurable targets for results. Therefore, the Legislative Fiscal Office recommends implementing this revised performance measure in the 2019-21 biennium.

Finally, the Legislative Fiscal Office notes that KPM #2, runaways, has missed its goal target by a wide margin for the last three reporting years. The agency is currently pilot-testing its Youth Placement Scores tool, which is expected to facilitate better matching of youth and programs. More successful program placements can be expected to reduce runaway episodes, which should be evident in this measure's data over the next several reporting periods.

SubCommittee Action:

The Subcommittee approved the key performance measures as recommended by LFO.

