

Oregon Youth Authority

# Ways and Means Written Reference Materials

February 2023



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## About Oregon Youth Authority

Oregon Youth Authority (OYA) is the state juvenile justice agency. We oversee youth ages 12 to 24 who commit crimes before age 18.

Youth come to OYA in two main ways:

1. **Through juvenile courts:** A juvenile court judge commits them to OYA because they are not successful at the county level, they need more services than the county can provide, or they have committed very serious crimes.
2. **Through adult courts:** A juvenile court judge waives their case to adult court due to the serious nature of their crimes, and the adult court commits them to the Oregon Department of Corrections. Because of their younger age, the youth can stay in OYA facilities until age 25.

## 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.

## Values

The core values that guide OYA are:

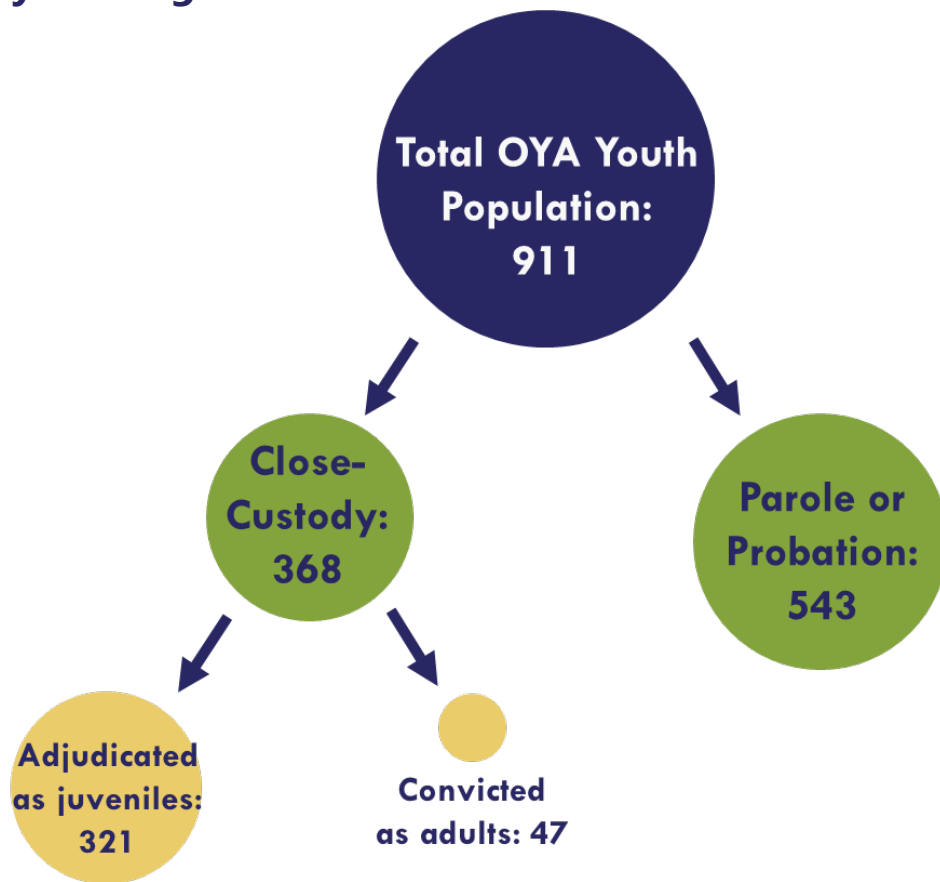
- Integrity
- Professionalism
- Accountability
- Respect

## Key Aspirations

- **Safe, Healthy, and Engaged Environments:** We create and maintain diverse and inclusive environments that center equity and cultural sensitivity so each young person in our care and each team member is physically and emotionally safe, healthy, and engaged. Our workforce reflects the population we serve, is culturally responsive, and centers equity and inclusion in policy and practice every day.

- **Equity:** We lead with race, and center race and equity every day, at every level of work that we do. We prioritize understanding and eliminating the disparate impacts of OYA and the juvenile justice system on youth of color and other marginalized youth.
- **Value-Based, Data-Driven Decisions:** We use data in every decision we make, and each decision centers equity as a key factor. We use an equity lens to make decisions and conduct our work. We look at data that is broken down by race whenever possible to make sure that we can measure, monitor, and fix disparate impacts of the juvenile justice system on youth of color.
- **Positive Outcomes for Youth:** We strive for positive and equitable outcomes for every youth by using practices that focus on skill-building, caring and supportive relationships, reasonable and rising expectations, accountability, meaningful participation, and community connection.
- **Collaborative, Transparent, and Accountable Leadership:** Our leadership team is culturally sensitive, inclusive, collaborative, and transparent. We are accountable for the environments we cultivate, accountable to our partners, and accountable to the public. We lead with others, balancing support, reformation, and accountability while focusing on a growth mindset.
- **Effective and Efficient Organization:** We have an effective and efficient organization that is continuously improving. We consistently monitor what we do, how we do it, and the impact we have on every demographic group of youth under our supervision, team members, partners, crime victims, and the public.

## Summary of Programs



OYA is organized into several key service areas that facilitate our mission to protect the public and provide opportunities for growth and change.

- **Facility Services:** Provides services for youth in OYA's five youth correctional facilities and four youth transitional facilities. In addition to providing secure living environments, facilities provide developmentally-appropriate services, including: crime-specific treatment and accountability, classroom education (high school and college), vocational education (certificate programs), job opportunities, culturally-responsive services, and skill-building (emotional regulation, problem-solving, conflict resolution).
- **Health Services:** Provides age-appropriate medical, nursing, dental, psychiatric, and psychological care for all youth in close custody in alignment

- with community standards of care. The department also educates youth about how to manage their health and promotes healthy lifestyles.
- **Development Services:** Focuses on ensuring youth have the full range of services and supports they need to develop into productive, crime-free adults. The department manages and coordinates Education and Vocation, Family Engagement, Inclusion and Intercultural Relations, Positive Human Development (PHD), the Training Academy, Treatment Services, and Youth Reformation System (YRS).
  - **Community Services:** Provides case management services for all youth placed in the custody of OYA, whether adjudicated as juveniles or sentenced as adults; provides state juvenile parole and probation supervision; manages residential treatment providers and foster care homes for youth in OYA's legal custody; coordinates and offers other community services and programs; and coordinates Social Security, health insurance and Medicaid services for youth.
  - **Director's Office:** Provides leadership for agency operations. Functions include communications; diversity, equity and inclusion (DEI) strategic management; internal audits; Interstate Compact for Juveniles; performance management; Prison Rape Elimination Act (PREA) coordination and compliance; professional standards; public policy and government relations; research and data analysis; and rules and policy coordination.
  - **Business Services:** Provides agency-wide support through the offices of Accounting and Payroll, Budget, Procurement, Human Resources, Information Services, and Physical Plant Operations.

## Strategic Priorities

### Developmental Approach to Juvenile Justice

Research confirms that strength-based therapeutic and educational approaches with system-involved children and emerging adults work best to reduce the likelihood of recidivism and maximize positive outcomes for kids. With that as our guide, OYA has been on an intentional path to shift our practices and physical environments away from the traditional correctional approach and toward the developmental approach. This shift challenges us to create a system that stewards the development of young people by creating environments where they can attach, belong, learn, and grow while developing skills to resolve conflicts, regulate emotions, and meet their full potential. This is a break from the traditional models which generally view system-involved youth in care as villains to be punished, or victims that need to be “fixed.” [Learn more about our Positive Human Development approach.](#)

### Research and Data-Informed Decision-Making

Historically, too many decisions in the juvenile legal system are made based on gut instinct and availability or lack of placement resources. Our approach seeks to maximize the use of data, analytics, and research to inform individualized decisions about which youth should be in the system, the services they should receive, and the duration. These tools require a constant cycle of research, implementation, assessment, and recalibration. This data allows OYA to provide context and create tools that can inform decision-making and support professional expertise within OYA and with county partners. These tools and data can improve outcomes for youth, reduce future victimization, and maximize the effective and efficient use of resources.

As we implement juvenile sentencing reform, we are shifting our tools to account for our parole authority and increased ability to offer step-down community services to youth who formerly would have been committed as adults to Department of Corrections. Expanding and improving the data we use to build analytical tools will provide better information for professionals making decisions about youth care and treatment, and a clearer overall picture of trends, risks, and outcomes.



## **Centering Race and Equity**

Racial disparities appear at virtually every point of the legal system, from first contact with law enforcement to time spent in a correctional facility. While OYA is only one part of this system, we play a critical role in addressing the historical and systemic inequities that it perpetuates. Youth of color make up 47% of OYA's population. To successfully fulfill our mission — protecting the public and reducing crime by holding youth accountable and providing opportunities for reformation in safe environments — we must ensure that we are effectively meeting the needs of all youth and communities, especially those who are marginalized. OYA's organic statute directs us to pay attention to the disproportionate overrepresentation of youth of color and provide culturally responsive services. In addition, this has been further directed by a recent legislative budget note.

This is an agencywide effort. OYA's DEI work is categorized into three goal areas: workforce, infrastructure, and programming. We have expanded our efforts well beyond education and analysis over the last several years to operationalizing DEI in all our practices. Our work in this sphere has consistently pushed us to disaggregate and interrogate data surrounding decision points within our control. While this effort has made some uncomfortable, our view is that this is an indication we are doing it right.

## **Key Accomplishments**

### **Addressing Racial Disparities**

Since becoming more intentional around our equity work over the last four years, OYA has seen an increase of 6.3% in our workforce diversity, achieved with limited additional resources. As of Q3 2022, 31.8% of OYA's workforce identifies as people of color. This is up from about 20% ten years ago. We have begun to diversify our portfolio of community services for youth by bringing on more direct service contractors from communities of color, and we created a first-of-its-kind residential program specifically for LGBTQ+ youth. [Learn more about DEI at OYA.](#)

## **Juvenile Sentencing Reform Implementation**

In 2019, Oregon's Legislature passed juvenile sentencing reform, [Senate Bill 1008](#). As a result of this major policy change, youth accused of serious (Measure 11) crimes no longer are waived automatically into adult criminal court to receive long determinate prison sentences. When youth are adjudicated to the juvenile court, OYA has release and supervision authority for the youth's entire commitment.

Implementation of SB 1008 prompted OYA to make changes to parole criteria and the transition review process. We created Healthy Youth Development markers to give decision-makers better research-based criteria to judge parole readiness. OYA also added the Power Source curriculum to the array of services offered to youth committed for violent person-to-person offenses. Power Source is an evidence-based, culturally responsive program designed to empower youth with the social and emotional skills necessary to support healthy development and disengagement from high-risk behaviors and violence.

## **COVID-19**

The pandemic tested OYA's ability to constantly adapt. For teams in the close quarters of youth correctional facilities, it was particularly challenging to keep youth and staff healthy and safe. OYA successfully managed ever-changing and complicated health and safety protocols, medical isolation units, medical care, and many new practices. OYA Health Services provided incredibly supportive medical care to hundreds of OYA youth who tested positive for COVID-19. We continue to prioritize vaccination efforts. Over 72% of youth in close-custody are vaccinated against COVID-19. No staff or youth have died from COVID and no youth have required hospitalization. In 2023-25, we will continue to rebuild our practices for the new post-pandemic world and the many shifts it has brought.

## **Isolation Reduction**

A multi-year effort to change our practices in facilities and reduce our reliance on isolation has resulted in a 49% reduction to the rate of incidents of isolation between 2015 and 2021. Even through the pandemic and recent staffing crisis, OYA remained focused on reducing the reliance of isolation and uses this data as an indicator to drive efforts in youth correctional facilities. Research shows that placing young people in disciplinary segregation is traumatic and harmful to their health and development. OYA led the effort to codify the limitations on the use of isolation by placing restrictions to its use in statute. [More information about OYA's work on isolation.](#)

## **Transformation of our Physical Environments**

Over the last eight years, OYA secured over \$100 million in bonding to transform many of our physical environments to be less jail-like and more appropriate for young people and their development. These updates have included comprehensive renovations to living units that create more natural light, views to the outside, and softer finishes. We completed new construction of a state-of-the-art high school at Rogue Valley Youth Correctional Facility in Grants Pass, and college dorm-like living units with individual rooms for some of our most at-risk and trauma-affected youth at MacLaren Youth Correctional Facility in Woodburn. We are proud to have delivered these various complicated construction projects on time and on budget. Our work on this effort continues through our Ten-Year Plan. We continually update this plan to address the most needed construction and deferred maintenance projects.

## **Partners, Advisory Committees, and Groups**

OYA convenes many advisory, partnership, and other groups with internal and external stakeholders. We work hard to maintain and build authentic relationships with community partners, youth and families, labor representatives of our workforce, intergovernmental partners, and others. This work provides huge tangible and intangible benefits to OYA's ability to achieve its mission.

Some our groups include:

- Family Advisory Council
- Youth Policy Review Group
- OYA Partnership Committee
- Equity Think Tank
- African American Advisory Committee

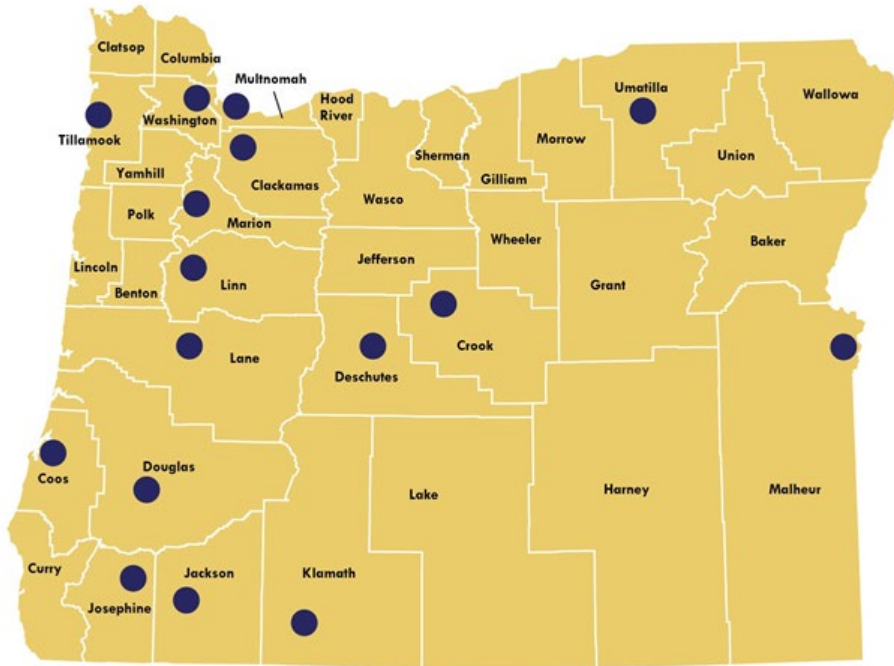
- Native American Advisory Committee
- Latino Advisory Committee
- LGBTQI+ Advisory Committee
- OYA Audit Committee
- Coronavirus Response Team
- Diversity, Equity, and Inclusion Steering Committee
- Juvenile Justice Information System (JJIS) Steering Committee
- JJIS Modernization Project Committee
- Research Implementation and Operations (RIO) Steering Committee
- System of Care Advisory Group
- Central and Eastern Oregon Juvenile Justice Consortium
- OYA and Oregon Juvenile Department Directors Association (OJDDA) Leadership Group
- Labor Management Groups

## Program Locations

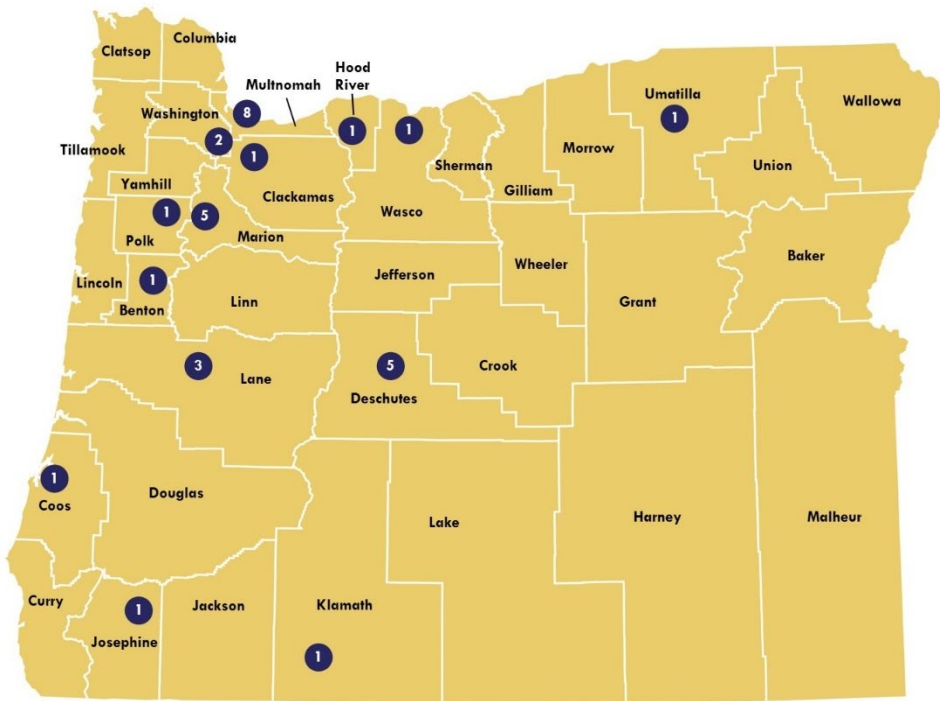
### OYA Close-Custody Facilities



# OYA Parole and Probation Offices



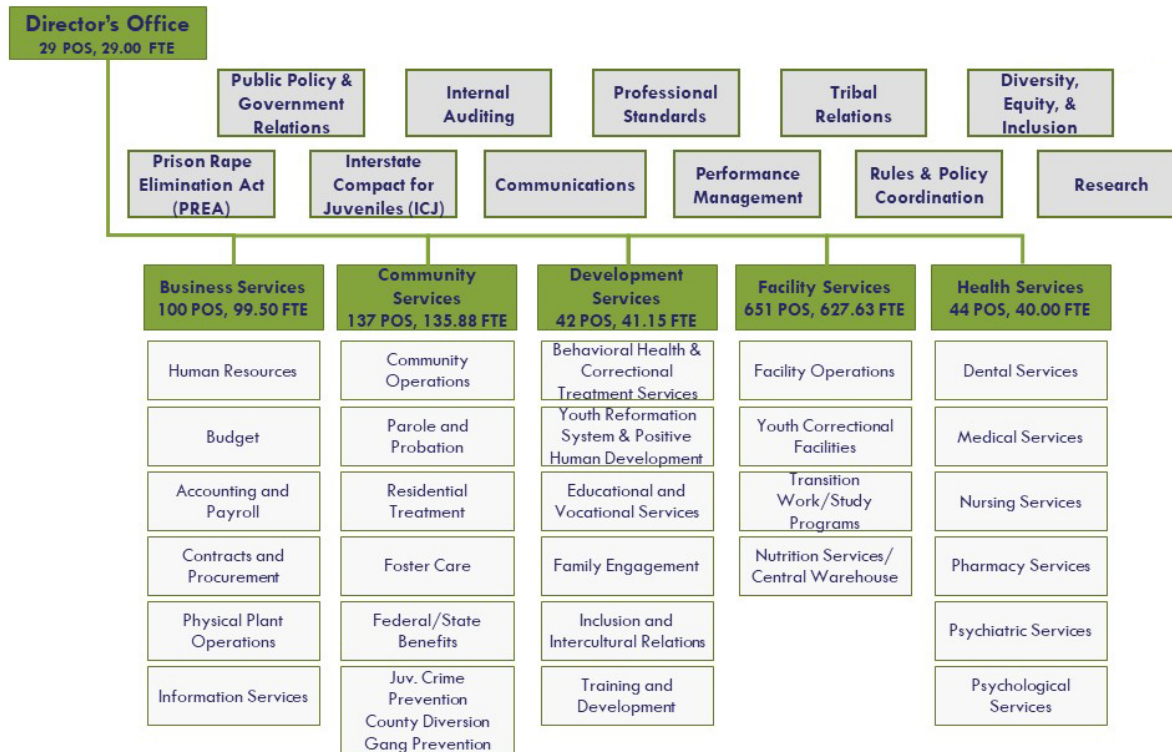
# Residential and Proctor Programs



Numbers indicate how many separate programs are at that location

Updated: February 2023

# OYA Organizational Structure



## Agency Performance and Outcome Measures

The OYA Performance Management System (OPMS) is a comprehensive system that 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:

- The OYA Fundamental Map and Scorecards:** These measure the results of Outcome Measures and Key Performance Indicators, Operating Process Measures, and Supporting Process Measures.
- Quarterly Target Reviews (QTR):** These allow for local, departmental, and agency offices to create intentional space to discuss the data, context, and next steps related to the scorecard or other priority initiatives.
- SMART Goals:** A best practice tool for work units to create goals that clearly define success in a set timeline.

You can view OYA's latest OPMS Scorecard with each of our measures [here](#).

## Key Performance Measures

OYA does not have any requested changes to Key Performance Measures at this time. Here is the list of all Key Performance Measures, with red indicating those that are not currently meeting the target. We are focused on addressing the increases in suicidal behavior and youth-to-youth injuries.

[Full KPM report with more detail on each measure available here.](#)

### OYA Key Performance Measures – 2019-22

ID	Measure	Definition	Better	2019	2020	2021	2022
KPM 1	Youth Escapes	Number of escapes per fiscal year.	▼	3	6	5	3
			Target:	5	5	5	5
KPM 2	Youth Runaways	Number of runaways from provider supervision (including youth on home visit status) per fiscal year.	▼	324	238	170	131
			Target:	255	255	255	255
KPM 3a	Youth to Youth Injuries	Number of injuries to youth by other youth per fiscal year. (Facilities)	▼	18	21	33	31
			Target:	25	25	25	25
KPM 3b	Youth to Youth Injuries	Number of injuries to youth by other youth per fiscal year. (Field)	▼	0	0	0	0
			Target:	2	2	2	2
KPM 4a	Staff to Youth Injuries	Number of injuries to youth by staff per fiscal year. (Facilities)	▼	1	1	0	0
			Target:	3	3	3	3
KPM 4b	Staff to Youth Injuries	Number of injuries to youth by staff per fiscal year. (Field)	▼	0	0	0	0
			Target:	0	0	0	0
KPM 5a	Suicidal Behavior	Number of youth with serious suicidal behavior, including attempts, during the fiscal year. (Facilities)	▼	5	2	14	25
			Target:	10	10	10	10
KPM 5b	Suicidal Behavior	Number of youth with serious suicidal behavior, including attempts, during the fiscal year. (Field)	▼	2	1	5	4
			Target:	1	1	1	1
KPM 6	Intake Assessments	Percent of youth who received an OYA Risk/Needs Assessment (OYA/RNA) within 30 days of commitment or admission.	▲	88%	83%	88%	87%
			Target:	90%	90%	90%	90%



KPM 7a	Case Management	Percent of close-custody and community youth with active case plans that are up-to-date (Facility)	▲	83%	82%	79%	88%
			Target:	90%	90%	90%	90%
KPM 7b	Case Management	Percent of close-custody and community youth with active case plans that are up-to-date (Field)	▲	71%	69%	81%	73%
			Target:	90%	90%	90%	90%
KPM 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.	▲	90%	91%	89%	89%
			Target:	95%	95%	95%	95%
KPM 9	Community Re-entry 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.	▲	95%	91%	90%	92%
			Target:	92%	92%	92%	92%
KPM 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.	▲	72%	73%	75%	78%
			Target:	70%	75%	75%	75%
KPM 11	Restitution Paid	Percent of restitution paid on restitution orders closed during the fiscal year.	▲	42%	34%	57%	36%
			Target:	40%	50%	50%	50%
KPM 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.	▼	30%	30%	23%	18%
			Target:	30%	30%	30%	30%
KPM 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.	▼	25%	23%	18%	14%
			Target:	20%	20%	20%	20%

# Major Budget Drivers and Environmental Factors for 2023-25

## Workforce Crisis and Risk to Operations at MacLaren Youth Correctional Facility

Like with many other sectors, OYA saw the pandemic become more of a workforce crisis than a health crisis in 2022. Outbreaks within our facilities require quarantine and medical isolation staffing, which greatly exacerbates what has been an extreme staffing shortage in our close-custody facilities.

The crisis is most acute at our MacLaren campus, where we saw consistent vacancy rates between 20% and 25% in 2022. This is an untenable rate of vacancies, causing high rates of mandated overtime shifts — requiring staff to stay at work after their shift has ended until relief arrives.

Our efforts to abate this crisis are slowly making progress. Vacancy rates are closer to 15% in early 2023. But these stressors have significant impacts on OYA's ability to carry out its mission and continue to provide safe, developmental environments for youth in our care and to maintain safety for staff. Violent incidents among youth at MacLaren increased over the last quarter of 2022, especially during night and swing shifts. In July 2022, there were 29 youth-on-youth assault incidents — the highest rate in over a year.

This trend is very concerning and needs intentional interruption, as we have more new staff with less experience in tough situations. Managers have less time to train and support new staff to understand and perform their duties before, during, and after an incident. The impacts on youth and staff cannot be understated. Limited staffing also impacts the ability of managers to adequately manage their teams and implement OYA initiatives.

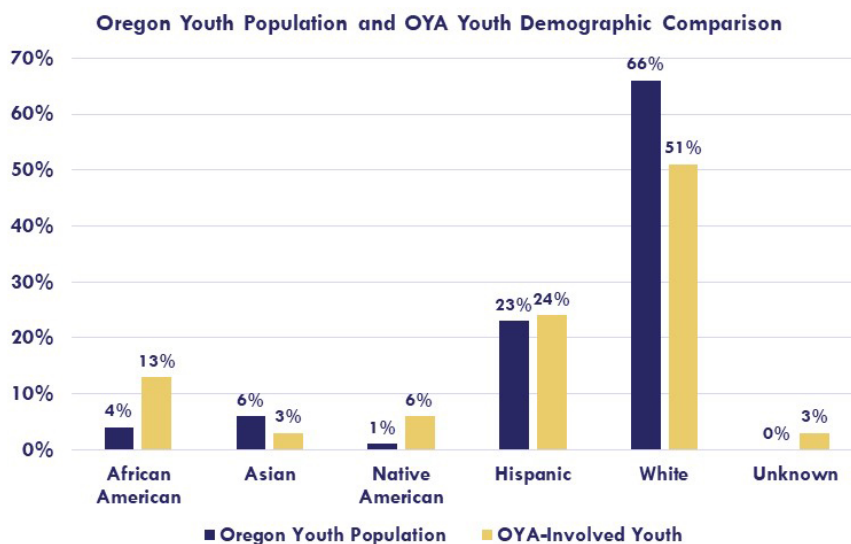
This crisis has driven OYA to urgently redouble our efforts to marshal our resources to identify and provide immediate and short-term relief — financially, with personnel shifts, and in programmatic decisions. We are supporting the MacLaren team with all the resources we can to sustainably recover from the pandemic staffing crisis.

Some steps currently in progress include:

- Shifting agency staff and resources to cover shifts and discrete tasks at MaLaren.
- Providing more leadership coverage and support on swing shifts and weekends.
- Addressing the lack of experienced direct care staff with increased training, support, and basic safety practices.
- Increasing coordination and services for gang-impacted youth and youth with known conflicts.
- Reinforcing support for staff to understand and implement our developmentally focused behavior management approach.

### Addressing Racial and Ethnic Disparities

Racial disparities appear at virtually every point of the legal system, from first contact with law enforcement to time spent in a correctional facility. While OYA is only one part of this system, we play a critical role in addressing the historical and systemic inequities that it perpetuates. Youth of color make up 48% of OYA’s population. To successfully fulfill our mission — protecting the public and reducing crime by holding youth accountable and providing opportunities for reformation in safe environments — we must ensure that we are effectively meeting the needs of all youth and communities, especially those who are marginalized. OYA’s organic statute directs us to pay attention to the disproportionate overrepresentation of youth of color and provide culturally responsive services. In addition, this has been further directed by a recent legislative budget note.



With the support of the legislature over the last several years, we have repurposed positions to specifically focus on DEI and expanded our Office of Inclusion and Intercultural Relations. We also convene regular youth committees, advisory committees, and most recently an Equity Think Tank comprised of leaders from communities of color who are helping us diversify our service portfolio.

OYA’s DEI work is categorized into three goal areas: workforce, infrastructure, and programming. Since becoming more intentional around this work over the last four years, we have seen an increase of 6.9% in our workforce diversity. At the end of 2022, 31.8% of OYA’s workforce identified as people of color.

Race/Ethnicity	All Oregon Youth	OYA Youth		OYA Staff
		Community Supervision	Close-Custody Facilities	
African American	4%	12%	15%	6%
Asian/Pacific Islander	6%	3%	3%	5%
Latino/a or Hispanic	23%	24%	25%	14%
Native American	1%	6%	6%	4%
White	66%	52%	50%	67%
Other/Unreported	—	4%	2%	3%

SOURCES: OYA Quick Facts, Workday, and Easy Access to Juvenile Populations. Updated: January 2023

[Learn more about DEI at OYA.](#)

### Continued Work to Implement the Developmental Approach

Positive Human Development (PHD) began many years ago as OYA’s take on the national research-based developmental approach to juvenile justice. PHD guides how OYA works with youth, and how staff work with each other.

PHD represents a significant cultural shift from a traditional corrections mindset to a growth mindset that focuses on skill development, attachment and belonging, and high expectations and accountability. This approach relies on research in adolescent brain development, developmental psychology, and which interventions are most effective in helping youth mature into productive, crime-free adults.

Our goal is to create a PHD culture for both youth and staff that provides a foundation of safety and security while consistently providing supportive relationships, offering meaningful participation, and maintaining high expectations in opportunity-rich settings where engagement, learning, and growth are natural developmental outcomes.

As part of this work, OYA is creating physical living spaces for youth in our facilities that are as normal as possible, because physical environments play a critical role in the development of young people. To do that, OYA is guided by our 10-Year Strategic Plan for Facilities (created in 2014 and updated in 2019 and 2022), a roadmap for designing and creating environments that support positive youth development and outcomes, while also addressing long-term deferred maintenance needs.

[Learn more about PHD.](#)

## **Implementing Juvenile Sentencing Reform (Senate Bill 1008)**

[Senate Bill 1008](#), which took effect Jan. 1, 2020, has had a profound impact on the juvenile justice system, and on OYA close-custody settings specifically. Prior to its implementation, youth entered close custody through two paths: 1) an escalation and adjudication through the juvenile courts; or 2) due to the seriousness of the underlying offense, through automatic waiver and conviction in adult court. Now, for youth to be sent to adult court, a judge must make that decision at a waiver hearing. Since this law change, the number of youth entering OYA via the adult courts has decreased significantly. The youth committing Measure 11 offenses are still coming to OYA, but now through the juvenile court.

Youth committed to OYA facilities as juveniles have an indeterminate disposition, which means their length of stay in OYA facilities is not pre-determined. Before these youth can be paroled to OYA community supervision with access to OYA's community services, their treatment team and facility administrators must make an informed decision about whether the youth has met strict parole criteria and demonstrated that their risk level is lower. Youth committed to OYA as adults have a determinate sentence, which means

they have a certain date when they will move to a DOC facility (after turning 25) or parole to the community under the supervision of adult community corrections.

In 2020, DOC youth were nearly 40% of youth in OYA close-custody facilities. Now, DOC youth are less than 20% of the population. These changes are impacting OYA's operations in several ways.

OYA now has paroling authority over additional youth who previously may have been convicted as adults. In response, OYA has added another level of parole review for youth who committed Measure 11 crimes and changed our parole criteria in rule. When this law passed, we anticipated we would see more youth come to OYA through juvenile courts. This has proven to be true, increasing the number of youth eligible for community-based programming and supports, as many youth who previously paroled to adult post-prison supervision or transferred to adult prisons will now access services in the community offered through OYA. Previously, DOC youth were generally ineligible for OYA community services. We are reviewing and mapping the resources and services provided to youth in OYA custody to ensure we are able to provide the most effective, culturally responsive, trauma-informed and developmentally focused services for every youth.

OYA also created [Healthy Youth Development](#) markers to help give OYA better criteria on which to judge parole readiness. These markers represent research-based skills and competencies that demonstrate psychosocial maturity and desistance from crime, based on Pathways to Desistance, which is a longitudinal study about juvenile offenders.

This biennium, we added the [Power Source curriculum](#) to the array of services offered to youth committed for violent person-to-person offenses. Power Source is an evidence-based program designed to empower youth with the social and emotional skills necessary to develop in healthy ways and disengage from high-risk behaviors and violence. Power Source emphasizes taking ownership for offenses, developing a deep understanding of the impact of those offenses, and making restorative efforts around those impacts — all factors that are required when considering transition readiness for youth committed for violent person-to-person offenses. Unlike prior curricula we've utilized, Power Source has various modules and components that are culturally responsive.

The changes to juvenile sentencing and parole authority also increase the need for OYA to enhance victim services and victim-centered, trauma-informed support programs, including requested notifications. Providing opportunities for meaningful support of crime victims is imperative to youth reformation and public safety. Communicating with crime survivors and including them in the rehabilitation process, as they want to be included, is a best practice that aligns with OYA's priorities of positive human development and diversity, equity, and inclusion.

According to a 2017 brief produced by the Office of Juvenile Justice and Delinquency Prevention, such programs not only provide dignity and respect to victims, but they also can decrease future youth delinquency, increase victim satisfaction with the outcomes, and improve public safety.

### **Youth Reformation System (YRS): Using Data to Inform Decisions**

The Youth Reformation System (YRS) is a data-informed framework for delivering the right services to youth for the right amounts of time. YRS harnesses decades of data about Oregon youth who have been involved with the juvenile justice system.

This data allows OYA to provide context and create tools that can inform decision-making and support professional expertise within OYA and with county partners. These tools and data can improve outcomes for youth, reduce future victimization, and maximize effective and efficient use of resources.

As more youth come to OYA with indeterminate sentences and OYA has paroling authority over more youth, we are shifting these tools to account for youth formerly committed to DOC as adults. Fewer youth committed to DOC as adults means that OYA's population will likely become younger, as fewer youth have determinate sentences beyond age 25. Expanding and improving the data we use to build analytical tools will provide better information for professionals making decisions about youth care and treatment, and a clearer overall picture of trends, risks, and outcomes.

Over the last year, OYA has discontinued a few tools that were no longer effective, overhauled a few existing assessments, and set a direction for the next two years of Youth Reformation System work. OYA continues to explore new research questions to guide our work.

Looking forward, we are focused on evaluating interventions/services and predictive utility of data.

### Acuity and Complexity of Youth Needs

In line with national trends, the number of youth being referred to Oregon’s juvenile justice system has been declining for the past 20 years. However, the percentage of youth committed to youth correctional facilities who have significant psychiatric conditions and/or intellectual or functional impairments is consistently much higher than the overall youth population. This is true for both males and females.

- **Diagnosed mental health disorder:** Nearly 70% of boys and 91% of girls in OYA custody have this characteristic. This is far above the national average for juveniles in custody.
- **Substance abuse or dependence:** Two-thirds of youth in OYA custody struggle with this.
- **Adverse Childhood Experiences (ACEs):** Juvenile-justice involved youth have higher rates of trauma, sexual abuse, homelessness, suicidal behavior and other ACEs than the general youth population

Social Characteristics	Male	Female
Substance abuse or dependence	56%	66%
Parent used alcohol or drugs	64%	75%
Diagnosed mental health disorder(s)	67%	91%
Diagnosed conduct disorder	31%	32%
History of abuse or neglect	54%	77%
Special education needs	33%	25%
Past suicide behavior	13%	25%
Youth is a biological parent	9%	8%

*Source: OYA Youth Biopsychosocial Summary 2022*



In recent years there has also been an increase in the number of youth who were previously served by child welfare, the Intellectual/Developmental Disability (I/DD) system, or both.<sup>1</sup> This has been driven by a two-fold problem: (1) capacity within the mental health intellectually / developmentally disabled child welfare system falls far short of what's needed to meet demand and clinical needs, and (2) the drastically reduced ability of child-placing agencies that can have legal guardianship over a child — a responsibility that rests with DHS Child Welfare and OYA — to place youth in residential services for psychiatric issues or substance use. Authority to refer and place youth in these types of services was transferred in recent years from OYA and DHS Child Welfare to the coordinated care organizations responsible for paying for those services. The result has been that youth who need these supports to regain or retain psychiatric stability, or to develop control over their addictions, do not have adequate, timely access to appropriate services in the community. Oregon ranks among the worst states (45<sup>th</sup>) for access to mental health care for young people.

Instead, the significant shortage of resources and access to medically supervised detoxification and treatment for substance dependence, I/DD resources, and high-end psychiatric treatment has resulted in more youth being committed, by default, to OYA close custody who would be more successfully served in the community. Judges are left with no viable alternative when other child- and youth-serving agencies report that they have no resources appropriate or available to meet the needs of these youth. Youth who have assaulted staff or run away from a program or service are most likely to be committed to OYA.

While it is true that these high needs, multi-system youth have committed crimes, it is also true that their criminal behavior is, in many cases, subordinate to other conditions that require clinical intervention rather than correctional services. Reformation cannot occur when a youth's criminal behavior is in response to the symptoms of a significant psychiatric condition, when they are experiencing non-volitional reactions to an unresolved trauma, or when they are processing information through a chronic dependence on substances. Nor can reformation occur when someone with a pervasive intellectual or functional impairment is struggling to navigate the world without the

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<sup>1</sup> As of 2022, 57% of OYA youth were previously involved with the child welfare system; 7% were served by the I/DD system.

assistance of properly coordinated support services. The immediate need for intensive service and treatment resources that fall outside the realm of the legal system has increased significantly, creating a conundrum for how best to serve these youth in close-custody environments, where they are exposed to youth whose criminal behavior is their primary issue, and who are more appropriately placed in a correctional facility.

## COVID-19

The COVID-19 pandemic has become more of a workforce crisis than a health issue for OYA. However, as a congregate care setting, OYA still has many strict restrictions in place to protect youth, staff, and visitors in close-custody facilities.

Face coverings are required in close-custody facilities where there are COVID outbreaks or when local community risk levels are high, as determined each week by the Centers for Disease Control (CDC). If youth or staff test positive, OYA engages in contact tracing efforts and subsequent individual or living unit quarantine and medical isolation protocols as necessary.

Pandemic precautions and limits remain on positive engagement activities available for youth when there is an outbreak or significant community spread.

OYA Health Services has provided incredible supportive medical care to hundreds of OYA youth who have tested positive for COVID-19 and has administered more than 750 COVID-19 vaccines to hundreds of youth in close-custody. About 68% of youth currently in close-custody are vaccinated against COVID-19. OYA also provides health education and information about vaccines, COVID, and staying healthy. No staff or youth have died from COVID and no youth required hospitalization.

Cumulative COVID cases – March 2020-Feb. 10, 2023
Total OYA staff: 515
Total OYA youth: 502
Facility youth: 321
Community youth: 181

OYA continues to meet regularly with partners at the Oregon Health Authority to make decisions about our pandemic response.

## Small and Safe Living Units

Youth in close-custody facilities are organized into living units. Historically, the average living unit size in OYA facilities has been 25 youth — far higher than the national best practice of 12 to 14 youth. Most states impose by state law or regulation specific staff-to-youth ratios for their juvenile facilities. Oregon does not.

OYA, the Executive Branch, and the Legislature started discussing this several years ago because Oregon is a national outlier on this issue. OYA's current staffing pattern is the reason that Oregon is out of compliance with the Prison Rape Elimination Act (PREA), a status that jeopardizes the inflow of federal public safety grant dollars to the state. The PREA staff-to-youth minimum ratio is 1:8 during waking hours and 1:16 during sleeping hours.

In recognition of this, OYA, the Governor's Office, and the Oregon Legislature have been working to retain staffing levels as the youth population drops so that Oregon can come closer to compliance with PREA ratios. A component of this partnership was a recent budget note, including direction for OYA to develop data points and monitor the overall impact of having a higher staff-to-youth ratio.

OYA developed metrics to track progress and the benefits of higher staff-to-youth ratios. The metrics measure:

- Increase in youth and staff safety
- Increase in positive youth engagement hours
- Increase in youth skill acquisition

The COVID-19 pandemic presented extreme challenges to OYA's close-custody facilities. While the Legislature decided to retain funding for OYA staffing levels to maintain higher staff-to-youth ratios, this has not been actualized due to an ongoing workforce crisis. The pandemic and related workforce crisis effectively cut staffing levels in OYA facilities — a forced experiment into the impacts of having worse staff-to-youth ratios.

While OYA has had a decrease in youth population in this time period, we also have had a more significant decrease in overall staff and, as importantly, significant losses of experienced staff.

This crisis has highlighted how critically important staffing levels and ratios are to OYA's ability to carry out our mission; provide safe, developmental environments for youth in our care; and to maintain safety for youth and staff.

This staffing crisis also has generated difficulties in creating consistency in teams and approach to youth behavior. This type of inconsistency is unsettling for both youth and staff, and it creates additional stress resulting in additional negative youth behavior. As you will see in the outcomes, some of the safety measures have been unfavorable or relatively flat, even with the decrease in total population. The agency is putting every resource available into rebuilding the staff teams at MacLaren and the other facilities that have been affected by the staffing shortage.

Retaining OYA staffing levels as the youth population declines is mission critical to OYA's operations and ability to protect public safety and provide youth with opportunities for reformation. Cuts to staffing levels at this time would cause OYA to fall further behind, with no way to recover when the workforce availability improves.

Research clearly shows the benefits of higher staff-to-youth ratios. Higher staffing levels:

- help to maintain a therapeutic environment;
- may help to facilitate problem identification and resolution;
- are associated with fewer instances of victimization, including theft and abuse, in juvenile facilities; and
- contribute to youth generally expressing fewer feelings of fear.

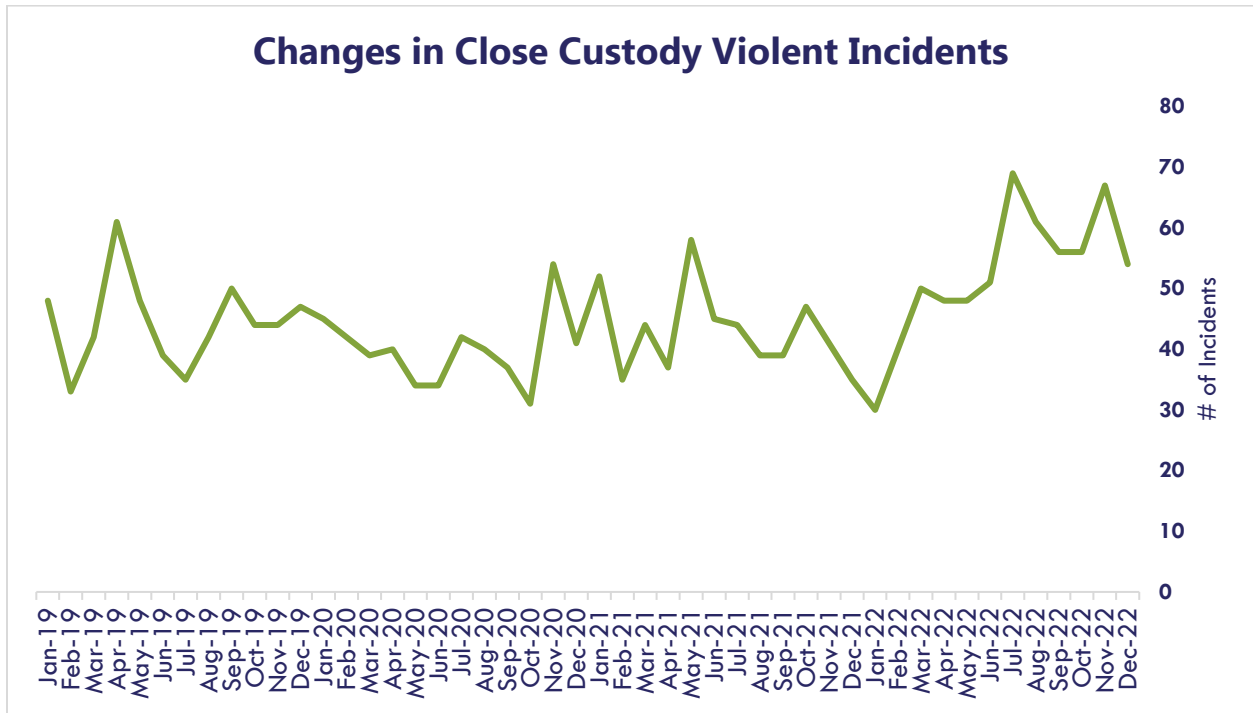
In the short term, OYA continues to focus on stabilizing and mitigating the workforce crisis with every resource possible. As this crisis abates, OYA will be able to actualize the investments of the Legislature to improve staff-to-youth ratios.

Some promising initiatives are on hold until the staffing crisis and pandemic recovery are stabilized. This includes an overhaul of the behavior management system using Restorative Justice principles to focus on accountability and prevention of further behavior and crime. We are also working on fully implementing the Safe Community Skill Development curriculum at all facilities to bring focus to the developmental skills adolescents need to move away from crime. All these efforts focus on creating equity in the juvenile justice system.

## Budget Note Update February 2023

OYA regularly reports on this budget note to the Legislature on the above metrics. Here is an update for February 2023.

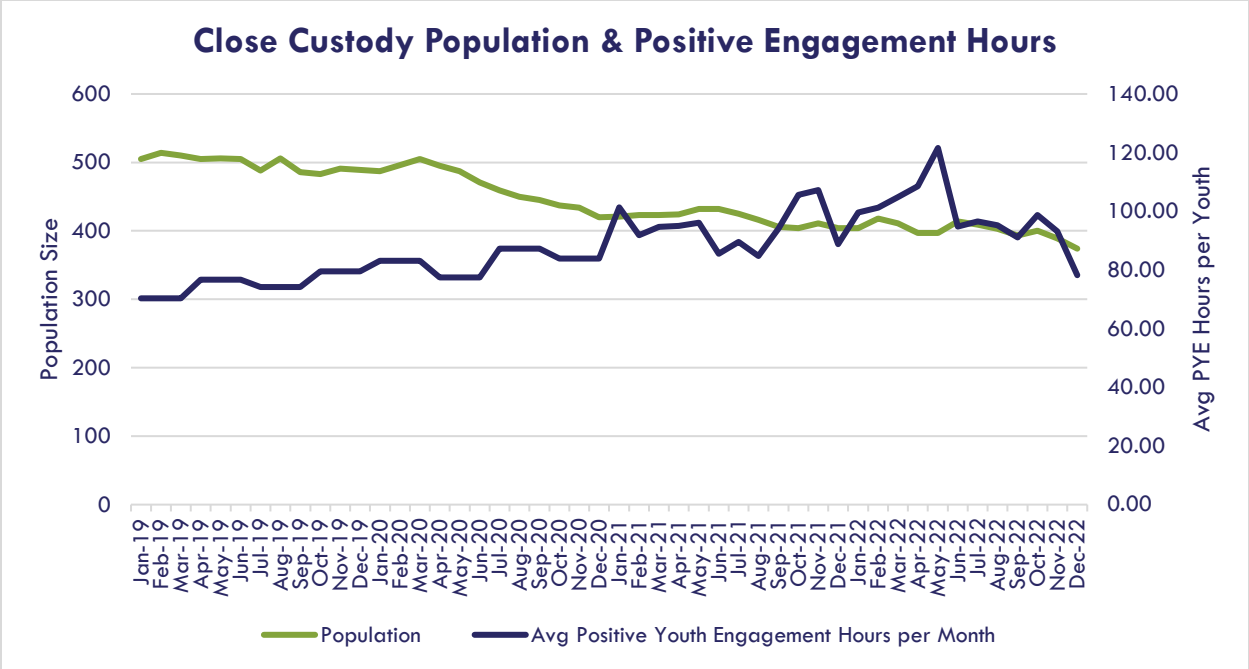
### Youth and staff safety



The overall close custody population is declining, but in the last year, during the recent staffing crisis, violent incidents increased. Aggressive incidents increased 80% between January and December of 2022 (from 24 incidents during January 2022, to 54 in December 2022). During that same period, the overall close custody population dropped by about 8%.

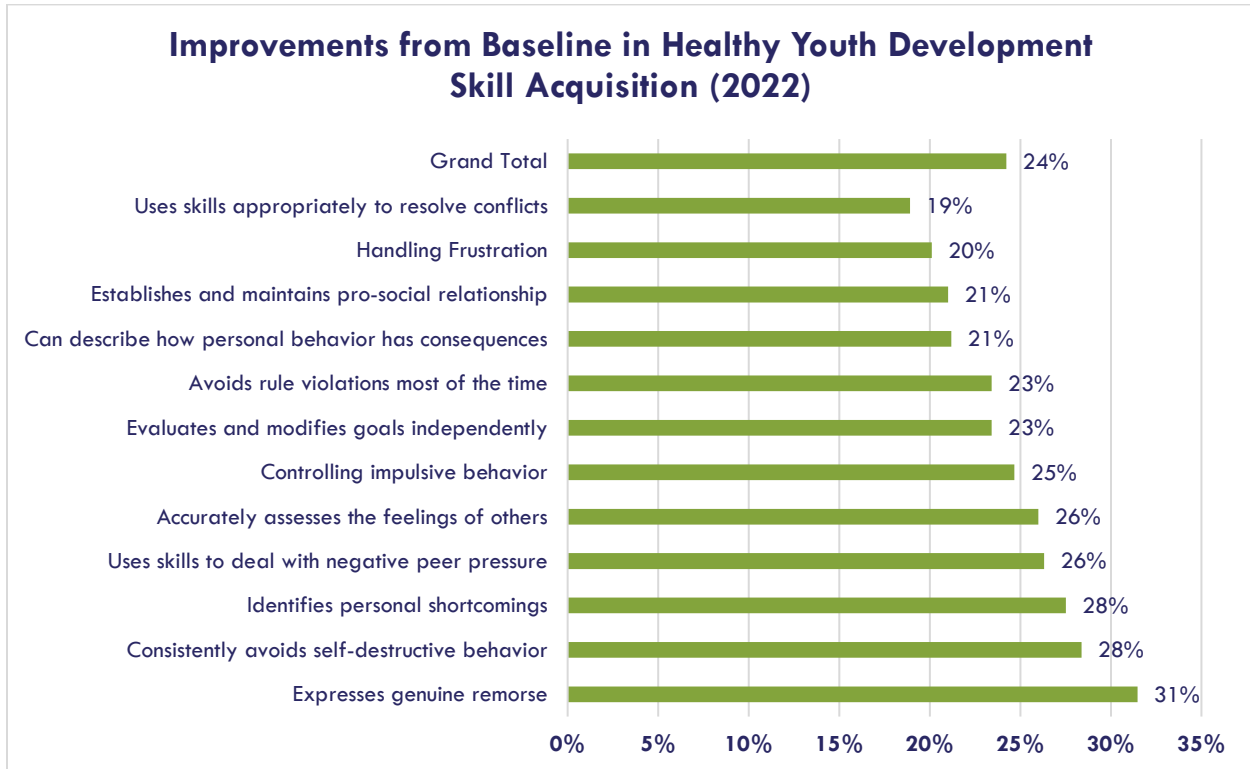
Living unit size and staff ratios were significantly impacted by recent staffing crisis and post-pandemic months. As we continue to fill vacant positions, improve staffing ratios, and provide extensive training and support to new and existing staff, we are hopeful this report will improve.

### Positive youth engagement hours



Lower youth to staff ratios in OYA's close custody environments allow staff to engage youth in more treatment and developmentally focused activities. This chart shows that better staff ratios equate to better engagement, and during the staffing crisis in 2021 and 2022, engagement suffered.

## Youth skill acquisition



*Note: Chart shows youth improvement after completing the 90-day healthy youth development program.*

This is an example of youth improving developmental skills that prior research has associated with reductions in future offending. You can see youth demonstrated improvements of 24% across the board — and some skills, such as expressing genuine remorse and avoiding self-destructive behavior, saw even higher gains over the 90-day period. Better staff ratios and smaller living units allow more time for staff to work with youth individually on these skills, which we know are connected to psychosocial maturity and lower rates of recidivism.

## Juvenile Justice Information System (JJIS) Modernization

JJIS modernization is one of OYA's top strategic priorities. Oregon is one of only three states that has a statewide unified client management system for youth in the justice system: the Juvenile Justice Information System (JJIS). Since its inception in 1995, JJIS has been a national-recognized success — an ongoing partnership between OYA and juvenile justice agencies in all 36 Oregon counties. It is central to the "business" of juvenile justice in Oregon, and therefore to accomplishing OYA's mission. It improves

public safety by providing useful, up-to-date information to about 2,500 daily users across the state about the thousands of youth who encounter the justice system every year at both the county and state levels — informing the decision-making of law enforcement, judges, probation and parole officers, and service providers. In addition, JJIS supports program evaluation, case management, and planning. It provides data that helps with legislation, policy development, and research; and it is used to manage provider contracts and billing. By statute, OYA is responsible for the cost and maintenance of JJIS.

Unfortunately, JJIS will likely stop working soon if we don't replace key software that dates back to the 1990s. Without modernizing the user interface, it will become increasingly difficult, if not impossible, to find people with the necessary expertise to fix glitches, and JJIS may no longer work for the thousands of juvenile justice professionals who rely on it every day. Even now, the obsolescence of the software affects our work with youth and threatens the capacity of Oregon counties and OYA to reduce crime and improve youth outcomes. Probation and parole officers engaging with youth when away from their desks don't have access to JJIS because it does not work on web or mobile platforms, which is inefficient, delays reporting, results in errors in data entry, and constrains our ability to maintain current information on youth who are risks to public safety. Furthermore, if JJIS is not modernized, county-level juvenile justice partners are likely to seek their own IT solutions to meet their business needs, which will jeopardize the "one youth, one record" system that is vital for continuity of youth services and interventions across Oregon counties and jurisdictions. JJIS also is invaluable for developing meaningful data the state uses to build predictive analytics tools designed to match youth with interventions most likely to keep the community safe. Finally, a recent Secretary of State audit identified the need for improved juvenile justice program data to support service evaluation and forecasting. As juvenile justice moves toward data-informed models, it is critical that the JJIS application be modernized to support real-time data entry, viewing, and reporting.

In conjunction with the JJIS Steering Committee — made up of representatives from OYA and the county juvenile departments — we are working to fix the problem and to bring JJIS into the 21st-century by building a new user interface.

Years of planning have gone into the JJIS modernization effort. The project is about to receive Stage Gate 3 endorsement and has project management and quality assurance



vendors on board. The contract has been awarded and we are in negotiations with the development vendor.

## **Recent Legislative Budget Notes**

Our agency has a long history of partnering and working with the Legislature to address our risks and priorities. Here are several budget notes that we have addressed in recent years, which continue to drive both our budget priorities and our agency initiatives.

### **2013**

- 10-Year Plan for Facilities
- Youth Reformation System

### **2015**

- Prevent and Reduce Use of Isolation

### **2019**

- Position Approval Process/Reduce Double Fills
- Diversity, Equity, and Inclusion

### **2021**

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

## **Juvenile Crime Prevention Funds**

The juvenile justice system in Oregon operates based on a strong partnership between county juvenile departments and the Oregon Youth Authority (OYA). Serving youth at the least restrictive level possible is a best practice for public safety and for rehabilitation. Juvenile Crime Prevention (JCP) Basic and Diversion funds are an important part of this work.

As a part of a 2021 budget note, and to provide assurance that this funding supports the state's goals and objectives for the provision of juvenile justice services, the Oregon Youth Authority reports to the Joint Committee on Ways and Means on its juvenile crime prevention and diversion funding programs. This report provides a detailed description of local juvenile diversion programs and identifies the criteria for funding awards, including expected deliverables and outcomes. These reports may also include recommendations on

ways in which performance metrics and compliance might create contractual incentives, affect future allocations if metrics are not met, or inform a funding allocation formula that includes criteria other than population.

OYA's next report on this budget note is due March 15, 2023.

The previous report is available here:

<https://www.oregon.gov/oya/reports/2022BudgetNote-JuvenileCrimePrevention.pdf>

## Major Changes to the Agency: Past Six Years

### 2021-23

- **Post-pandemic recovery:** continued to respond to the COVID pandemic, which significantly impacted operations in close-custody facilities including program offerings, unit movements, and health considerations
- **Staffing crisis:** faced major post-pandemic staffing crisis in close-custody facilities, particularly at MaLaren Youth Correctional Facility. Historically high vacancy rates of up to 25% caused significant disruption to operations and ongoing challenges. OYA had an additional 48% vacancy rate among qualified mental health professionals in close custody facilities. These challenges have required significant agency focus and internal resources.
- **Continued focus on addressing racial disparities** through diversity, equity and inclusion efforts: implemented agency-wide standards for hiring pools and panels, recruitment and training efforts.
- **Overhauled the staff training program** to better support new staff to have the skills they need to be successful and effective from the beginning of their career with OYA
- **Reviewed the Youth Reformation System** to meet current population and community needs, including a renewed focus on program and progress evaluation and retirement of outdated tools
- **Sentencing reform implementation** – response to 2019's Senate Bill 1008 continued with review of transition services and community programs offered to youth
- **Renamed and dedicated transition program for girls and young women** after the late State Sen. Jackie Winters. It is now called the Jackie Winters Transition Program

- **Focus on expanding and diversifying community programs** beyond the residential program and fee-for-service model to better meet the needs of youth, and especially youth of color
- **Received grant authority** for OYA to provide urgent grants to program providers in the community to support and improve the services they are able to offer youth
- **Significant youth acuity and complexity:** identified and responded to the complex needs of youth, who have significant trauma, mental health, substance use, and behavioral challenges in addition to their commitment offenses
- **Aligned budget** to reflect our divisions and departments in coordination with the Legislature; continued work to match budget with youth population and needs

## 2019-21

- Focused on diversity, equity, and inclusion
- Responded to COVID-19 pandemic
- Moved forward with Juvenile Justice Information System (JJIS) Modernization Project
- Updated youth parole readiness criteria
- Opened a new Enrichment Center at Oak Creek Youth Correctional Facility
- Opened a new industrial arts building at Eastern Oregon Youth Correctional Facility
- Renovated living units
- Other deferred maintenance and capital improvement projects
- Repurposed positions to provide more transition services
- Updated our programs for youth with major mental illness
- Re-examined OYA's system for abuse reporting
- Launched a new public-facing agency website and employee intranet

## 2017-19

- Closed Hillcrest Youth Correctional Facility in Salem and consolidated it with MacLaren Youth Correctional Facility in Woodburn
- Closed North Coast Youth Correctional Facility in Warrenton

- Received permanent funding for the Young Women’s Transition Program, which provides critical services to help young women transition from our facilities back to the community
- Built six new living units built at MacLaren Youth Correctional Facility; renovated medical clinic, dental clinic, and treatment building
- Built new high school at Rogue Valley Youth Correctional Facility
- Addressed deferred maintenance and infrastructure needs at multiple facilities, including a geothermal/HVAC upgrade at our Tillamook facilities and a kitchen/dining room renovation at Camp Florence
- Started the Juvenile Justice Information System (JJIS) Modernization project to update and modernize the statewide juvenile database: formed a project team, submitted the project charter to EIS for review and prioritization, and received stage gate 1 endorsement
- Finished implementing a new electronic health record system that also includes medical, dental, psychiatric and psychological records
- Launched Fundamental Practices for Positive Human Development (PHD) in our close-custody facilities
- Continued work to reduce use of isolation for youth in facilities
  - Implemented programs to provide alternatives to isolation
  - Closed the behavior management unit at MacLaren and created a complex trauma unit, The University of Life
  - 2017 law change codified our policy outlawing isolation as punishment
- Redesigned our parole revocation unit
- Created an external LGBTQ+ Advisory Committee
- Redesigned our mental health treatment programs
- Youth Reformation System: launched Youth Placement Scores, Risk of Revocation, and revocation impact tools

## **Significant Unresolved Issues Relating to the Budget**

- **Small and Safe Living Units:** Continued effort to limit reductions to close-custody budgets and bring staff ratios and living unit sizes into compliance with national Prison Rape Elimination Act (PREA) standards as the youth population declines.

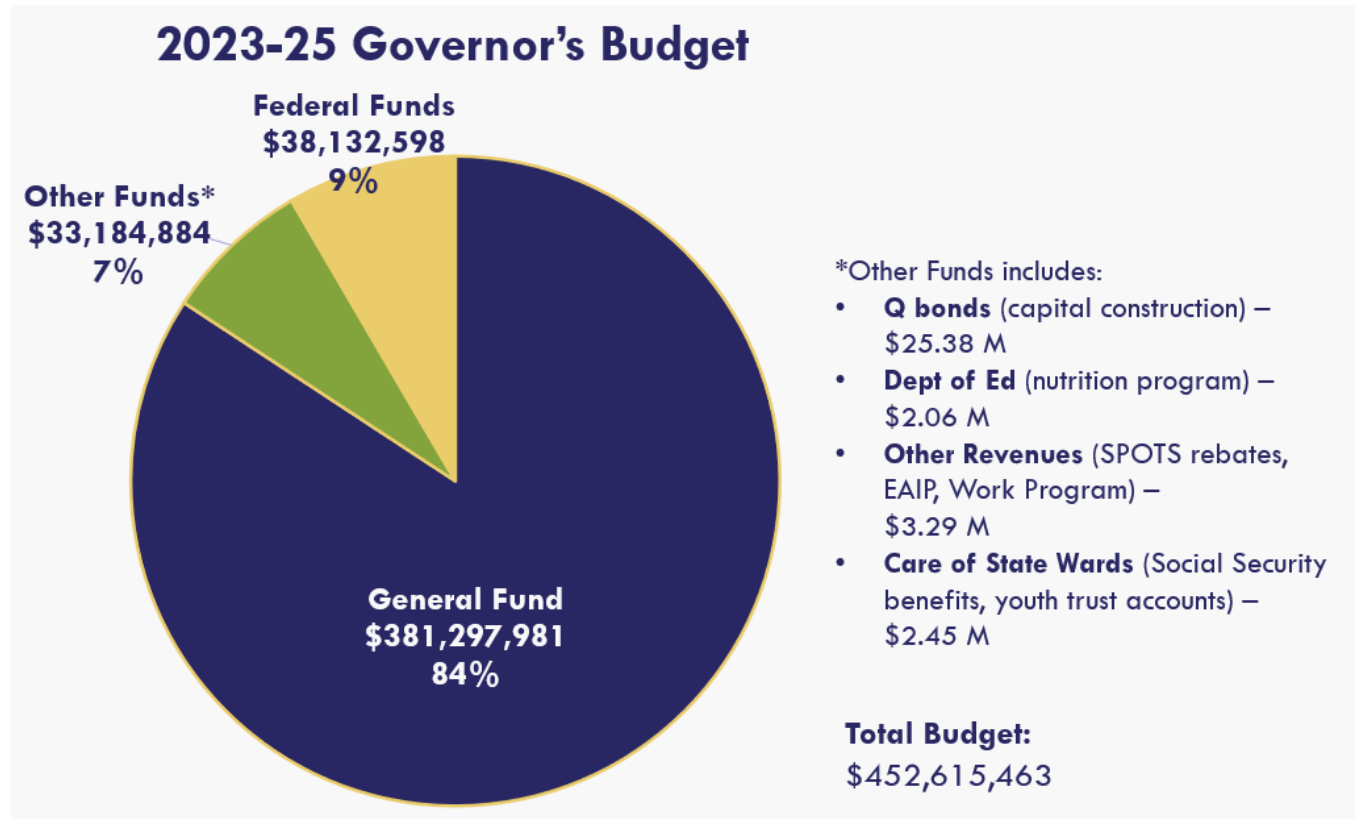
- **Sex offense treatment:** continued challenges that impact OYA's ability to provide services, including behavior rehabilitation services (BRS) program payment structure for sex offense treatment and youth placement. OYA also has not been able to fill its internal sex offense treatment-specific positions due to a widespread community shortage of certified professionals.
- **Behavior rehabilitation services (BRS) rate study:** in collaboration with Oregon Department of Human Services and Oregon Health Authority, OYA is working to complete a rate study to adjust the rates paid to BRS providers who care for OYA youth. This work is critical and the current fee structure has significant challenges that impact services and provider stability.
- **Need for additional, culturally responsive community programming:** As OYA's authority to parole youth has changed with sentencing reform, our ability to provide services in the community has expanded to many more youth. This change, plus the intense complexity of youth needs, requires expansion beyond the traditional residential program model to include different supports, such as mentorship, skill-building, positive engagement, education, employment, and other programs. We are also working to contract with culturally responsive providers who can improve the services we can offer to youth of color.
- **Staffing crisis:** faced major post-pandemic staffing crisis in close-custody facilities, particularly at MacLaren Youth Correctional Facility. Historically high vacancy rates of up to 25% caused significant disruption to operations and ongoing challenges. The agency had an additional 48% vacancy rate among qualified mental health professionals in close custody facilities. These challenges have required significant agency focus and internal resources to recover.

## Governor's Budget Information

The Governor's Budget for OYA can be found here:

<https://www.oregon.gov/oia/reports/2023-25-OYA-GB.pdf>

## Summary of Revenues



### Federal Funds

- OYA is reimbursed for the Title XIX BRS program, under which residential treatment programs provide skills training and structured daily living activities to youth.
- Under federal law, OYA claims federal reimbursement for counseling and skills training based on a daily rate methodology included in the state Medicaid plan.
- Targeted Case Management and Medicaid Administration revenue estimates are based on OYA's Random Moment Sample (RMS) percentages.

### Other Funds

- **Trust Accounts:** OYA offsets expenditures on behalf of youth in its care and custody by establishing trust accounts and recovering Social Security and other benefits available for youth in the justice system.

- **Capital Construction:** Funds approved by the Legislature for capital construction projects.
- **Other Sources:** The USDA/Oregon Department of Education School Nutrition Program, Training Academy, and other miscellaneous reimbursements. The Governor’s Budget includes Other Funds limitation for youth work programs.

## Proposed Technology and Capital Construction Projects

### Technology: Juvenile Justice Information System (JJIS) Modernization

JJIS modernization is one of OYA’s top strategic priorities. Oregon is one of only three states that has a statewide unified client management system for youth in the justice system: the Juvenile Justice Information System (JJIS). Since its inception in 1995, JJIS has been a national-recognized success — an ongoing partnership between OYA and juvenile justice agencies in all 36 Oregon counties. It is central to the “business” of juvenile justice in Oregon, and therefore to accomplishing OYA’s mission. It improves public safety by providing useful, up-to-date information to about 2,500 daily users across the state about the thousands of youth who encounter the justice system every year at both the county and state levels — informing the decision-making of law enforcement, judges, probation and parole officers, and service providers. In addition, JJIS supports program evaluation, case management, and planning. It provides data that helps with legislation, policy development, research; and it is used to manage provider contracts and billing. By statute, OYA is responsible for the cost and maintenance of JJIS.

Unfortunately, JJIS will likely stop working soon if we don’t replace key software that dates back to the 1990s. Without modernizing the user interface, it will become increasingly difficult, if not impossible, to find people with the necessary expertise to fix glitches, and JJIS may no longer work for the thousands of juvenile justice professionals who rely on it every day. Even now, the obsolescence of the software affects our work with youth and threatens the capacity of Oregon counties and OYA to improve our ability to reduce crime and improve youth outcomes. Probation and parole officers engaging with youth when away from their desks don’t have access to JJIS because it does not work on web or mobile platforms, which is inefficient, delays reporting, results in errors in data entry, and constrains our ability to maintain current information on youth who are risks to public safety. Furthermore, if it is not modernized, county-level

juvenile justice partners are likely to seek their own IT solutions to meet their business needs, which will jeopardize the “one youth, one record” system that is vital for continuity of youth services and interventions across Oregon counties and jurisdictions, and which is invaluable for developing meaningful data the state uses to build predictive analytics tools designed to match youth with interventions most likely to keep the community safe. Finally, a recent Secretary of State audit identified the need for improved juvenile justice program data to support service evaluation and forecasting. As juvenile justice moves toward data-informed models, it is critical that the JJIS application be modernized to support real-time data entry, viewing, and reporting.

In conjunction with the JJIS Steering Committee — made up of representatives from OYA and the county juvenile departments — we are working to fix the problem and to bring JJIS into the 21st-century by building a new user interface for JJIS.

Years of planning have gone into the JJIS modernization effort. The project is about to receive Stage Gate 3 endorsement and has project management and quality assurance vendors on board. The contract has been awarded and we are in negotiations with the development vendor.

OYA Proposed Technology Project: 2023-25						
Priority	Project Name	Description	General Fund	XI-Q Bonds	Federal Funds	Project Total*
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	\$16,673,111

\*Does not include Debt Service or Costs of Issuance

### Capital Construction: Ten Year Strategic Plan for Facilities

OYA is responsible for the operation and maintenance of five youth correctional facilities and four transition programs at seven locations. These facilities securely house youth and provide reformation, treatment, education, vocational training, and other supporting services.



The purpose of OYA's capital improvements, capital construction, and facilities maintenance and management program is to construct secure facilities and provide safe physical plant environments that are conducive to youth reformation. The capital program works toward this goal through new construction, building renovation, and infrastructure and site improvements.

OYA's Ten Year Year Strategic Plan for facilities provides a framework based on the long-term use of existing facilities, future capacity needs, the condition of its facilities, and functionality of space for treatment and programing. A major objective of the Ten Year Plan is the practice of good stewardship. By attending to the needs of the buildings and sites, resolving deferred maintenance, and planning and implementing capital renewal projections we can extend the longevity of the assets under our care.

The capital program incorporates elements that support OYA's developmental approach, which directly supports the research on juvenile brain development, developmental psychology, and the interventions that are most effective to hold youth accountable and offer opportunities for growth and change. Projects that have focused on improving program support areas and youth living and working environments have proven to improve outcomes and reduce recidivism. Examples of successful OYA projects are the six new living units at MacLaren Youth Correctional Facility and New Bridge High School at Rogue Valley Youth Correctional Facility.

OYA is focused on continuing our work to construct and renovate youth living units and vitally important program support areas. The 23-25 biennium in OYA's Ten-Year Plan includes new high schools, vocational education buildings, regulation and reintegration spaces, and funding to resolve deferred maintenance, capital renewal, and other critical facility condition assessment needs.

Additionally, because of the age of our buildings and sites, the capital construction program requires an allocation of general funds to remediate hazardous materials during renovations and projects, demolish end-of-life structures, and to periodically test water systems and building materials to ensure safe spaces are maintained and that hazardous materials are abated and safely disposed of.

The following is a list of OYA's capital construction projects and needs for the 23/25 biennia:

<b>Capital Construction Request</b>			
<b>Agency Priority</b>	<b>Concept/Project Name</b>	<b>Description</b>	<b>Estimated Cost/Total Funds</b>
1	Oak Creek - New School and Vocational Education Facility: Albany, OR	New construction - A new school building and a vocational education building. Multi-use facilities.	\$11,859,642
2	Rogue Valley Living Unit Renovation: Grants Pass, OR	Complete renovation of Living Unit A, PHD improvements, and seismic upgrades	\$4,500,000
3	Rogue Valley Renovation - New Regulation and Reintegration Center: Grants Pass, OR	Renovate building to create a new Regulation and Reintegration Center. Expand building footprint to create an outdoor space for counselling.	\$4,060,586
4	Maclaren - New East and West High Schools: Woodburn, OR	New Construction - two new high schools, one on each side of campus. Multi-use facilities.	\$23,008,665
5	Deferred Maintenance / Capital Renewal: Statewide Projects	Complete priority 1 - 3 critical facility needs as identified in facility condition assessment and respond to equipment failures.	\$7,166,252
		<b>Total</b>	<b>\$50,595,145</b>
<b>Building Demolition and Hazardous Material Disposal 23/25 Biennia</b>			
<b>#</b>	<b>Building</b>	<b>Square Feet</b>	<b>Cost</b>
1	Lord High School	20,430	\$1,895,042
2	Root House	2,080	\$192,936
3	Potato Shed	5,640	\$523,154
4	Hog Barn	4,120	\$382,162
5	Silos	1,200	\$111,309
		<b>Sub Total</b>	<b>\$3,104,603</b>
a	Architect & Engineering Fees		\$523,733
b	Demolition Contingency at 5%		\$218,222
c	Other CC/CI and Maintenance Project Hazardous Material Disposal		\$200,000
		<b>Total</b>	<b>\$4,046,558</b>
		<b>Grand Total</b>	<b>\$54,641,703</b>

## Proposed Program or Service Reductions

### Governor's 2023-25 Budget

The Governor's 2023-25 Budget for OYA included these program and service reductions and investments.

#### Reductions:

- Current Service Level was adjusted in Governor's Budget to cut two living units (\$6.3m); 15 staff were restored in Governor's Budget (see below)
- Vacancy savings (\$6.5m)
- Reduction to funds for community providers (\$10.4m)
- Reductions to statewide administrative services, such as the Attorney General and Department of Administrative Services (\$1.6m)
- Cut to county pass-through funding for Juvenile Crime Prevention, Diversion, and Gang Services (\$1.1m)

#### Investments:

- Two positions focused on services for crime victims. \$383k
- Additional mental health positions at MacLaren and Oak Creek Youth Correctional Facilities. \$347k
- Permanent positions to fully staff the Jackie Winters Transition Program. \$568k
- Funds to continue with Juvenile Justice Information System (JJIS) modernization. \$18.7m
- Additional human resources, payroll, and procurement staff positions to support our diversity, equity, and inclusion efforts and address workload concerns. \$970k
- A new communications position to support OYA's initiatives, language translation, and efforts to better communicate with staff and youth. \$144k
- Bond money for our 10-Year Plan of capital construction and capital improvement requests, to help address deferred maintenance and continue to create living environments that support youth development. \$12.8m

- Retain staff positions as the number of youth in close-custody declines, allowing OYA to provide more opportunities for youth with better youth-to-staff ratios and small and safe living units. \$3.0m
- Additional staff and new equipment for CCTV security systems in close-custody facilities. \$838k

## Reduction Scenarios Requested by Legislative Fiscal Office

Here is a detailed list of cuts required in 15% reduction scenario.

<b>Detail of 15% Reductions to OYA 2023-25 Current Service Level Budget</b>				
<b>Program Description</b>	<b>Total Funds</b>	<b>Positions</b>	<b>FTE</b>	<b>Impact on Services</b>
Youth Correctional Facility	(29,718,492)	(135)	(120.50)	This reduction to OYA operations will mean losing nearly 100 secure placements, or 25% of close-custody capacity. This will restrict the state's ability to provide reformation and treatment services to youth who need a secure setting. Some youth will need to be paroled before they are ready for release, creating a risk of harm to them and the community. Additional reduction of statewide community placement capacity and parole & probation staff limits the state's ability to provide supervision and reformation services in a setting that best meets the youth's public safety risk.
Community Residential Beds (Behavior Rehabilitation Services and Foster Care) & Community Staff	(19,294,925)	(20)	(19.76)	This reduction of statewide community placement capacity and parole & probation staff limits the state's ability to provide supervision and reformation services in a setting that best meets the youth's public safety risk.
Juvenile Crime Prevention/Diversion County Funds & Multnomah Gang Funds	(4,117,161)	-	-	A General Fund reduction in special payments and assistance to county juvenile departments will result in negative impacts to services across the state's juvenile justice continuum and limit the ability of counties to divert youth from youth correctional facilities (YCFs), making it likely that more youth will be committed to YCFs.
Program Support - Various Positions	(8,879,597)	(26)	(26.58)	The agency is forwarding a proportionate reduction in all program support areas. This will cause a negative impact to agency operations, as most programs are one deep in most areas, exposing OYA to considerable risk.
Capital Improvement	(259,926)	-	-	This reduction would limit OYA's ability to invest in the care of the physical infrastructure of our close-custody facilities, where a significant portion of our youth reside.
<b>Total Funds</b>	<b>(62,270,101)</b>	<b>(181)</b>	<b>(166.84)</b>	
<b>Total Funds: \$62,270,101 (\$55,262,163 General Fund)</b>				

## Agency Cost Savings

OYA takes the stewardship of public dollars seriously and considers cost containment opportunities throughout each biennium.

### Business Services

- Building maintenance, operations, renovations, and new construction all include energy-saving initiatives. Solar fields were added to MacLaren YCF.
- Addressing deferred maintenance assures longer life of assets and buildings.
- Asset management: Starting in 2023-25 biennium, computers will be refreshed every four years. Replacements will be ordered and installed on a quarterly basis. Having computers on a regular refresh cycle reduces maintenance time and costs as the computers are still under warranty. Additionally, the quarterly rollout can be managed by internal staff, eliminating the cost of hiring contractors to complete the computer replacements.
- SPOTS purchases: OYA will try to use the SPOTS card for as many purchases as possible to take advantage of the rebate program.

### Health Services

- Switched to state price agreement rather than direct order from pharmaceutical company for youth medications.
- Continued to maximize switch to electronic health records. All files have been scanned and Health Services no longer maintains paper files.
- Obtained equipment from a nursing school that closed and are using this to replace clinic equipment as needed.
- Started building a dental clinic onsite at the Oak Creek facility. When it is completed, Oak Creek youth will be able to receive routine dental services onsite instead of being transported offsite for these services.

### Community Services

- Consolidated four field offices into two.
- Increased group travel post-pandemic for transporting youth, when possible due to safety considerations.

### Facility Services, Development Services, and Agency-Wide

- Travel and Remote Work: decreased travel costs and on-site visits to facilities and residential programs. Decreased number of large, in-person meetings and replaced with virtual visits. Saves travel, hotel, and per diem costs.
- Participated in virtual trainings vs. in-person trainings whenever possible. Saves travel, hotel, and per diem costs.
- For applicable staff, continued telecommuting a least 1-3 days per week.
- Long-term opportunity to reduce space needs at Central office, share office workspaces, etc.

## Program Prioritization 2023-25

OYA's program prioritization for 2023-25 can be found here:

<https://www.oregon.gov/oia/reports/2023-25ProgramPrioritization.pdf>

## Proposed Legislation Affecting OYA

OYA 2023 Legislative Concepts for Discussion		
Agency #	Relating to Clause	Summary
LC405	Relating to post-adjudication detention of adjudicated youth	Authorizes juvenile court to extend post-adjudication detention of adjudicated youth for no more than 72 hours for transportation purposes.
LC406	Relating to uniform commitment forms	Modifies process for development and modification of uniform commitment forms.
SB 212	Relating to peer support confidentiality	Makes confidential and exempts from discovery and public records certain communications and information conveyed during peer support check in sessions with Oregon Youth Authority employees. Creates exceptions.
LC413	Relating to temporary assignment to youth correction facility	Permits person who is 20 years of age or older at time of resentencing for crime committed when person was under 18 years of age to continue temporary assignment to youth correction facility if person was temporarily assigned to youth correction facility following original sentence. Declares an emergency.
LC415	Relating to legal custodians' authority to act on behalf of certain youths	Modifies legal custodians' authority to apply for and use Social Security benefits, public assistance or medical assistance on behalf of youths or adjudicated youths.
LC416	Relating to diversity of Oregon Youth Authority staff	Directs Oregon Youth Authority to maintain certain demographic data. Directs authority to consider demographic disparities among adjudicated youths and between adjudicated youths and authority employees when developing culturally responsive programs.
LC417	Relating to youth correction facility staffing levels	Modifies criteria for determining maximum allowable population levels for youth correction facilities.

## Long Term Vacancies

Additional information provided to Legislative Fiscal Office.

	Position Title	Pos Type	POS	FTE
C6534	Behavioral Health Specialist 2	PF	3	3.00
C6751	Group Life Coordinator 2	PF	1	1.00
X7607	Youth Facility Supervisor 1	PF	1	1.00
C0118	Executive Support Specialist 1	PF	1	1.00
C9117	Cook	PP	1	0.50
C0104	Office Specialist 2	PF	2	2.00
C0872	Operations & Policy Analyst 3	PF	1	1.00
X7054	Behavioral Health Manager 2	PF	1	1.00
C6294	Clinical Psychologist 1	PF	1	1.00
C6634	Juvenile Parole/Probation Officer	PF	2	1.13
C0860	Program Analyst 1	PF	1	1.00
C0871	Operations & Policy Analyst 2	PF	1	1.00
X7205	Diversity, Equity, and Inclusion Manager	PF	1	1.00
C6632	Juvenile Probation/Social Services Officer	PF	1	1.00
C0103	Office Specialist 1	PF	1	1.00
C0870	Operations & Policy Analyst 1	PF	1	1.00
C1635	Licensed Practical Nurse	PF	1	1.00
X0107	Administrative Specialist 1	PF	1	1.00
C1487	Information Systems Specialist 7	PP	1	0.50
			<b>POS</b>	<b>FTE</b>
			<b>23.00</b>	<b>21.13</b>

## Secretary of State Audits

The Secretary of State did not conduct any audits focused on OYA this biennium. OYA was part of a statewide performance audit in 2018 to assess the internal audit function within state agencies and the role the Department of Administrative Services (DAS) plays in coordinating and promoting the function. The audit report was issued to DAS management. As a result of the audit, OYA has changed the structure of its audit committee to align with recommendations made in the report.



# Agency Span of Control

As of July 1, 2021, at 12:07 p.m.

## Agency Span of Control as of 7/1/2021 @ 12:07 PM

Agency	Agency Max Supervisory ratio	Total # EEs *	Total # Non-supervisory EEs	÷	Total # Supervisory EEs	Total # EEs not assigned a Representation **	1 :	Adjusted Actual Ratio	Actual ratio
Bureau of Labor and Industries	(1:8)	12	107	÷	14	0	1 :	8	7.64
Department of Administrative Services	(1:10)	1026	931	÷	95	0	1 :	10	9.80
Department of Agriculture	(1:8)	816	765	÷	51	0	1 :	15	15.00
Department of Consumer and Business Services	(1:11)	987	903	÷	84	0	1 :	11	10.75
Department of Corrections	(1:10)	5081	4662	÷	418	1	1 :	11	11.15
Department of Environmental Quality	(1:10.25)	870	796	÷	74	0	1 :	11	10.76
Department of Fish and Wildlife	(1:6)	1458	1266	÷	191	1	1 :	7	6.63
Department of Human Services	(1:8.39)	11107	10100	÷	998	9	1 :	10	10.12
Department of Justice	(1:11.88)	1638	1512	÷	124	2	1 :	12	12.19
Department of Public Safety Standards and Training	(1:27)	451	432	÷	16	3	1 :	27	27.00
Department of Revenue	(1:11)	1136	1041	÷	95	0	1 :	11	10.96
Department of State Lands	(1:8)	146	132	÷	14	0	1 :	9	9.43
Department of Transportation	(1:11)	5777	5392	÷	448	0	1 :	12	12.04
Employment Department	(1:11)	3041	2833	÷	208	0	1 :	14	13.62
Forestry Department	(1:7)	1623	1460	÷	165	0	1 :	14	13.62
Higher Education Coordinating Commission	(1:7)	167	148	÷	19	0	1 :	9	8.85
Oregon Business Development Department	(1:9)	170	152	÷	18	0	1 :	8	7.79
Oregon Department of Education	(1:9)	1001	910	÷	84	7	1 :	11	10.83
Oregon Health Authority	(1:8.6)	5389	4953	÷	453	1	1 :	11	10.93
Oregon Housing and Community Services	(1:9)	409	369	÷	40	0	1 :	9	9.23
Oregon Liquor Control Commission	(1:11)	411	384	÷	27	0	1 :	14	14.22
Oregon State Department of Police	1:12	1571	1430	÷	136	5	1 :	11	10.51
Oregon Youth Authority	(1:9)	1086	987	÷	99	0	1 :	10	9.97
Parks and Recreation Department	(1:8)	903	820	÷	83	0	1 :	10	9.88
Public Employees Retirement System	(1:10)	420	385	÷	35	0	1 :	11	11.00
Public Utility Commission of Oregon	(1:5)	132	112	÷	20	0	1 :	6	5.60
State of Oregon Military Department	(1:10)	608	556	÷	52	0	1 :	11	10.69
Water Resources Department	(1:8)	191	173	÷	18	0	1 :	10	9.61
Veteran Affairs		109	92	÷	17	0	1 :	5	5.41

\* This total number includes positions which were flagged by Workday as NOT having a Repr code assigned. Each position was reviewed and assigned to a supervisory or non supervisory category.  
 \*\* These numbers are showing up in Workday as not having a Repr code assigned. They were reallocated to a supervisory or non-supervisory category and folded into the Total on column C.  
 Ratio within Maximum supervisory ratio

**HCM | Span of Control Counts by Company (Company or Supervisory Organization Selection)**

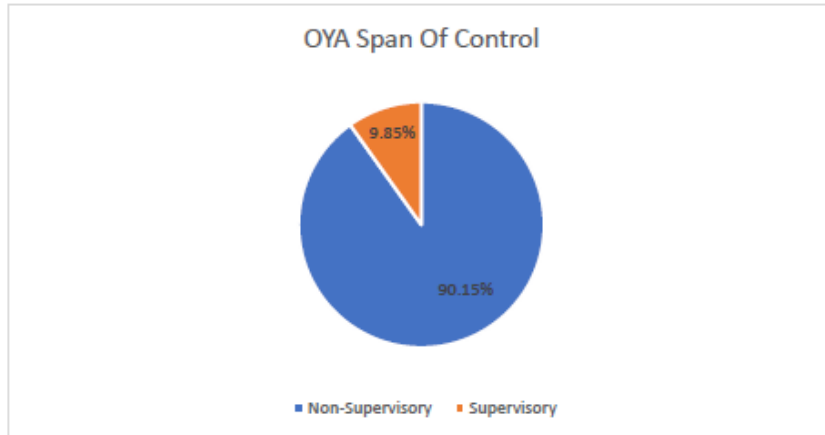
Effective as of Date and Time: 12/31/2022 0:00

Company: Oregon Youth Authority

OR Supervisory Organization:

Include Subordinate Organizations: Yes

Company	Supervision Category	Filled	Vacant	Total	
Oregon Youth Authority	Non-Supervisory	820	149	970	90.15%
Oregon Youth Authority	Supervisory	91	14	106	9.85%
Total		913	163	1,076	100%



## Other Funds Ending Balance Form

Other Fund Type	Program Area (SCR)	Treasury Fund #	Category/Description	2021-23 Ending Balance		2023-25 Ending Balance		Comments
				In LAB	Revised	In CSL	Revised	
Limited	41500-010-00-00-00000	0401	Other - Youth Work Programs, Facility Youth Incentive, Restricted donations, grants, sale of surplus property, reimbursements, rebates, and misc revenue	202,193	202,193	202,193	202,193	OYA does not anticipate an increase in collections for 2023-25 based on the current biennium trend (and after accounting for the loss of child support collections).
Limited	41500-020-00-00-00000	0401	Other - Reimbursements	0	0	0	0	n/a
Limited	41500-030-00-00-00000	0401	Other - Fees, SPOTS rebates, reimbursements and EAIP	142,364	142,364	142,364	234,467	Increase in SAIF claims and SPOTS usage (rebate); and a grant was received from the Criminal Justice Commission