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**Appendix A: Characteristics of First Admissions to the California Youth Authority
1959-1997**

California Youth Authority
Response to Supplemental Budget Language Request
Item 5460-001-0001
1997-98 Budget Act

**Systems and Measures for Evaluating Program Effectiveness with an Increasingly
Violent Youthful Population**

Executive Summary

This report is respectfully submitted by the California Youth Authority (CYA) to the Joint Legislative Budget Committee and the fiscal committees of the California State Legislature pursuant to a request in the *Supplemental Report to the 1997-98 Budget Act*. Item 5460-001-0001 of that report requested that the CYA report by March 1, 1998 on programs needed to serve institution and parole populations, measures to determine the effectiveness of those programs and systems required to evaluate the effectiveness of programs operated by the CYA. The specific language contained in the Supplemental Report is:

Item 5460-001-0001 -- Department of the Youth Authority

1. Treatment Needs Assessment -- Institutional and Parole Populations.

The Department of the Youth Authority shall, using existing resources, complete a treatment needs assessment that identifies what programs are needed for its institutional and parole populations. In addition, the assessment should identify the systems required to evaluate the effectiveness of its rehabilitation programs and what measures it will use to determine the effectiveness of individual programs and/or combinations of programs on parole outcomes. The Department shall complete the assessment and transmit copies to the Joint Legislative Budget Committee and the Legislature's fiscal committees by March 1, 1998.

Overview of the CYA

The CYA was created by law in 1941. It is the largest youthful offender agency in the nation. As one component of the overall California juvenile justice system, the CYA provides a secure setting for training, treatment and education to young offenders whose level of delinquency makes them unsuitable for continued handling at the local level but who, due to their age and/or maturity, are not considered appropriate for adult prison. Within the CYA, young offenders are provided an opportunity to accept responsibility for their past actions and develop the competencies necessary to change their delinquent behavior patterns and become responsible citizens. In addition, the CYA provides a focus on community restoration through public service activities and victim services and restitution.

Structure of This Report

In order to respond to the Supplemental Report Language request to identify needed programs for youthful offenders committed to the CYA, the CYA reviewed the projected offender population and characteristics for the period 1997-2007. These elements of the analysis are included in Section 1. Further, the CYA has conducted an inventory of existing programs (Section 2) and the assessment instruments currently in use. It has also initiated a major mental health and substance abuse treatment needs assessment at the three reception centers in order to begin to identify program revision needs (Section 3). Section 4 describes preliminary observations from these assessment efforts and identifies emerging trends and needs for offender programming. Sections 5 and 6 address program effectiveness, measurement and evaluation. Section 6 identifies the conditions necessary to implement a two-tier program monitoring and evaluation system. Tier 1 consists of rigorous evaluation research studies. Tier 2 is comprised of ongoing program monitoring and less rigorous evaluation research based on program outcomes.

Changing Offender Characteristics and Program Needs

CYA institution population is projected to be 8,695 on June 30, 2003, a drop of 95, or about 1%, below the June 30, 1997 population of 8,790. The CYA supervised parole population is expected to decrease from 6,249 to 5,320 between these same dates. At the same time that the total number of offenders committed to the CYA is declining, the proportion of violent offenders has increased, the average age at time of commitment has dropped and early indicators are that the number of offenders with serious mental health needs and special education requirements is increasing. The population coming to the CYA in the foreseeable future will be committed for more serious crimes and will require more intensive program and treatment services than ever in the past. For example, in a recent assessment of the mental health and substance abuse treatment needs of first admissions to the CYA, 83.2% of the males and 79.4% of the females in the 854 cases tested showed either mental health or substance abuse problems. In order to address these changing offender needs in the interest of public safety upon release, the CYA has begun to identify program, staffing and facility needs. This array of needs will be refined as these assessments continue. At this point, the following significant program needs have been identified by the CYA:

- 300 additional secure single rooms to allow separated housing for more violent offenders.
- Increased security staffing at key times and locations.
- Additional mental health and substance abuse treatment capacity.
- Additional special education staffing and programs in institutions.
- Mandatory completion of high school as a condition of parole release.
- Mandatory public service.
- Transitional living support for older parolees not returning to home of parents.

CYA Outcome Measures

In a dynamic environment such as that faced by the CYA in the late 1990s, it is essential that existing and proposed programs have demonstrated effectiveness. The CYA has developed a set of outcome and performance measures to track progress in addressing the seven CYA strategic

goals. These measures continue to be refined. Section 5 outlines the process used to arrive at the CYA strategic goals and identifies the detailed outcome measures being used to monitor progress in these key areas. This outcome measurement process for strategic goals forms the basis for a more extensive use of outcome measurement in the years to come.

Systems Required to Evaluate CYA Programs

The most critical missing element for implementation of the two-tier program monitoring and evaluation system is a comprehensive offender information system. The first step in implementing such a system is the completion of a feasibility study report pursuant to state rules governing the development of automated information processing systems. Section 6 contains a conceptual four-year implementation plan for the phased development of the two-tier program monitoring and evaluation system.

Section 1

California Youth Authority

Offender Population Projections and Characteristics

This section provides an overview of the CYA and a review of population projections and changing offender characteristics. Understanding these changes in offender characteristics is the first building block in responding to the question of what program needs exist. This section along with Sections 2, 3 and 4 address the question posed by the Supplemental Report Language, “What programs are needed for its (CYA) institutional and parole populations.”

A. Overview of the CYA

The California Youth Authority (CYA) was created by law in 1941. It is the largest youthful offender agency in the nation. As one component of the overall California juvenile justice system, the CYA provides a secure setting for training, treatment, and education of young offenders whose level of delinquency makes them unsuitable for continued handling at the local level but who, due to their age and/or maturity, are not considered appropriate for adult prison. Within the CYA, young offenders are provided an opportunity to accept responsibility for their past actions and develop the competencies necessary to change their delinquent behavior patterns and become responsible citizens.

The CYA’s offender population is housed in eleven youth correctional facilities, four rural conservation camps, and two institution-based camps. Limited housing is also available at a contract facility and a converted military installation. The youth correctional facilities operated by the CYA vary in size and programs offered. All facilities provide a core program of security, education, counseling and instruction in daily living skills. Several facilities stress remedial and academic education through the community college level, while others provide job training and work experience. Females are housed at a single co-educational youth correctional facility. Several facilities provide specialized treatment programs. For example, one youth correctional facility, Karl Holton Youth Correctional Facility and Drug and Alcohol Abuse Treatment Center, is a comprehensive substance abuse treatment program based on a twelve-step model provided in the context of a therapeutic community.

Offenders released to the community are supervised by parole staff who protect public safety and assist parolees with their adjustment to the community by providing intensive re-entry services, residential placement, family counseling, job development and placement, and school enrollment. Parole services are provided by the CYA through 16 parole offices and a small number of sub-offices located strategically throughout the State. In addition, two short-term drug treatment facilities provide a placement option for parolees who would otherwise be reinstitutionalized for violating the substance abuse provisions of their parole.

In addition, over 16,000 crime victims are in the CYA database. Services provided to these individuals may include notifications of key transitions in an offender's stay with the CYA, restitution payments and fines and a variety of direct services and technical assistance.

B. Population Projections

The CYA institution population is projected to be 8,695 on June 30, 2003, a drop of 95, or about 1%, below the June 30, 1997 population of 8,790. The CYA supervised parole population is expected to decrease from 6,249 to 5,320 between these same dates.

Institution and parole population projections are based on the following factors:

1. statutory changes related to length of stay and treatment of juvenile crime;
2. first admissions to CYA;
3. institutional length of stay;
4. parole violator admissions; and
5. parole length of stay.

CYA projects that in the next six years:

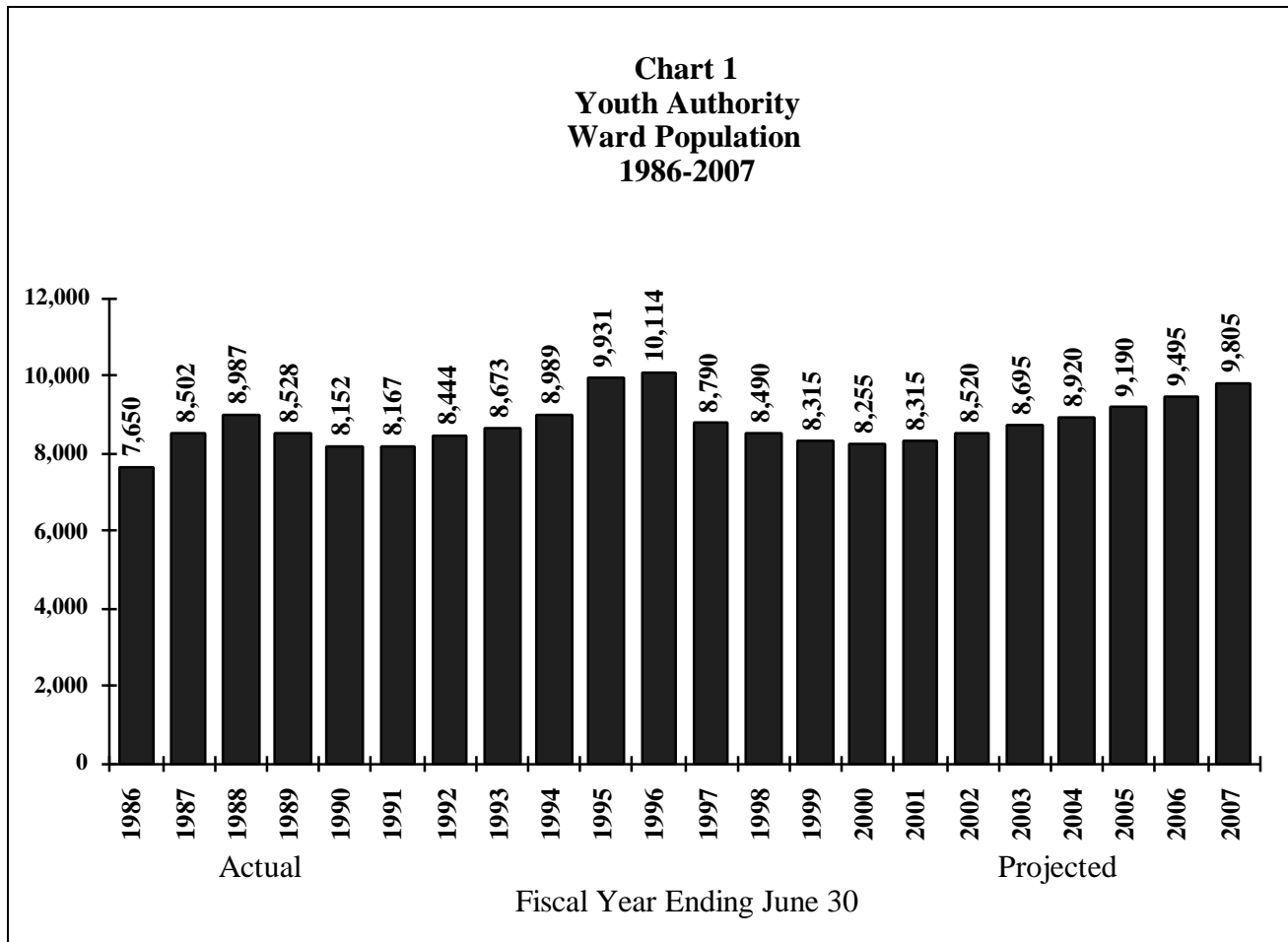
1. recently enacted legislation will reduce the number of CYA juvenile court first commitments; first admissions from juvenile court will drop during 1998 and then rise slowly beginning in 2000;
2. length of institutional stay will increase from 23.3 months to 24.4 months;
3. annual parole violator admissions will drop from 1,251 to 1,160; and
4. parole length of stay will increase gradually from 18.5 months to 21.2 months.

Institution population projected to reach low point in 2000. Chart 1 illustrates the CYA's fluctuating institution population since 1986 and the anticipated increase in population beginning in 2001. During the period 1986-1988, the CYA institution population grew from 7,650 to 8,987, an increase of nearly 18%. Following that period, programs, policies, and procedures were implemented which reduced institution population. By 1996 however, the population had increased to 10,000 youthful offenders. The CYA projects that overall institution population will decrease during the next three years. After reaching a low point of about 8,300 in 2000, the CYA institution population is projected to climb to nearly 10,000 offenders by 2007 due to trends in juvenile court admissions, increases in the number of youth in the "at-risk" cohorts, and longer institutional length of stay than in the past due to a higher population of offenders committed for violent crimes.

The major contributing factors responsible for the projected short-term population decrease are two pieces of recently enacted legislation: SB 681 (Chapter 95-6) by Senator Hurtt, sliding scale fees; and AB 3369 (Chapter 95-195) by Assemblymember Bordonaro, limitations on the type of California Department of Corrections (CDC) inmates, or "M" cases, who can be housed within CYA facilities. These law changes are described more fully below.

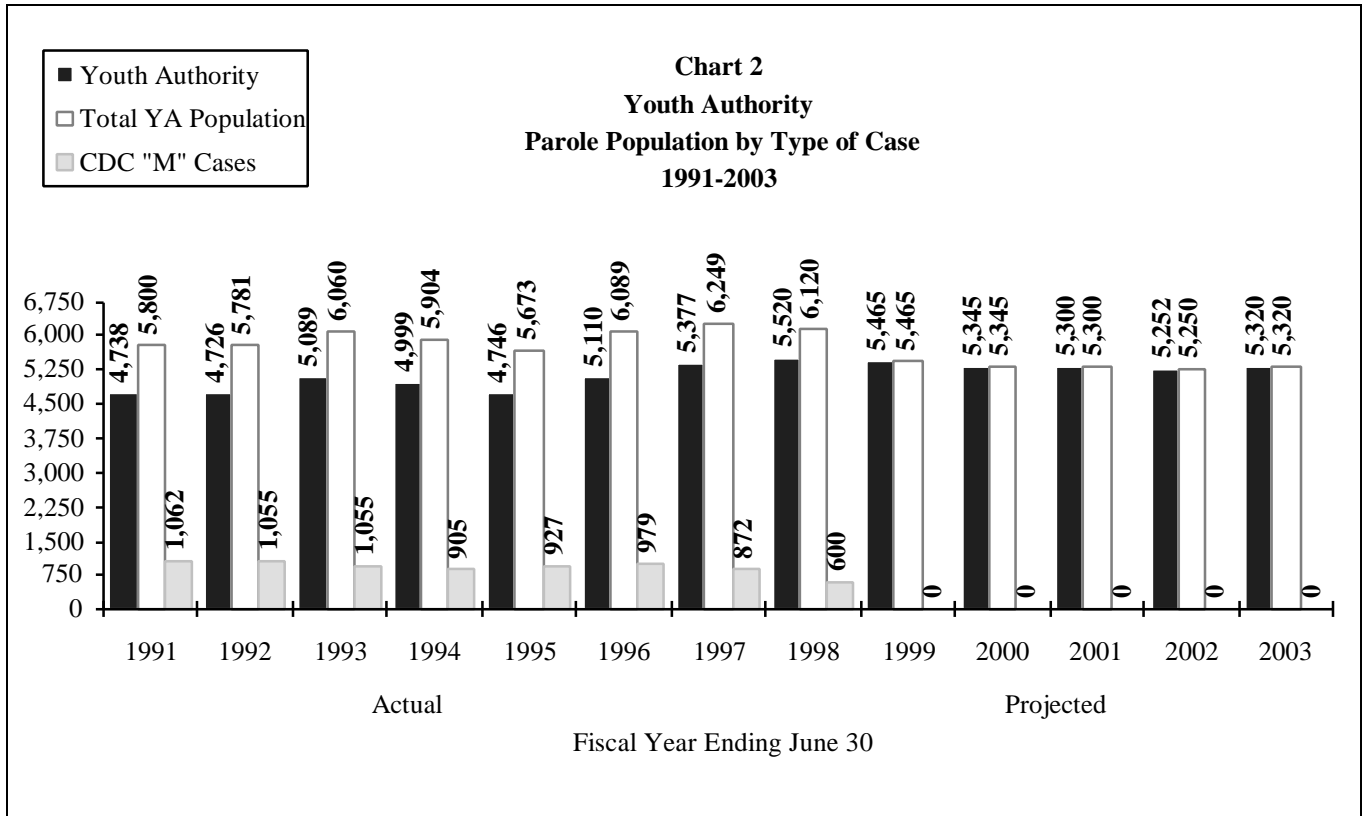
However, future population increases will result from the growth in the number of first admissions from juvenile court directly resulting from increases in the "at risk" population.

According to the Department of Finance, the number of persons between the ages of 12 and 17, the primary at-risk group for commitment to the CYA, will increase from 2.5 million in 1993, to 3.3 million by the year 2003. This increase of 33% is a higher rate of increase than the general population growth of 20% over this same period. In addition, this age group is expected to increase by another 17% in the ten years between 2003 and 2013.



Parole population projected to decline over next several years. Chart 2 displays the projected parole population figures for both CYA cases and CDC "M" cases. On June 30, 1997 the total parole caseload was 6,249, including 5,377 CYA cases and 872 "M-cases." Total parole caseload is projected to drop from 6,249 on June 30, 1997 to 5,320 by June 30, 2003. The number of CYA cases on parole in California is expected to decrease from 5,377 on June 30, 1997, to 5,320 by June 30, 2003 due to a lower number of Juvenile Court first admissions and fewer releases to parole. The "M" case parole population is projected to decline from 872 in 1997 to zero by June 30, 1999. The "M" cases on CYA parole are expected to decrease over the next several years due to a lower number of institution admissions and fewer releases to parole from CYA institutions. Most "M"

cases will transfer to the CDC prior to age 18. This decrease in institution "M" case population and also in the number of "M" cases on parole is due to legislation enacted in 1996, which limits the types of CDC inmates housed at the CYA.



C. Changing Characteristics of Offender Population

There have been several changes in the characteristics of the ward population over the last ten years. Further changes and trends in the characteristics of the CYA population will occur during the next decade. Some of the same law changes that influence projected reductions in CYA institution and parole population also generate significant changes in the characteristics of offenders committed to the CYA. At the same time the total number of offenders committed to the CYA has declined, the proportion of violent offenders has increased, the average age at time of commitment has dropped and early indicators are that the number of offenders with serious mental health needs and special education requirements is increasing. The population coming to the CYA in the foreseeable future will be committed for more serious crimes and will require more intensive program and treatment services than ever in the past. Table 1 displays selected characteristics of CYA offenders on June 30 of 1987, 1992 and 1997. Table 3 displays annual changes in these characteristics from 1959 through 1997.

Table 1
California Youth Authority
Institution Population Characteristics
(Percent of Total)

<u>Characteristic</u>	<u>6/30/87</u>	<u>6/30/92</u>	<u>6/30/97</u>
AVERAGE AGE AT ADMISSION	17.8	17.6	17.2
AVERAGE AGE IN INSTITUTION	19.1	19.0	19.1
SEX			
Female	4.2	3.0	3.4
Male	95.8	97.0	96.6
ETHNICITY			
White	27.0	16.5	14.7
African American	38.0	35.9	29.4
Hispanic	31.3	40.5	47.6
Asian	1.4	4.2	5.6
Other	2.3	2.9	2.8
COMMITMENT OFFENSE			
Violent	47.3	59.7	64.0
Property	37.1	24.9	23.2
Drugs	9.7	9.9	5.2
Other	5.9	5.5	7.6
COMMITMENT COURT			
Juvenile	71.6	79.5	91.9
Criminal	28.4	20.5	8.1

Table 1 shows this snapshot of ward characteristics at three points in time:

- The average age of the institutional population at admission in 1987 was 17.8 years. In 1997 it was 17.2 years.
- The average age of the institutional population was 19 years in all three years.

- The CYA institution population is approximately 97% male and 3% female.
- Changes in ethnicity of the offender population have been significant. White offender population representation decreased from 27% in 1987 to 15% in 1997. African American representation among offenders decreased from 38% to 30%. Hispanic population representation increased from 31% to 48%. The Asian offender population increased from 1% in 1987 to 6% in 1997.
- The percentage of offenders in CYA institutions committed for violent offenses increased from 47% in 1987, to 60% in 1992, and to 64% in 1997.
- Offenders in CYA institutions for drug-related offenses decreased from 10% in 1987 to 5% in 1997.
- Juvenile court commitments represented approximately 92% of the total CYA institution population in 1997, compared to only 72% in 1987.

Proportion of violent youthful offenders increasing. Of significant concern in these changing offender characteristics is the increase in the proportion of violent youthful offenders. The Department's offender population is continuing to become more serious and violent. Accompanying the recent decline in the total number of youth housed in CYA institutions has been a continuing increase in the proportion of new admissions who are committed for violent offenses. The CYA defines violent offenses as including the following crimes:

- Homicide
- Robbery
- Assault
- Rape
- Kidnapping

Commitments for these five violent offenses accounted for 60% of all commitments to the CYA during calendar 1997. This is the highest proportion of violent offender commitments of any time in the history of the CYA. For comparison, only 35% of first admissions were committed for violent offenses in 1987, 47.6% in 1990, 55.3% in 1995 and 56.8% in 1996. During the five-year period from 1992 through 1996, commitments for violent offenses averaged 57% of all first admissions. Clearly, the proportion of commitments to the CYA for violent offenses is on the rise.

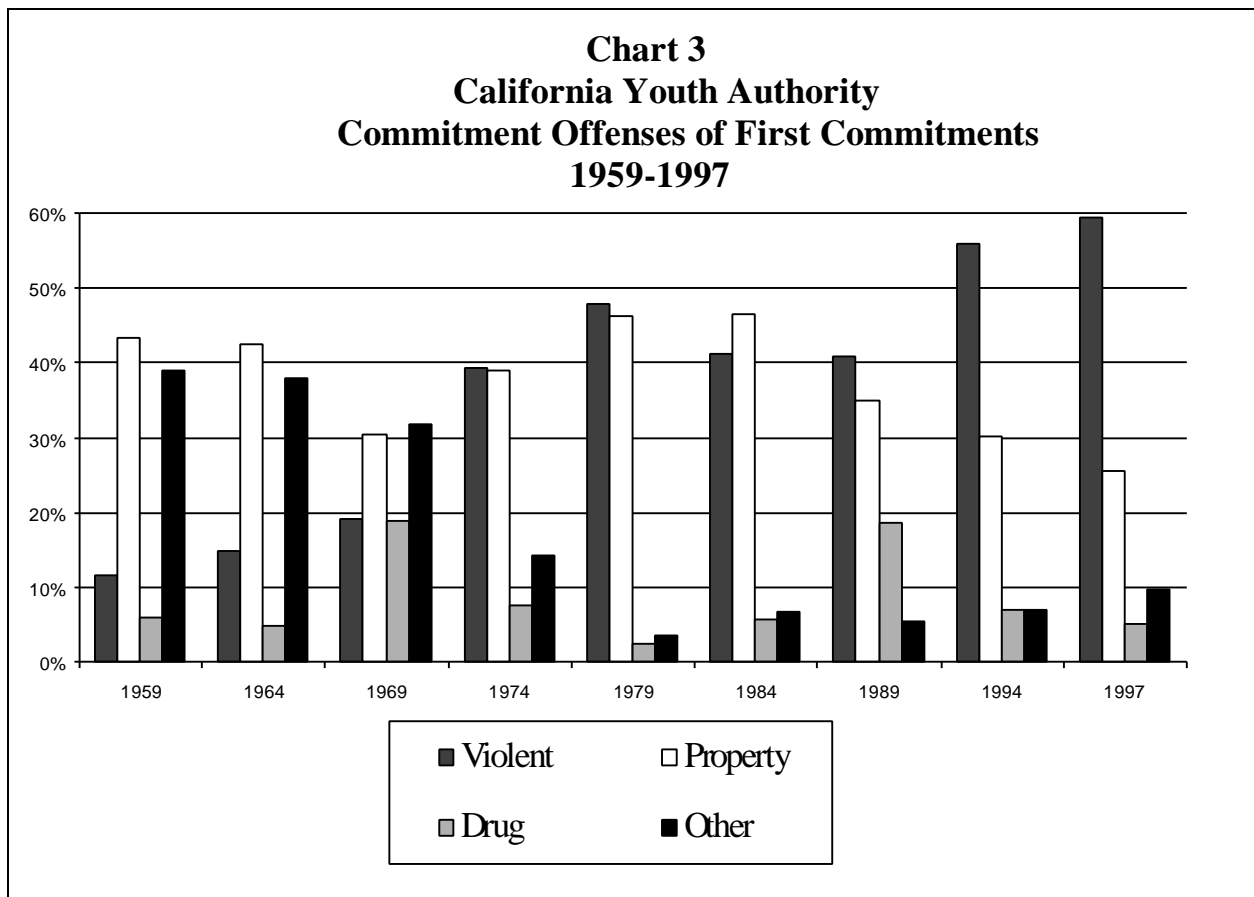
Because these offenders serve longer lengths of stay than offenders committed for less serious offenses, the proportion of violent offenders within youth correctional facilities will rise even more as the proportion of new commitments for violent offenses increases. For example, violent offenders accounted for 64% of the CYA population on December 31, 1997, even though first admissions for violent offenses averaged a little more than 57% of all commitments during the five preceding years. Because of the longer lengths of

stay of violent offenders, their proportion of the institutional population will always be higher than their proportion of new commitments. As a result, the higher level of commitments (60%) for violent offenses during 1997 will lead to even higher proportions of violent offenders in the CYA institution population in the next few years.

Moreover, the number of offenders committed for violent offenses is an understatement of the number of violent offenders because many offenders committed for non-violent offenses have violent actions in their prior offense history. Therefore, the actual number of offenders with histories of violent acts in CYA youth correctional facilities is even higher than 64% of the current population. In addition, as a result of the recently implemented county fee structure, there is now a disincentive for the counties to send offenders who have committed less serious crimes to the CYA and instead commit those offenders who have committed serious or violent offenses. Due to this statutory change, the number of

violent offenders committed to the CYA is likely to continue to increase. This change in the CYA population poses challenges for providing adequate custody, a secure and safe environment for staff and youthful offenders and effective programming.

As shown in Chart 3, the percentage of offenders entering CYA facilities for violent commitment offenses has dramatically increased from 41% in 1989 to over 60% as of October, 1997. It is also significant to note that in the 1960s, when the facilities were newer and the physical plants were in much better condition, the percentage of offenders with violent commitment offenses was as low as 12.2%. The CYA is becoming increasingly concerned that facilities and programs designed in the 1960s for the significantly less violent population no longer provide appropriate levels of safety and security for staff and youthful offenders.



D. Factors Contributing to the Changing Offender Population

Clearly, there are significant changes occurring in the population of youthful offenders committed to the CYA. The short-term decline in population and the changing characteristics of the offenders committed to the CYA have been influenced or are the direct result of several identifiable factors. These factors have resulted in an increasingly

focused CYA population of younger, more serious and violent offenders. Following are some of the key factors leading to these changes:

- **State Youth Corrections Policy Changes.** Two major state policy changes have impacted the characteristics of the youthful offenders who will be committed to serve time in CYA institutions and on parole. First, the county costs for committing offenders to the CYA have increased appreciably (referred to as the sliding scale fee increase.) Second, some CDC inmates who had been in CYA institutions were transferred, and new limitations on the types of CDC inmates who could serve their time in the CYA has reduced new admissions of adult court cases.

Sliding Scale Fees. Prior to the passage of SB 681 (Hurt) (Chapter 95-6), which became effective on January 1, 1997, counties paid \$25 per month, or \$300 annually for each juvenile court commitment to the CYA. This rate was adopted in 1947 and reauthorized in 1961 and had never been increased prior to the passage of the bill. SB 681 increased the rate counties pay to the State for each juvenile court commitment to the CYA to \$150 per month, or \$1,800 annually. In addition, SB 681 imposed a new “sliding fee” scale, (in lieu of the \$150 per month rate) for counties who commit less serious offenders to the CYA. When a ward is sent to the CYA, the Youthful Offender Parole Board assigns the ward a category from one to seven, based on the seriousness of the offense -- category one being the most serious through category seven being the least serious. Under this bill counties now pay 50% of the annual per capita cost for category five, 75% for category six and 100% for category seven. The 1996-97 annual per capita cost to house a youthful offender at the CYA was \$33,500.

Limitations on CYA Services to CDC (“M” Case) Remanded Minors. AB 3369 (Bordonaro) (Chapter 96-195) significantly impacted the Department’s population by placing further limitations on the types of CDC inmates, or “M” cases, who can be housed in CYA institutions. This law now limits the CYA housing option for remanded minors to those offenders who are less than 18 years of age at the time of sentencing and who can complete the imposed sentence on or before age 21. Remanded minors between the ages of 14 to 17 who are sentenced to prison for terms lasting beyond age 21 may remain in CYA until age 18.

- **Statewide Trends in Youth Population and Juvenile Crime.** Decreasing juvenile crime trends and increasing youth population trends contribute to diverging forecasts regarding the numbers and characteristics of youthful offenders in California in the coming years. On the one hand, the numbers and rates of juvenile arrests in California have declined in recent years. This decrease is particularly pronounced for juvenile felony arrests. The decreasing numbers and rates of juvenile arrests for homicide in the state are particularly notable. On the

other hand, the youth population in California, ages 12 through 17, will increase in the coming years. Based on statewide demographic trends, increases will be particularly pronounced in the Hispanic and Asian populations. Crime and delinquency in California, as well as nationally and internationally, is principally a youthful (and male) activity. This increasing youth population is anticipated to lead to an increase in the number of youth committed by the counties to the state.

- **High Rates of Juvenile Arrests for Violent Crime.** Even though arrests of juveniles for serious or violent crimes have decreased, juvenile violent arrest

rates still remain higher than in prior decades. This factor, along with state policy changes, has contributed to the increased proportion of violent offenders in the CYA population.

- **Youth Crime Factors.** A number of other factors influence the amount and severity of youth crime, as well as the public policy response to youth crime and delinquency. Among the factors that have been influential in recent youth crime trends in California are youth gang involvement, the availability of handguns to juveniles, the use of illicit drugs, changes in statewide immigration patterns, social and family issues, community issues, mental health issues, and economic trends, including the youth unemployment rate. While these are only some of the factors correlated with youth crime, trends in these factors are likely to influence California youth crime in the last years of the twentieth century and the beginning of the twenty-first.
- **Role of the CYA as Commitment of Last Resort in Statewide Juvenile Justice System.** The CYA continues to be the youth correctional option of last resort for judges when juveniles and selected other youthful offenders have needs that cannot be met locally, when they have committed such serious offenses and pose risks that cannot be addressed at the county level, or when they have previously been committed to local juvenile programs or facilities and have exhausted local correctional options. Thus, both the nature and scope of juvenile crime throughout the state and the local options available affect the numbers and characteristics of youthful offenders committed to the state.

Section 2 Current CYA Programs

A necessary building block in identifying future program needs is establishing an inventory of existing programs. This section describes current CYA programs.

A. Programs are Classified as “Core” and “Special and Supplementary”

The CYA classifies its ward and parolee programs conceptually into *core* programs and *special and supplementary* programs.

CYA Core Programs. In order to address the mission and strategic goals of the CYA, each ward and parolee is provided a “core program” consisting of the following elements:

1. Security/custody and safety
2. Daily living skills
3. Counseling
4. Academic education, vocational education and/or work experience
5. Community integration and supervision

These core program services are delivered in a manner that emphasizes the balance of accountability to the victim, restoration of the community and the need to prepare the ward to return to the community. The ultimate goal of the CYA core program is to equip youthful offenders with the personal skills, knowledge and tools to successfully transition back into the community as law abiding and productive citizens and good parents.

CYA Special and Supplementary Programs. Special and supplementary programs are designed to address particular problems (for example, mental health problems or substance abuse), to build character and discipline (for example, public service programs), and/or to provide remedial training in areas of character development (victims awareness and parenting) and resisting peer pressure (gang awareness). Some programs, particularly in parole, combine elements of these services with surveillance and law enforcement. Drug testing of parolees falls into this category, along with such programs as electronic monitoring, enhanced parole re-entry, sex offender caseloads, and high-intensity substance abuse caseloads. Some of these special and supplementary programs are designed to assist offenders with particular needs to gain access to and benefit from the core program. Others, such as the public service camps, provide alternative delivery systems to achieve the goals of the core program.

B. Description of CYA Core Programs

Following is a brief description of the core programs provided in institutions and while on parole and a special focus on the core education program offerings provided by the CYA.

Core Program - Institution. The core CYA institution program consists of security/custody, training in daily living skills, counseling, and education and development of work skills.

CYA institutional staff are often asked to describe a typical CYA offender and how program assignments are made. Each offender presents a unique combination of life experiences, social values, offense patterns, degree of delinquent and/or criminal sophistication, treatment needs, prior rehabilitation experiences, emotional and physical maturity, innate potential for change, and level of motivation.

Regardless of the individual background, the court has determined the offender poses a risk to the public safety and will likely benefit from the education and treatment programs offered by the CYA. The CYA's Offender Program Designation System provides a methodical approach to match offenders with the available institutional program that most closely meets the offender's treatment needs.

Using the Offender Program Designation System, the initial institutional assignment is determined by diagnostic staff at one of the three reception center-clinics after assessment of the offender in each of the following component areas: juvenile/adult status; custody and security needs; maturity level; educational and vocational training requirements; and individual treatment issues. Table 2 displays a summary of the components of the Offender Program Designation System.

Table 2
California Youth Authority
Offender Program Designation System
Component Areas Considered

1) Juvenile/Adult Separation

The Federal Juvenile Justice and Delinquency Prevention Act of 1974 requires the separation of adults from juveniles in correctional facilities. The CYA complies with this mandate under the terms of a "separation agreement" with the federal Department of Justice. Offenders under the Department's control are classified into one of three categories:

- a. Juvenile - Juvenile Court minors, 17 years of age and under. These cases are only placed in juvenile facilities.
- b. Adult - Referrals from Criminal Court, 18 years and older. These cases are only

assigned to adult facilities.

- c. Dual - Referrals from Criminal Court, 17 years of age and under and Juvenile Court adults. These cases can be placed in either adult or juvenile facilities.

Most CYA facilities are designated as adult or juvenile with some facilities able to provide programs for both adults and juveniles. Although dual facilities can provide programs for all cases, within the institution offenders must be separated by living unit and for dining and recreational activities. The essence of the separation agreement is that Juvenile Court minors will not co-mingle with Criminal Court adults. There are a few exceptions to the agreement in order to protect immature wards, to provide secure placement of intractable wards, and to make special program placements.

**Table 2 (cont.)
California Youth Authority
Offender Program Designation System
Component Areas Considered**

2. Custody/Security

The custody/security classification process is designed to identify the least restrictive custody and security level which will reasonably assure public protection, institutional safety, and appropriate placement.

Determinations for this component involve use of a rating scale. Offenders are placed in one of four categories based on assessment of the individual's offense history, potential for escape, need for sight supervision, peer associations, potential for assaultiveness, term of confinement, and history of institutional adjustment. The categories are:

- a. Close - Offenders in this classification are considered at high risk for escape and/or have recently displayed aggressive behavior toward others. They are housed in secured rooms.
- b. Medium - Offenders in this classification have demonstrated threatening or disruptive behaviors or may have recently been involved in an escape or escape attempt. Offenders who need protection from others are also placed in this category. They are housed in secured rooms.
- c. Moderate - Offenders in this classification require constant supervision. Although they may present a history of escape or escape attempt and/or a history of

interpersonal aggression, they are considered able to live in an open setting without posing a threat to themselves or others. They are housed in secure, open dormitories under sight supervision by staff.

- d. Limited - Offenders in this classification are those with no previous history of disruptive behavior or of escaping and those who have demonstrated that they are now capable of maintaining acceptable behavior with minimum supervision. They are housed in a non-secure setting without individual rooms or with individual unlocked rooms. These offenders may be away from the facility and without staff supervision as part of a pre-release program or on structured work activities (camp, work furlough, community service crew).

3. Age/Maturity

The age/maturity component requires casework staff to consider the offender's mental age, physical size, stage of psychological development, chronological age, and general maturity in determining the appropriate program placement. Classifications under this component include:

- Early Adolescence - Offenders 11 through 15 years of age, or older offenders who function within that age range developmentally.
- Late Adolescence - Offenders 16 through 18 years of age, or those offenders who function within that age range developmentally.

Table 2 (cont.)
California Youth Authority
Offender Program Designation System
Component Areas Considered

- Young Adult - Offenders 18 through 20 years of age, or those offenders who function within that age range developmentally.
- Adult - Offenders 21 years of age and older or those offenders who function within that age range developmentally.

4. Work/Academic/Vocational

This component involves assessment of the academic and/or training experiences that will best prepare the offender for successful employment upon release. Consideration is given to the offender's level of academic performance, need for special education services, motivation, age, interests, and achievement potential. For offenders who will be less than 17 years of age at the time of release, priority is normally given to completion of high school graduation requirements or its equivalent.

Offenders who will be older than 17 at time of release are generally involved in programs designed to develop technical job skills, job survival skills, and related academic skills to increase the likelihood of securing and maintaining employment while on parole. All offenders are required to complete employability/coping skill modules designed to develop competency in basic subjects such as problem solving, job application preparation, and oral interviews.

5. Treatment/Management

Assignment to a specific treatment/management classification involves the matching of the offender's personality characteristics with the services most likely to result in reduction or elimination of delinquent behavior. Factors evaluated in making this determination include the offender's degree of behavioral control, level of criminal orientation, the presence or absence of emotional disturbance, the severity of personality dysfunction, the risk of suicidal behavior or gesture, adaptations to institutional life, and level of coping skills. Based upon the needs of the offender, placement may be made in an Intensive Treatment Program, Specialized Counseling Program, General Program, Short-term Program, Substance Abuse Program, or other appropriate program.

Following the initial period of clinical assessment and evaluation at one of three reception centers, youthful offenders committed to the CYA are assigned to a program and facility designed to address individual needs for training, treatment and education. Because many offenders have multiple needs, they matriculate through a number of living unit and facility assignments and specialized programs during their institutional stay. For example, during a several year stay in the CYA, a ward may attend school, receive vocational training, and receive drug abuse programming, victim awareness training and parenting training. Often offenders are assigned to a series of programs and educational levels based on these initial assessments.

It is important to note that institutional assignments are based primarily on age, court of commitment, and primary need in the area of program focus (academic, vocational, work). Unit assignments within the institution may focus more closely on the individual treatment issues. For example, a 14 year old male offender is almost certain to be assigned to O.H. Close or Fred C. Nelles. If identified as having substance abuse treatment issues, he will likely be assigned to one of the units offering treatment in this area. Any transfer of an offender from one setting to another institutional assignment requires consideration of the same components as in initial assessments.

Each staff interaction with an offender presents a treatment opportunity. CYA facilities use a treatment team to deliver the core program. Each treatment team is

headed by a unit supervisor and includes an institutional parole agent or case worker, one or more teachers, a supervising youth correctional counselor and several youth correctional counselors. Many of the most effective delivery methods and specialized program approaches have evolved from individual staff responses to offender needs.

A variety of activities, specialized programs and alternative delivery systems are currently available to supplement and assist individual offenders to access the core CYA institution program. For example, some offenders require intensive mental health services in order to function at a level that may permit them to access the core program. The CYA offers a continuum of mental health services ranging in order of acuity of need from counseling on the living unit to outpatient counseling with psychologists on an appointment basis, Specialized Counseling Programs and Intensive Treatment Programs. In addition, the CYA is developing licensed Correctional Treatment Centers which will provide acute mental health treatment for wards in crisis.

Core Program - Parole. The community integration and supervision aspect of the CYA core program is primarily delivered through the Parole Services and Community Corrections (PS&CC) Branch efforts. The mission of the PS&CC Branch is to maximize the protection of the community while assisting the parolee population to become productive, law-abiding citizens. In general, the core program provides support for successful integration while holding parolees accountable. When a parolee appears at risk of violating parole conditions, appropriate intervention strategies are utilized.

When the institution case report recommending referral to parole is received, a determination is made by the parole casework supervisor to whom the case will be assigned and the level of supervision/service to be provided. Factors include the committing offense, age of the ward, institutional program, the level of public safety risk the ward poses to the community and case service needs. A pre-placement conference is conducted with the institution either in person or via telephone to review the most current relevant case information and discuss case planning approaches and the parolee's strengths and weaknesses. Appropriate special conditions of parole are also discussed at this time.

Upon release to parole the ward is assigned to one of the following four parole case management system components:

- Electronically Enhanced Parole Release Supervision (EPRP)
- Intensive Reentry Supervision and Services
- Specialized Caseloads
- Case Management Caseloads

This system functions as a "step-down" process. As a ward advances through the parole term, the need for supervision and services tends to lessen. As such needs abate, a corresponding reduction occurs in the degree of risk to public safety.

In addition to the core program, specialized services include: Intensive Re-Entry, EPRP, sex offender specialists from the Continuum of Care Sex Offender Program and Parole Agent Specialists trained to work with our more troubled population. Ancillary programs, including Volunteers in Parole at some sites, Employment Development Department Specialists in each office, school programs in many parole offices (including two staffed by CYA teachers in Watts and Sacramento), parenting and other counseling groups provide additional resources from which our clients can derive positive benefits.

The CYA continues to emphasize public service, positive parenting, victims' rights issues (each office has a Victim Coordinator), and restitution collection in efforts to utilize the restorative justice model in dealing with parolees and assist in transition and integration back into the community.

In addition to the regular parole offices around the state, the PS&CC Branch is responsible for the administration of the Interstate Compacts on Juvenile Probationers and Parolees and the Adult Interstate Compact on Probationers and Parolees. These compacts are agreements among the 50 states and the U.S. territories. Through the Interstate Parole Office in Headquarters, the supervision of all juvenile parolees and all juvenile as well as adult probationers is coordinated. CYA parole agents provide courtesy supervision of the out-of-state parolees while juvenile and adult probation officers supervise the probationers. In turn, parole and probation officers in the other states and territories provide courtesy supervision to California probationers and CYA parolees.

Core Program - Education. Effective educational programs are a key to successful transitioning of wards to the community. Over the last several years, the CYA has made tremendous strides in upgrading its educational programs. A Correctional Education Authority has been established within the CYA and functions as a self-contained statewide school district. Program certification reviews are being conducted by the Western Association of Schools and Colleges (WASC). Statewide initiatives such as standardized achievement assessments and curriculum adoption are being followed.

Education services are provided at all CYA institutions and many parole offices. As with other programs, each facility offers a different mix of educational services.

However, the core education program is consistent across sites. The core educational program of the CYA includes Career-Vocational Preparation Program, Middle School Program, High School Program, and College Program. The design of the core programs is structured so that it is possible for a student to be placed in one or more programs. Each program is based on the State Board of Education adopted Curriculum Standards and Frameworks and/or the standards of the Western Association of Schools and Colleges.

In order to ensure that all eligible students have the opportunity to succeed in the core education program, supplementary services are provided. The supplementary services are aligned with and work to enhance the core program areas by providing assistance needed in particular specialized concentrations, augmenting resources and assisting in the delivery of the identified competency skill areas. These supplementary services are provided under the following programs: Special Education, English Language Development (ELD), Improving America's Schools Act (IASA), Adult Basic Education (ABE), Test of General Educational Development (GED), Library Services, and the Carl D. Perkins Vocational and Applied Technology Education Act (VEA).

C. Special and Supplementary Programs

Table 3 presents a matrix of special and supplementary programs currently operated by the CYA. The 29 programs identified in Table 3 are the major special and supplementary programs provided within youth correctional facilities and in parole settings. In addition, due to the special emphasis on education programs and the critical contribution that education has on future success and long-term public safety, education programs are identified separately in Table 3. Table 3 displays the distinct purpose, location and target offender population for each of the current specialized and supplementary programs. The assessment tools referenced in the Assignment Criteria in Table 3 are described more fully in Section 3 below.

Section 3

Offender Needs Assessment

Current Practices and Special Efforts

Clearly, the CYA offender population is changing. One of the most significant challenges facing the CYA is to address the changing needs of youthful offenders with appropriate program strategies and delivery systems. Meeting this challenge requires careful assessment of ward needs. The CYA deploys a battery of testing instruments and assessment methods to identify the needs of individual offenders. The assessment processes of the CYA are designed to identify special needs and assist staff in determining the best program assignments for each offender. This section describes current CYA assessment tools and special efforts underway to assess the needs of the changing offender population.

A. Overview of Reception Center Process

The initial assessment of ward needs is conducted at the three reception centers: Northern Youth Correctional Reception Center and Clinic, Southern Youth Correctional Reception Center and Clinic, and the Ventura Youth Correctional Facility. The major purpose of the reception center and clinic program is to complete a thorough assessment of each individual offender and develop specific individualized treatment recommendations. Correctional intake evaluations are essential for determining risk factors critical to the safety and security of institutional operations, as well as offender needs. The clinic process relies on a variety of diagnostic and assessment tools. Many of the assessment tools are used to determine the need for more intensive evaluation of specific factors. This is true of instruments such as the suicide risk screening process, the gang information interview, the treatment needs assessment battery and the critical factors for mental health assessment form.

The reception center process includes comprehensive assessments of the offenders' medical and mental health needs, social history and commitment offense related needs, substance abuse programming needs, suicide risk, educational level and placement and special education requirements. These separate assessments are each included in the permanent ward file in paper copy. However, these separate paper copies are not automated. As a result, data aggregation or analysis across the entire population is cumbersome, requiring manual review of individual case files.

After thorough review of the various assessment pieces and examination of the offender's lifestyle and personal history, the assigned caseworker identifies barriers that impede adaptation to a prosocial lifestyle, including motivation for change, self awareness, educational deficits, mental health issues, substance abuse, attitudinal problems, employability, and self esteem. Once the barriers are identified, decisions can be made about intervention strategies and program assignments.

B. 1996-97 Mental Health and Substance Abuse Treatment Needs Assessment

In addition to the ongoing assessments, during 1996-97, the CYA initiated an additional battery of tests for all new arrivals at the reception centers. This added battery was developed by CYA mental health treatment specialists and CYA Research Division staff assisted by experts from Stanford University. The purpose of the additional assessment instruments has been to improve the precision of assessment of mental health and substance abuse and related needs in order to provide appropriate programs and determine if additional support for the core program are needed for the changing offender population. In addition to improving the reliability of individual ward needs assessments, this project includes the ability to aggregate data on the treatment needs of the overall ward population. Assessment results have been scanned into an automated database for a variety of evaluation purposes. This “treatment needs assessment” has begun to generate results that when further analyzed will assist the CYA in defining program changes.

C. Summary of Critical Assessment Tools

Table 4 provides an overview of the various assessment processes and tools used by CYA intake facilities. Some of the instruments and processes described in Table 4 are repeated or updated as the offender demonstrates behavioral changes and/or moves throughout the system. Long-term program staff may identify additional treatment issues based on the offender's program performance that warrant subsequent needs assessments.

**Table 4
Assessment Tools Used by the CYA to
Identify Ward Program Needs**

Ward Program Designation Form (CYA 1.503)

Purpose: To identify an offender's needs in terms of the services that are available in various programs; match the needs of the individual to available services and recommend appropriate program placement.

Suicide Prevention, Assessment and Response: Suicide Risk Screening Questionnaire (CYA 8.281)

Purpose: Identify potentially suicidal wards within 24 hours of intake.

Accomplished through field file review and face-to-face interview upon intake.

Medical Assessment

Purpose: To establish health status of incoming offenders, meet their existing health care needs and identify potential future health care issues requiring additional follow-up evaluation or consultation.

Medical assessment at the reception center and clinics includes:

1. Health Appraisal done by RN. This is a complete health history covering prior physical examinations; medications; prior serious illnesses, hospitalization and surgeries; family medical history - i.e., asthma, cancer, mental illness, heart disease, etc.; personal history -i.e., use of tobacco, alcohol, drugs; childhood infections, measles, mumps, chicken pox, high blood pressure, tuberculosis, tuberculosis treatment, kidney disease, seizures, hepatitis; STD's, genital organs, broken bones, asthma/allergies; psychiatric problems, suicide attempts (immediately referred to psychologist or held in hospital). 1st Day

Table 4 (cont.) Assessment Tools Used by the CYA to Identify Ward Program Needs

2. Vitals done by RN: Blood pressure, pulse, height, weight, hearing and vision screen; skin test PPD, tetanus shot; hepatitis series (if started somewhere else) 1st Day
3. Physician examination (CYA 8.262) 1st Day
4. Laboratory Work: Chem panel; CBC with differential; HIV testing if they sign consent; Urine Analysis

Gang Information Sheet (CYA 8.430)

Purpose: Determine need to identify offender as gang affiliate and establish gang information file.

Form completed at intake and updated as indicators of gang affiliation/activity emerge.

Clinic Report

Purpose: To present a comprehensive summary of the offender's life to date, including current offense information, history of delinquent behavior and corrective intervention, family and socioeconomic background, peer relationships; academic achievements and work experiences; self perceptions and goals. The clinic report also provides a summary of the caseworker's clinical impressions and recommendations for treatment interventions. This report is used by treatment staff throughout the ward's stay in the CYA.

Reports are completed within 4 to 5 weeks of clinic arrival.

Custody/Security Form (CYA 1.510)

Purpose: To identify the least restrictive custody and security level of offenders in an objective and consistent manner. The custody/security level is the degree of restraint required to reasonably assure that offenders placed in a program will remain at a designated place, not harm others, be protected from harm and constructively participate in program.

This document is completed at the clinics upon arrival, at annual review, whenever an offender is transferred to another institution or when an offender is transferred to another program with a different custody/security rating in the same institution.

Critical Factors Assessment For Determining Need For Mental Health Evaluation Form (CYA 8.271)

Purpose: Screening tool to determine the need for evaluation of the offender by a staff psychologist or psychiatrist.

This document is used at the clinics and becomes part of the clinic report package.

The Program Designation Form rates the offender in terms of five core program placement components: custody/security level and needs; age/maturity; work/academic/vocational needs; treatment/management services requirements; and court of commitment.

**Table 4 (cont.)
Assessment Tools Used by the CYA to
Identify Ward Program Needs**

Offender program needs are initially established at the clinic and are reviewed at institution case conferences. A Program Designation Form must be submitted to Population Management to precipitate transfer and/or transportation to another facility or specialized program within the same facility.

Sex Offender Referral Document (CYA 1.627)

Purpose: To identify offenders in need of sex offender treatment services.

The Sex Offender Referral Document (SORD) Form is completed by the clinic caseworker when one of the following conditions exists:

- ward is committed for a sex offense;
- ward has a prior record of sex offense;

- ward admits involvement in sex offense;
- court or probation records indicate evidence of involvement in sex offense;
- new information becomes available regarding ward's involvement in sex offense.

The completed form is forwarded to the Institutions and Camps Branch and the Research Division. The form is scored by Research staff. The score is entered into the research project data base and the Research Division notifies the sending institution that the form was received and provides the offender's score. The offender's name is added to the Sex Offender Priority Placement list used by Research to make selections for assignment to the Continuum of Care for Adolescent Sex Offenders Project programs. This list is also used by Population Management in making sex offender assignments to the Intensive Treatment and Specialized Counseling Programs. An offender's SORD form may be updated as a result of information that evolves from the treatment process or as a result of institutional behaviors.

Treatment Needs Assessment Battery

Purpose: Initiated in 1996, the purpose of this battery of four instruments is to effectively distinguish at-risk wards needing specific types of treatment services; to provide reliable data for ward research projects and to provide a basis for realistic program planning and design.

With assistance from researchers from Stanford University, CYA clinical staff and researchers identified several assessment instruments and developed a procedure for mental health and substance abuse evaluation for all incoming offenders. Four paper and pencil instruments are administered during the second week of the clinic process. The instruments are scored using optical mark reader technology and the data are forwarded to Research Division staff for review and analysis. Casework staff receive a profile for each offender. The combination of selected instruments provide information about character traits, syndromal disturbances, general psychopathology, individual restraint and personality strengths. The need for focused follow-up clinical assessment is determined by the caseworkers or by a clinical psychologist. Preliminary findings and observations based on 854 valid assessments of admissions to the CYA have been completed.

Table 4 (cont.)
Assessment Tools Used by the CYA to
Identify Ward Program Needs

Global Assessment Score Screening (GAS)

Purpose: To identify offenders who have demonstrated behaviors or symptoms that meet the criteria for placement in a state mental hospital, Specialized Counseling Program (SCP) or Intensive Treatment Program (ITP).

Offenders who appear to be severely disorganized, disabled, anxious, inadequate or hazardous are evaluated by an ITP/SCP screening committee who assign a numerical rating based on assessment of the immediacy of the need for specialized placement. The numerical rating is included on the Program Designation Form. Population Management maintains a list of offenders with GAS ratings in numerical order. When a vacancy occurs, the Population Management Center will assign the offender indicated as being in the most immediate need of specialized services. GAS screening may occur at any point in the offender's institutional stay based on behavioral symptoms, treatment staff recommendations or by order of the Youthful Offender Parole Board.

Appearance-Youthful Offender Parole Board

Purpose: To review clinic diagnostic reports and determine initial parole consideration date and Board hearing category. The Board often mandates the offender's participation in specific treatment services and may make program placement recommendations.

Offenders appear before the Board approximately five to six weeks after clinic intake. Cases are reviewed annually thereafter for progress in treatment. Institutional staff prepare case reports describing the offender's program assignment and summarizing his/her progress in treatment over the past twelve months. Case reports include information about rule infractions, peer associations, relationships with staff, program achievements and areas requiring additional work in treatment.

Parole Case Review Summary (CYA 2.303)

Purpose: To record current case information and document changes in status and significant incidents in order to provide appropriate level of community supervision and necessary support services for parolees.

The Case Review Summary is initially prepared as part of the preparation for parole release within 45 days prior to institutional release to parole. The Case Review Summary documents a parolee's:

- Level of supervision
- Progress on parole
- Restitution payments ordered and outstanding balance
- Treatment or supervision methods/strategies
- Parole Agent and/or parolee commitments
- Specific contacts
- Other pertinent information collected or concluded during a specified time period.

Table 4 (cont.) Assessment Tools Used by the CYA to Identify Ward Program Needs

The Case Review Summary provides an ongoing assessment of parole progress and is

updated:

- 90 days after institutional release to parole.
- At least every 120 days thereafter.
- When a crisis occurs.
- When a transfer has been accepted by the receiving office.

Educational Assessment

Purpose: Identify educational level and special needs at entry and assess student progress in relation to established outcome expectations. Consistent with the assessment model established for California school districts, CYA educational assessment includes multiple assessment methods involving three types of assessment: on-demand tests, curriculum embedded assessments, and student portfolios. These methods allow the CYA to: 1) screen for appropriate placement decisions; 2) determine progress and subject area mastery of student learning outcomes; 3) demonstrate annual student academic growth in reading, writing and math; and 4) demonstrate academic proficiency standards for high school graduation. The following is a description of the plan and purpose for each method.

On-demand Assessment. This assessment method currently involves using a California Education Authority adopted standardized assessment instrument as the first step in the clinic process of identifying appropriate school placement and special education needs. The CYA is developing a performance-based assessment instrument meeting California State Department of Education guidelines in which students are required to construct responses to tasks using standardized assessment conditions. The teachers at the clinics will begin the annual assessment in reading comprehension, writing and mathematical problem solving by administering and evaluating the assessment to establish baseline data for making educational placement decisions. This data will be used as one element for placement decisions at institutional schools and be matched to annual on-demand academic achievement assessment to show individual student progress.

In addition to the standard academic assessment instrument, additional assessments are given to students who are possible special education or limited English proficient students. These additional assessments include: speech, language or hearing screening/assessments, psycho-educational assessments, additional academic achievement assessments and English proficiency assessments for students with a primary language other than English. These assessments are used for determining eligibility and placement in supplementary services.

Curriculum Embedded Assessment. This teacher-driven method measures student knowledge and performance in mastering the outcomes and standards of subject area courses. Students demonstrate knowledge and skill level in authentic assessment tasks, projects and culminating events or exhibitions that are evaluated based on performance rubrics in subject areas. These assessment activities provide measures of progress and mastery of subject area outcomes.

Table 4 (cont.)
Assessment Tools Used by the CYA to
Identify Ward Program Needs

Student Portfolio Assessment. This is a method for student assessment in which the student is involved in collecting work samples, selecting pieces that show progress or provide evidence of proficient levels of performance standards, and engaging in reflection, self-assessment and goal setting. This method provides supplemental documentation of subject area mastery or academic proficiency. It provides evidence of growth in the general student learning outcomes, documents progress in character education and school-to-work transition, and serves as a student accountability measure. It also may be used as an alternative measurement for meeting achievement and high school proficiency levels for those students eligible for differential standards or special assessment accommodations.

Section 4

Preliminary Observations from Needs Assessments and Emerging Offender Program Needs

This section describes preliminary observations from several offender assessment efforts and summarizes emerging program, staffing and physical plant needs related to those observations. The information presented in this section builds upon that presented in Sections 1, 2 and 3, which identify the changing characteristics of the offender population, existing CYA programs and the assessment tools used by the CYA. This section identifies the gaps in existing programs for addressing the changing needs of the more violent, lower functioning offenders. This is not an exhaustive or final assessment. The CYA continues to develop and refine program approaches geared to meet the education, training and treatment needs of the changing CYA population. However, preliminary results of the mental health/substance abuse treatment needs assessment and observations from other ongoing assessment processes reveal a set of emerging program, staff and physical plant needs. The CYA is addressing these issues through appropriate processes and will continue to refine the assessment of program needs.

A. Preliminary Observations of Ward Program Needs

Assessment instruments used by the CYA are designed primarily to provide information on individual needs. While most of the existing needs assessment tools do not lend themselves to aggregation and analyses, the treatment needs assessment initiated by the CYA in 1996 for all first admissions and the initial diagnostic education assessments have generated a number of observations about the level and types of program and service needs among the population entering the CYA in the late 1990s. All the indicators beginning to emerge about ward needs show an increasingly disturbed and low functioning population.

Education diagnostics assessments. Education diagnostic assessments indicate a growing need for special education services and effective educational programming for severely emotionally disturbed wards.

- **Special Education Needs.** Education assessments indicate that 23% of the CYA institution population in 1996-97 required Special Education services. This is an increase from 18% in 1995-96. This increase is a result of a combination of lowering the number of adults (M-case transfers) and an increasing proportion of new admissions requiring special education services.
- **Severely Emotionally Disturbed -- Education Code.** A subset of those with special education needs is the group of students who meet the criteria as Severely Emotionally Disturbed (SED) under the California Education Code. In December 1997, fully 19% of the total CYA special education population met these criteria. This was an increase over the 12% who were classified as SED in December 1996.

Again, this increase is a result of a combination of lowering the number of adults (M-case transfers) and an increasing proportion of new admissions requiring special education services. For example, 86 or 37% of the 230 first admissions with identified special education needs at the Southern California Youth Correctional Reception Center and Clinic during the period January 1, 1997 through December 31, 1997 were identified as SED. This is an increase over the 28 or 13% of 206 first admissions with identified special education needs during 1996 at the same clinic.

First admissions treatment needs assessment battery - institution population. In addition, the treatment needs assessment of incoming first admissions is beginning to provide a wealth of information about ward needs for mental health and substance abuse treatment and housing in high control environments. This information suggests that the increasing proportion of violent offense commitments is accompanied by increased levels of psychological disturbance, inability to manage conflict and emotional instability. Based on aggregated data from 854 cases, these preliminary findings were drawn from results of application of the Achenbach Child Behavior Checklist-Youth Self-Report (YSR) and the Massachusetts Youth Screening Instrument (MAYSI). In addition, a composite scale, indicating thought disturbance, was developed using items from both these instruments. This effort is based on initial offender mental health screenings. In each case identified as potentially in need of treatment, subsequent assessments are done. The preliminary information from these initial screenings is currently being analyzed to develop specific levels of need for various treatment programs. Major preliminary observations from this 1996-97 mental health and substance abuse treatment needs assessment include:

- 83.2% of the males and 79.4% of the females in the 854 cases tested showed either mental health or substance abuse problems.
- 40.3% of the males and 64.7% of the females tested had scores on mental health scales that indicated a potential need for mental health services.
- Based on serious, frequent disturbances in thinking, in many cases coupled with suicidal ideation or serious anxiety/depression, 4.6% of the males and 13.7% of the females had scores indicating a potential need for services currently provided in ITPs.
- Another 4.9% of the males and 3.9% of the females showed somewhat less frequent thought disturbance, indicating a potential need for ITPs or SCPs, depending on follow-up clinical evaluations of the severity of the disturbance.
- In addition to the above cases, mental health problems indicating a potential need for SCP-level services were found for 30.9% of the males and 47.1% of the females.
- The prevalence of mental health treatment needs differed only slightly for wards differing by age, ethnicity, and commitment offense.
- Based on psychological evaluations, mental health staff estimated that the cases needing ITP services would spend most (90%) of their CYA stay in an ITP unit. Cases in SCPs would spend less time on average, because most were expected to stabilize and be returned to regular living units.
- A need for substance abuse treatment was indicated for 77.9% of all males and 66.7% of all females who were assessed. There was considerable overlap between mental health and substance abuse problems.
- High control housing was indicated for 17.2% of the males and 21.2% of the females. These wards were over-represented among cases in the ITP and SCP categories. These wards require relatively secure, controlled settings to reduce the threat of harm from their tendency to act aggressively toward staff and other wards. At any point in time, about 260 (3.1%) of the males and 12 (3.9%) of the females would require high-control housing.

Mental health treatment needs survey - parole population. In order to obtain a current, though preliminary, look at the nature and extent of mental health treatment needs among parolees, the PS&CC Branch conducted a survey of parole agents to elicit information on the number of wards on their caseloads with mental health treatment needs and the types of treatment these parolees are receiving. Parole agents identified parolees who had a stay in an ITP or SCP program, a psychological diagnosis of disorder, involvement in a sex offender treatment program or registered as a sex offender, observations of erratic or explosive behavior and other indicators of mental health needs.

In this survey, parole agents identified a total of 285 parolees in need of mental health treatment. This number represents 4.7% of the wards on CYA parole in California. The relatively low level of identified mental health needs among the parole population could be related to several factors. For example:

- Parole population represents a ward population first admitted approximately two years prior to the present. It is possible that the level of disturbance in that population differs from that among current admissions.
- CYA institutional mental health treatment programs may have effectively dealt with some problems prior to release.
- Parolees may be better able to avoid stresses that trigger mental health problems than their counterparts in institutions.
- Potentially serious mental health issues that arise following release to parole may be more difficult to identify once a ward is released to parole.

The majority of parolees receiving mental health services were treated on an outpatient basis. Only 8% received residential care and 2% were receiving day-care services. According to parole agents, the most common reasons for non-treatment were the parolees were unavailable (missing or in custody), parolee's refusal to obtain treatment, or lack of available confinement time for parole agents to use as a management tool to encourage attendance.

B. Emerging Institutional Program/Staff/Physical Plant Needs

Preceding sections of this report have described the changing nature of first admissions to the CYA, existing programs provided by the CYA, methods used in assessing ward program needs and making program assignments, and observations related to the changing program needs of this changing population. This information suggests a need for enhancements and refinements to the specialized and supplementary services provided to assist wards to access and benefit from the core program. While the process for identifying and making these changes is dynamic and evolving, there is an emerging picture of needs to upgrade the physical space, security procedures, staff training and staff complements of CYA operations. Work continues in identification of best practices and approaches to treatment for many types of violent offenders and other program

refinements. As of this point, the CYA has identified the following areas as needed to effectively address the CYA mission with the changing ward population. These needs are direct results of the changes in needs of CYA wards and parolees.

Mental health and substance abuse treatment needed based on treatment needs assessment. This information is still under review to achieve greater confidence in the application of the measurements to youth in correctional settings. The preliminary results, however, indicate a high proportion of CYA first admissions are seriously disturbed and the level of emotional, mental health, and substance abuse problems among the population is significant.

Based on the observations of the treatment needs assessment, the CYA estimates that, for a CYA population of about 8,400 males and 300 females, there is a shortfall of 259 ITP beds, 688 SCP beds, 1,943 substance abuse treatment beds and 85 high control housing beds for males when compared with current capacity for these needs. In addition, there is a need for 39 ITP beds for females. This ITP need is offset by apparent over capacity for SCP space of 43 program beds.

Table 5 displays projected shortages of program capacity (physical plant or staff) for various CYA programs based on the mental health and substance abuse treatment needs assessment.

Table 5			
Mental Health and Substance Abuse Program Bed Needs			
Based on 1997 Treatment Needs Assessment			
Compared with Current Capacity			
	Estimated Treatment Program Bed Needs	Current Program Capacity	Additional Program Beds Needed
Males			
Intensive Treatment Program	439	180	259
Specialized Counseling Program	1,027	339	688
Substance Abuse Treatment Program	2,979	1,036	1,943
High-Control Housing	260	175	85
Females			
Intensive Treatment Program	39	0	39
Specialized Counseling Program	51	94	-43
Substance Abuse Treatment Program	81	98	-17
High-Control Housing	12	28	-16

To begin to address this emerging need, the CYA has identified specific proposals to add an ITP at Heman G. Stark Youth Correctional Facility and convert a female SCP to a female ITP at Ventura Youth Correctional Facility. In addition, the CYA continues to work toward establishing the capacity for providing short-term acute mental health treatment in three locations to be licensed as Correctional Treatment Centers (CTCs). Specific proposals for staffing and program changes may result as this information is further developed.

Improved security operations and staffing. The increasing proportion of violent offenders, ward suicidality and serious incidents of violence against wards and staff call for renewed emphasis on improvements in security operations and staffing. A number of initiatives are underway in this area. Among them, the CYA has identified the following needs in this area:

- Added security staff for search and escort at the N. A. Chaderjian Youth Correctional Facility, the most secure of the existing CYA facilities.
- Security Checkpoint Staffing and Arming at the Southern Youth Correctional Reception Center and Clinic and the Fred C. Nelles Youth Correctional Facility, as well as arming existing posts at the Heman G. Stark Youth Correctional Facility and the Northern California Youth Correctional Center. This proposal standardizes having armed checkpoints in place at CYA institutions in highly-populated urban communities.

Additional secure, single rooms needed for ward and staff safety and effective programming. In the Population Management and Facilities Master Plan, 1998-2003, the CYA proposes to construct six separate secure program units with a total of 300 single rooms. These secure beds are needed due to the increasingly violent nature of the offenders committed to the CYA and the inadequacy of existing open dormitory space to safely house and program these violent offenders without endangering staff and other wards. These secure facilities are focused on the strategic goals of increasing public protection and staff safety and reducing criminality and violence by youthful offenders while under the jurisdiction of the CYA.

Although it is anticipated there will be a gradual increase in CYA's population beginning in the year 2000, the CYA's need for additional single rooms is not simply based on the number of offenders committed to the Department, but more importantly on the type of offender and level of violence demonstrated by the offender population. Moreover, the design and condition of existing facilities, originally intended to house incorrigibles, status offenders and lightweight youthful offenders, are inadequate for today's violent offenders. Living units in the four facilities identified below as in need of added single rooms were activated between 1947 and 1967 for a significantly different population.

The Population Management and Facilities Master Plan 1998-2003 outlines the need for 300 additional single occupancy secure rooms at four specific facilities operated by the CYA. These rooms will be designed to allow for double occupancy should it become necessary in the future to increase capacity. The following two criteria were used to determine at which facilities the rooms would be constructed:

- Low ratio of single securable rooms compared to dormitory space;
- Critical need for additional secure rooms given the age and condition of existing facilities.

Based on these criteria, the proposed 300 rooms would be constructed at the following locations:

DeWitt Nelson Youth Correctional Facility	100	Rooms
Fred C. Nelles Youth Correctional Facility	100	Rooms
Preston Youth Correctional Facility	50	Rooms

El Paso de Robles Youth Correctional Facility	<u>50 Rooms</u>
Total	300 Rooms

Security improvements to the physical plant. In addition to adding single room capacity, the CYA has identified a series of security related capital improvements required to handle the more violent population. New security personal alarm systems are needed to assure staff safety. Additions of double security perimeter fencing are necessary to reduce the potential for escape from CYA facilities. Improved door key systems and strengthened doors in living units have been identified as needed to enhance the control of movements within the facilities.

C. Emerging Parole Program/Staff/Physical Plant Needs

Effective transitioning of the parolee back to the community after institutionalization is critical to true, long-term public safety. Based on the reduction in total population and the changing nature of the newly admitted institutional population, the parole population will also be changing over the next few years. The younger, more violent wards entering the CYA in 1997 will stay in the institution longer than prior cohorts due to their commitment offense and their longer available confinement time. As a result, there will be a reduction in total parole caseload in the short term. Parolees will be older when released to parole than in the past and less likely to be successful in placements with their families of origin. In addition, the new parolees will include a higher proportion with violent offenses and mental health problems in their background. The CYA will need to continue to focus on community service, education and law enforcement supervision in order to protect the public and enhance the chances of successful transition to the community. Following are some of the emerging parolee transition needs related to specific changing parolee characteristics.

Expected increase in age at time of release to parole.

- Alternative education opportunities for parolees over 18 years of age. Many local school districts are extremely reluctant to allow these older, troubled individuals in traditional public schools or do not have appropriate programs for these offenders. While every effort will be made to educate wards prior to release to parole, some will require continued educational support while on parole.
- Independent residential placement. Older parolees will be less likely to be successful when returned to their parents' homes.
- Transitional living programs that will enhance the older offenders' ability to achieve independence in a shorter period of time.

Shorter length of parole supervision.

- Intensive short term programming that will address the reduced length of parole supervision.

- Need to address the jurisdiction versus confinement time issue to insure sufficient parole supervision to provide adequate transition services.
- Increase efforts to link offenders with long term employment and continuing education opportunities that will enhance transition from dependence to independence.
- Transition programs with support services that address the full range of needs of this offender group.

Increase in number of violent offenders released to parole.

- Program and intervention strategies to continue institutional efforts to break the cycle of violent behavior of these parolees. For example, efforts aimed at domestic violence by parolees need attention.
- Enhance staff law enforcement capabilities through training and technology.
- Transitional program and placement opportunities for violent offenders.
- Improved capability to provide timely and accurate information to local law enforcement regarding the offenders' immediate location, peers, modus operandi and other information critical to public safety.

Increased health services needs of parolees.

- Programming which specifically addresses the needs of the developmentally disabled, those identified with mental health problems, and those who have a need for ongoing medical services.
- Enhance staff awareness and accessibility to mental health information, medical issues, treatment techniques/strategies, needs and behavior of this client/offender group.
- Intensive and ongoing services for this client/offender group that will require smaller caseloads.
- Transition programs that address the specific needs, both long and short term, of this client/offender population.
- Program strategies and transition services for this client/offender population that reduce their strong need for dependency and inability to function in the community, and create community support for these individuals residing in their neighborhoods.
- Program options available in the communities for this client/offender population due to diminishing mental health resources available at the local level.

D. Emerging Education Program Needs

Following are emerging education program needs based on the changing offender population.

- **Supplementary Special Education Services.** In addition to an increased number of certified special education teachers to address the higher proportion of students needing these services, the CYA anticipates needing additional support positions

to provide a full range of special education services. The current staffing formula provides teachers resources but does not allocate staff for school psychologists and language, speech and hearing services.

- **Transition Counseling.** As the CYA moves to infuse value-based character education into the core curriculum and to require high school graduation as a condition of students completing their CYA treatment program, there is an ever increasing need for each student to have access to effective transition counseling to ensure education goals are attained and there is a seamless continuation of services into the community.
- **Education Assessment and Evaluation.** The CYA needs trained educational research staff and information systems/technology staff to design, collect, analyze and report the data used to make management decisions on the effective use of resources in meeting student learning outcomes. Currently, the California Education Authority does not have the capacity to meet this basic need for effective program management.

Section 5

Outcome Measurement in the CYA

A Focus on Strategic Goals

This section addresses the second question posed in the Supplemental Report Language, "...what measures it (CYA) will use to determine the effectiveness of its (CYA) individual programs or combinations of programs on parole outcomes." In response to this question, this section describes the strategic planning process the CYA has followed over the last several years, outlines the planning foundation and overall direction of the CYA, and describes the outcome measures currently used by the CYA to measure progress in achieving specific departmentwide strategic goals. These measures continue to be refined to provide the clearest possible picture of the degree to which the CYA is making progress in these key areas.

Establishment of these departmentwide strategic outcome measures can be seen as a major first step toward a comprehensive program monitoring and evaluation system. In any strategic management system, the truest measure of effectiveness of specific programs is the degree to which they contribute to the achievement of an organization's strategic goals. The outcome measures identified for each of the strategic goals in this section are the most critical departmentwide measures. Specific special and supplementary programs that contribute to achievement of the strategic outcomes are identified in this section, as appropriate. Additional processes for measuring the effectiveness of individual programs are described in Section 6.

A. Development of the CYA Strategic Management Process

All state agencies were required to develop a formal Strategic Plan for the period 1997-2002. CYA's 1997-2002 Strategic Plan identifies a number of critical issues and articulates seven strategic goals. These seven goals address the changing nature of the ward population and the evolving role of the CYA in the overall juvenile justice system. Key projects and objectives have been identified and are underway in each area. Ongoing monitoring of each of these projects and selected outcome and performance monitoring by the CYA Executive Committee forms the basis for strategic management of the CYA.

This strategic management approach and the focus on these seven goals is the culmination of several years of strategic planning. Some of the key events and activities in this planning process include:

Development of Mission and Values. The Mission and Values of the CYA were developed through an interactive process involving staff throughout the state and at all levels within the Department. Finalized in 1988, the Mission and Values articulate the purpose of the CYA and state shared values for how the CYA goes about its daily business. Over a period of several years, these statements of shared values have been integrated into CYA operations. The seven values are as valid today as they were ten years ago. The seven CYA values are:

- Worth of the individual
- People's ability to grow and change
- Staff as our greatest resource
- Ethical and moral behavior
- Citizen participation
- Excellence
- Safe and healthy environment

Staff Development Focus. Beginning at the same time as the development of the Mission and Values, the CYA launched a series of major staff development efforts. Steering committees were established to focus on the development of managers and supervisors. An annual conference was initiated for managers and a series of information briefings and Issue Papers were scheduled to keep all supervisors and middle managers informed of key issues affecting the CYA and the juvenile justice system. A variety of enhancements were added to the entry level training and refresher training programs. The CYA Training Center was constructed and opened in 1993 on the site of the Northern California Youth Correctional Center in Stockton. All of these efforts were aimed at increasing the professionalism of staff in the CYA at all levels and to better prepare CYA staff for change and involvement in the full operations of the Department.

CYA Project 2000. In February, 1993, at their annual conference, the CYA Managers identified the following three top issues for attention by the CYA:

- Ward program and facility capacity;
- CYA role in the juvenile justice system; and
- Long range planning.

Among the causes for this focus was an increasing institution population and overcrowded youth correctional facilities and beginning discussions of the roles for various components of the juvenile justice system. At the same time, a statewide move toward strategic planning for business operations was beginning in the automated information management field. The CYA Executive Committee commissioned Project 2000, a review of major issues and preliminary steps for a strategic planning process. The Project 2000 Work Group reviewed external threats and opportunities, internal strengths and weaknesses and scanned the policy environment facing the CYA at the beginning of the 21st century. The Project 2000 group assembled a collection of data and future projections on a variety of topics including: demographics, education, employment, juvenile crime rates, changing technology and state/local government relations in California. This information was presented to the CYA Management Team at a planning meeting in June 1993 and shared with other staff groups throughout 1993-94.

Major Initiatives -- 1994-95. In August 1994, the CYA launched a series of six major initiatives based on review of the major issues facing the Department. These six initiatives addressed the following topics:

- Budget efficiencies

- Effective models for delivery of juvenile justice service
- M-case and criminal court commitments
- Delinquency prevention
- Specialization of correctional facilities
- Public information and education

Each of these areas was addressed by work groups led by two members of the Management Team. A variety of action steps and decisions came from each of these major initiative efforts. The majority of these efforts continued into 1995.

B. Strategic Goals and Key Outcome Measures

With his appointment as Director of the CYA in May 1996, Francisco J. Alarcon announced six leadership areas for his administration. These areas highlighted the strategic direction of the CYA for the remainder of the 1990s. Director Alarcon set an ambitious agenda for continuous improvement through focusing on key areas and measuring progress. A seventh goal area, effective delivery of health services, was added to the initial six with the release of the 1997-2002 Strategic Plan. The current strategic focus on these leadership areas builds on the planning and organizational development efforts of the last decade and addresses the critical issues facing the CYA.

The seven strategic goals of the CYA are the result of several years of focused planning and review of critical issues facing the CYA and the juvenile justice system throughout the state. Efforts designed to address these goals guide the actions of the CYA. Major projects have been identified in each area and are being actively pursued. The CYA is monitoring progress in these goal areas on an ongoing basis. These areas are not entirely exclusive of one another; work in any one of these areas typically has an impact on the other leadership areas.

The outcome measures identified for each of the strategic goal areas are being used as part of the feedback process for the CYA strategic management process. They are being monitored for accuracy and reliability and refined on an ongoing basis to improve the precision of measurement and focus on the measures that will generate the “richest” information on progress and program effectiveness. These measures were initially designated in May 1996. Data for some of the measures, such as ward-on-ward assaults, have been available in existing CYA data systems. Many others, however, have involved the creation of new systems and procedures for collecting and reporting the data. Throughout the period from June 1996 to the present, data for each of the outcome measures have been collected and reported at the same time as data collection methods and systems were being designed and implemented. The next step in the use of this information will be to assess the directions of historical trends, continue to refine the measures and adjust activities to address emerging needs.

Following are the seven strategic goals of the CYA and the key outcome measures in each area.

1. Public protection.

Increase public protection and staff safety. The most critical aspect of the operation of any youth correctional facility is public protection and staff safety. Public protection is a critical goal of the CYA core programs and all special and supplementary programs. Some programs, such as parole violator programs and high control housing units have direct impacts on this goal, while others have longer term contributions. By further refining and standardizing security practices and procedures and by taking advantage of emerging technologies, the Department has been able to maintain its position as a national leader in public and staff safety. With the increasingly violent offender population, issues related to public safety are of paramount importance. For example, the number of unsuccessful escape attempts from CYA facilities increased from 9 in 1995 to 17 in 1997, despite a reduction in total population during this period. Actual successful escapes decreased from 22 to 16 due to the efforts of CYA staff. The CYA is actively pursuing a wide array of objectives to improve public protection and

staff safety based on the emerging needs identified in Section 4. Following are key outcome measures being monitored to assure these efforts make positive contributions to the strategic goals of the CYA.

Key Outcome Measures

- Number of escapes
- Number of parolees at large
- Number of parolee apprehensions, arrests, revocations, violations
- Number on electronic monitoring
- Partnerships with local law enforcement
- Frequency of dirty drug tests

2. Correctional education.

Increase the effectiveness of correctional education. Every juvenile committed to the CYA returns to the community. The mission of the CYA is to provide training, treatment and education services to youthful offenders in order to enhance the potential that they will become productive contributors to society when they return. An essential contributor to life success is a solid education. Similarly education is the basic element of success for every offender committed to the CYA. Academic, vocational and value based character education can change the lives of youthful offenders if they choose to take advantage of them. The CYA is committed to providing the most effective youth correctional education program in the nation. In response to increases in the numbers and percentage of offenders requiring special education services, the CYA is enhancing its educational services. During the period January through November 1997, 519 wards received high school diplomas, 400 received GEDs, 45 passed the high school proficiency examination, 108 received vocational certificates and 10 received college degrees. Between January 1997 and November 1997, 1,005 wards completed Young Men as Fathers classes, 2,058 completed Impact of Crime on Victims classes, 1,206 wards completed drug abuse programs and 1,642 completed employability skills classes. Even more importantly, the percentages of offenders attending classes is increasing. Through monitoring key outcomes and pursuing initiatives targeted at the specific offender population, the CYA is committed to continuous improvement in correctional education.

Key Outcome Measures

- Certification of completion -- high school diplomas, GEDs, college degrees, vocational certifications
- Academic Achievement
- Attendance - number enrolled and eligible full and part day
- Special education - Number of Individual Education Plans (IEP)
- Recidivism of high school graduates

- Completion of value-based character education courses such as Impact of Crime on Victims and Young Men as Fathers

3. Balanced approach to restorative justice.

Implement a balanced approach to restoring justice by:

- a) increasing restorative services for victims;**
- b) increasing restorative services for the community; and**
- c) increasing offender skills, competencies, responsibility and accountability.**

The concept of a balanced approach to restoring justice is that long term public safety hinges on a balance of holding offenders accountable for their crimes, building offender competency, and restoring the community and assisting victims of crime. This approach adds the emphasis of community and victim restoration to the long-standing focus on increasing offender competency in the juvenile corrections field. Only when the community and victim are given equal weight in the justice equation can a true balance and long term public safety be achieved. CYA activities in the area of public service, victim impact awareness, victim restitution and direct services to crime victims are recognized nationally. The victim services data base contains over 16,000 crime victims associated with the actions of 9,800 offenders. During the period October 1997 through December 1997, 340 new victims and 204 new offenders were added to the records. During this same time period, over \$26,000 in restitution was paid to victims, over 400 notifications were made to victims and more than 600 telephone contacts with victims and others working on behalf of victims were made. In addition, 14 crime victims participated in victim awareness classes for CYA offenders and one face-to-face victim-offender meeting was conducted.

From July 1997 through September 1997, offenders in CYA institutions provided 226,145 hours of public service valued at over \$1.1 million.

Key Outcome Measures

Victim Restoration

- Restitution owed and collected
- Number of victims involved in programming
- Victim notifications at various stages
- Number of victim/offender meetings
- Amounts raised for victim services fund

Community Restoration

- Hours of public service
- Dollar value of public service
- Public speaking events
- Mentoring - number of hours, number of mentees

4. Transitioning offenders.

Successfully transition offenders to a law abiding lifestyle in the broader community. The ultimate goal of CYA programming is to successfully transition youthful offenders back to the community as law abiding and productive citizens. To attain this goal, the youthful offenders must be equipped with the necessary skills, knowledge and tools to further their education and/or find and retain employment once they leave the institutional setting. This transition process takes time and can be enhanced through the provision of education, training and treatment provided in a safe environment. Programs focused specifically on this goal include transitional residential programs, enhanced electronic monitoring, and the sex offender treatment continuum of care. The core programs are directly focused on this goal. In November 1997, there were 5,947 parolees. Of this number, 853 or 14.3% were in educational or vocational programs and 2,374 or 39.9 % were employed. Continuing to track these and other key outcome measures will provide the CYA with an ongoing check on parolee success as well as the traditional measures of parolee failure, such as revocations and violations.

Key Outcome Measures

- Number of jobs obtained
- Number in school
- Number of parolees in treatment programs
- Number in parenting programs
- Number in independent placement
- Number of honorable discharges

5. Handling violent offenders.

Reduce criminality and violence by youthful offenders while under the jurisdiction of the CYA. Due to the increasing number of violent offenders committed to the CYA, the successful reduction of criminality and violence within youth correctional facilities is paramount to the safety of staff and wards and the protection of the public. From 1995 to 1997 the rates per 100 average daily population of ward assaults on wards and fighting have shown slight increases. Ward assaults on other wards occurred at a rate of 1.4 per 100 ADP in 1995 and 1.6 per 100 ADP in 1997. Ward fights occurred at a rate of 26.4 per 100 ADP in 1995 and 27.0 in 1997. In addition, in 1995 there were 20 suicide attempts and no completed suicides. In 1996, there were 61 attempted suicides and 5 completed suicides. In 1997, after a major review and staff training there were 49 attempted suicides and 2 completed suicides. The rate of violence among offenders in CYA facilities and their potential for repeating violent acts upon release are significant issues and a primary reason for inclusion of this area as one of the strategic goals of the CYA. Creation of a safe correctional facility environment is a necessary precondition to achievement of the other strategic leadership goals be achieved. Among the specific programs addressing this goal are Intensive Treatment Programs, Specialized Counseling Programs, and High Control Units. However, as with most of the strategic goals, effective handling of violent offenders is an overriding goal of the core program.

Key Outcome Measures

- Ward-on-ward assaults
- Ward-on-staff assaults
- Violent crimes and domestic violence on parole
- Suicides and attempts
- Gang related incidents

6. Prevention and early intervention advocacy.

Increase the Department's role in advocating and supporting local prevention and early intervention efforts. Through the provision of technical assistance, research efforts, and information clearinghouse activities, the CYA advocates and supports the efforts of local delinquency prevention programs. In addition, the CYA operates Gang Violence Reduction Projects in several communities and provides local assistance funding for parenting programs modeled after the Young Men as Fathers Program. Following are key outcome measures in this strategic leadership area:

Key Outcome Measures:

- Electronic Information Clearinghouse/CYA Web Page - number of access "hits"
- Young Men as Fathers (YMAF) - number of graduates, financial support for family, number of mentors, number of group/family activities
- Number of counties implement YMAF and number of offenders involved
- Gang Violence Reduction Project - number of youth served, number of activities, number of victims of gang violence, number of mediations

7. Health services.

Provide legally mandated health care services for youthful offenders in an efficient and cost effective manner. The CYA has the responsibility to provide quality health care for offenders committed to CYA custody. Effective health care services, including physical, mental and dental services, are a necessary component of effective correctional programming. Adequate physical and mental health are a precondition for offenders being able to benefit from the CYA core program. Among the special and supplementary programs specifically targeting this goal are ITPs and SCPs. As the CYA improves its assessment tools and is therefore able to more clearly identify mental health needs, programmatic changes could result in the development and implementation of new programs. Similarly, "medically fragile" offenders, those with serious heart conditions, blind or hearing impaired offenders, or those who have physical disabilities, provide a continuing challenge to adequately meet their program needs. Of serious concern to the future operations of the CYA and other correctional organizations are the ongoing public health risks related to contagious diseases. In a confined setting, such as within a youth correctional facility, the control of air- and blood-borne pathogens is critical, not only for the health of the youthful offenders but the staff as well. Clearly, health issues are an ongoing component of the daily management and operation of youth correctional facilities.

Key Outcome Measures

- Volume of ward sick calls
- Medical reimbursements
- Health related litigation
- Number and type of off-ground medical procedures

Section 6

Systems Required to Evaluate Program Effectiveness

This section addresses the third question posed in Supplemental Report Language, “Systems required to evaluate the effectiveness of its (CYA) rehabilitation programs.” This section describes a two-tiered program monitoring and evaluation model, summarizes key program evaluation research conducted by the CYA, describes the conditions needed to implement the two-tier model and identifies a phased approach to implementing a systematic evaluation process incorporating the two-tier program monitoring and evaluation research model.

The CYA is poised to launch a two-tier program monitoring and evaluation research model based on a long tradition of quality professional research, focus on strategic planning and organizational development over the past decade and the current outcome measurement efforts. To be effective, any monitoring and evaluation system must be based on clear program definitions and well-articulated goals. In addition, solid consistent information collection processes must be available. Meaningful measures tied to the program goals and objectives must be established and reported. Because rigorous research designs require substantial resources, thoughtful priority setting must be applied to selecting research questions for full scale evaluation research and sufficient resources must be allocated. The CYA has several of these pieces in place or underway, but has considerable work ahead to develop the remaining conditions necessary for a comprehensive system of program monitoring and evaluation. Most importantly, a comprehensive offender information system is essential for the implementation of this system.

A. Program Evaluation and Monitoring -- A Two Tier Model

In the Supplemental Report of the 1997-98 Budget Act the CYA was requested to identify the systems required to evaluate the effectiveness of its rehabilitation programs and what measures it will use to determine the effectiveness of individual programs and/or combinations of programs on parole outcomes. This request is very similar to a request made in the Supplementary Language of the 1994-95 Budget Act which requested the CYA to report on the systems required to evaluate the effectiveness of its rehabilitation programs and the measures it will use to determine the programs’ impact on parole outcomes. In its reply to that request (Evaluation of CYA Rehabilitation Programs: Report on Systems and Measures to Determine Program Effectiveness, February 1995), the CYA indicated that a two-tier approach would be appropriate to evaluate the Department’s rehabilitation programs. This approach remains valid in 1998. The two tiers or prongs of this model are:

- Tier 1. Rigorous evaluation of selected programs
- Tier 2. Program monitoring and outcome tracking for all programs.

Most of the research and evaluation efforts conducted by the CYA in the past would be classified as Tier 1 projects. The efforts described in Section 5 to collect and monitor outcome and performance measures related to the strategic goals are Tier 2 activities. Intensive, rigorous Tier 1 evaluation studies have been reserved for high priority programs (e.g., innovative, expensive, or experimental). Other programs have been monitored and tracked to varying degrees, as resources permit. Until recently, the remainder of the programs in the CYA have not been evaluated at all. Realistically, this differentiation will probably remain.

Since the 1995 report, several Tier 1 studies have been completed and a system of outcome measurement has been initiated to monitor progress in relation to the seven strategic goals. Further implementation of this two-tier approach requires an up-to-date comprehensive offender information system.

B. Significant CYA Research and Program Evaluations - Examples of Tier 1 Efforts

The two-tier model builds on a long-standing tradition of quality professional CYA research efforts. The research conducted by the CYA over the years includes Tier 1 evaluative research, and fundamental research on the causes and correlates of crime and delinquency, youth correctional processes, the development of classification systems and psychological measurements, needs assessments, and literature reviews. While many of these research efforts are outside the scope of evaluative research, they have contributed to developing necessary knowledge for policy purposes and are a key foundation for an evaluative research agenda.

Past Program Evaluations. Significant past CYA program evaluations have explored the effectiveness of comprehensive treatment programs, institution management practices, specific types of institutional training and treatment, and reentry/aftercare parole programs.

- Evaluations of comprehensive treatment programs have included the Community Treatment Project (intensive community treatment rather than more lengthy incarceration), the Preston Typology Project (assigning offenders to living units and treators based on their maturity level), and the Youth Center Research Project (evaluating two treatment modalities--behavior modification and transactional analysis--at the Northern California Youth Correctional Center).
- Institution management practices which have been subjected to evaluative research have included living unit size and density, as well as the CYA grievance procedure.
- Institutional training and treatment evaluations have included psychiatric programs--such as the ITP and SCP, substance abuse programs, the Nelles Sex Offender program, academic achievement, employment programs, and recreation programs.
- Reentry/aftercare parole evaluations have included residential re-entry programs (such as SPACE and the Transitional Residential Program), other parole programs (such as parole centers), and policies (such as length of stay on parole).

Recent and Current Evaluations. In recent years, the CYA has focused its rigorous program evaluations primarily on new programs that were developed as a result of funds from recent-year budget change proposals or that were funded from grants. Most recently, in the 1997 budget, the CYA sought funding to develop education research tools to evaluate the effectiveness of the CYA's educational programs. Lottery funds were approved to be redirected for this purpose. The most recent evaluation resource addition has been residential substance abuse treatment funding through the Office of Criminal

Justice Planning to enhance the CYA's drug treatment program and to evaluate the effectiveness of this enhanced drug programming. These recent evaluations are summarized below.

- The LEAD Boot Camp and Aftercare Evaluation assessed the effectiveness of two short-term (four-month) intensive institutional juvenile boot camp programs at the Preston and Fred C. Nelles youth correctional facilities and a six-month aftercare component. Designed as an alternative placement for the CYA's least serious offenders, LEAD was typical of other juvenile boot camps around the country in targeting cost effectiveness, bed savings, and lower rates of recidivism as major goals and in incorporating a primary focus on treatment. A rigorous experimental design was employed, with incoming wards randomly assigned to the LEAD program or to regular CYA institutional programs. The effectiveness of LEAD, compared to other CYA correctional programs, was determined by measured differences between LEAD and control wards on institutional length of stay, bed savings, and cost savings, as well as several measures of recidivism. The final report was provided to the Legislature in July 1997. Findings showed bed savings and no greater recidivism for the LEAD program. However, cost analysis showed that the LEAD program had higher costs than the general program. Based on the higher cost with no added benefit, the program was closed in January 1998.
- The Continuum of Care Sex Offender Treatment Program evaluation is also being evaluated using equivalent probability of assignment to assess the effectiveness of an institutional and parole program. Sex offenders are randomly assigned to either one of the two project living units (at the O.H. Close School or the Fred C. Nelles School) or to other CYA institutional programs that provide services to sex offenders. The evaluation includes assessment of process and outcome, including psychopathological measures and parole recidivism. Evaluative research on the program's process led to recommendations to revise the eligibility criteria to eliminate low-risk sex offenders, to make program assignments within six months of CYA admission, and to reconsider the battery of testing instruments administered. These recommendations were implemented. Since the program was implemented, more than 260 sex offenders have been assigned to the two project living units. A process evaluation report will be completed in Fall 1998. Additional process and impact reports will be issued annually, with the final impact report expected in 2004.
- The Karl Holton Drug and Alcohol Treatment Facility Evaluation is determining the effect of converting an entire institution to drug and alcohol treatment. Offenders who participate in this program are being compared with those who participate in substance abuse treatment at three other CYA institutions, selected for comparison because the offenders there have similar characteristics. Thus, this evaluative research is using a quasi-experimental design to determine if substance abuse treatment provided by a dedicated facility is more effective than drug treatment provided in three general CYA institutions. Information being collected

and analyzed includes pre- and post-testing on attitudes, institutional climate assessments, program observation and monitoring, interviews with staff and wards, and parole outcome that tracks wards for 24 months after their institutional release. Staff and wards generally evaluate the program positively. Evaluation reports will be issued on the process in Summer 1998 and on the process and preliminary outcome in Summer 1999. The final impact report will be issued by the end of 1999.

- Experimental Study of Drug Testing Among Parolees was funded primarily from a grant from the National Institute of Justice supplemented by state general fund resources. Wards released to parole in 1992 and 1993 were randomly assigned into groups that received differing levels of drug testing while on parole, ranging from minimal (only after an arrest) to twice per month. Measures included drug test results, parole offense behavior, and arrests covering 42 months from parole. The study results indicate that similar outcomes were achieved regardless of frequency of testing. Other results of the study suggest that early drug testing has some value for identifying parolees with a higher risk of continued criminal behavior. Parolees with positive drug tests during the first few months of parole, regardless of the testing interval, were found to have more arrests, even after the parole period. Finally, analysis of parolees' movements following drug tests suggested that care should be taken in responding to positive tests in order to prevent parolees from absconding. The report of this study is currently under review.
- Parenting Education Programs in CYA institutions, on parole, and among youth at risk at the county level have recently been or are being evaluated. These programs are designed to increase parenting knowledge, improve attitudes toward responsible parenting, improve overall self-esteem, and improve relationships with both children and the children's mothers. The Young Men as Fathers (YMAF) is delivered in CYA institutions and was the subject of an evaluation. As a result of this evaluation, the program was expanded and is now required in all CYA institutions. The Preparing for Positive Parenting: A Family Affair Program, in its last of three grant-funded years, is delivered to parolees, the mothers of their children, and related caregivers at parole offices throughout the state. The initial reports made recommendations that were implemented in the delivery of classes. These preliminary reports suggested that parenting knowledge and self-esteem increased. A final impact report will be issued in 1998. In addition, the Young Men as Fathers/Mentoring Program was delivered to youth at risk by county offices of education or probation departments in 26 counties during 1997. Data are being collected on participants' family status, employment, and recidivism, with a report to be issued in Spring 1999.
- The Gang Services Program and the Gang Violence Reduction Program are being evaluated in conjunction with the development of the Gang Information System. The Gang Services Program is a parole program; and the Gang Violence

Reduction Program includes locally-operated prevention programs. Reductions in gang activity are primary goals for these programs. The evaluations are measuring whether intervening conditions reduce gang activity. These multi-year evaluations are in their design and data collection phases. Preliminary results are expected in the summer of 1999.

- The Disproportionate Minority Confinement Pilot Program is an intensive parole aftercare program designed to reduce the disproportionate numbers of African American parolees whose parole is revoked. The evaluation is being conducted under interagency agreement with the University of California, Berkeley, Child Welfare Research Center, and consists of participant surveys, observation, and record review to compare program effects on participants to the experience of a group of similar parolees. A first-year process evaluation was provided in April 1997. Recommendations from that report led to changes in information sharing between caregivers and CYA parole staff. A second process report is scheduled for October 1998 and a final report in October 1999.
- Evaluation Research on CYA Education Programs is a multi-year evaluation project, with a long-term goal of evaluating the impact of CYA education programs on parole success. The more immediate goals are to develop or adopt state-of-the-art assessment and testing instruments for the education program and to develop an electronic education database. The CYA will contract with outside educational consultants to develop or identify appropriate educational assessment and testing tools for selected educational components each year. The first component will be academic education. A process evaluation report will be issued by December 31, 1998, with annual process and impact evaluation reports annually thereafter.
- Evaluation of Residential Substance Abuse Treatment Programs will determine if participation in a Residential Substance Abuse Treatment Program is more effective than participation in three existing CYA substance abuse programs that do not have the same enhancements. The evaluation will employ a quasi-experimental design, comparing wards who participate in this partially federally-funded program with a matched comparison sample of wards from the three institutions' existing substance abuse treatment program. The evaluation will gather information on institutional climate assessment, feedback from staff and wards, program observation and monitoring, pre- and post-test attitudinal measures, and parole follow-up. The first process report will be completed by December 1998, with additional process evaluation reports annually in 1999 and 2000 and a final outcome report by December 2001.

C. **Conditions Required for CYA to Implement Systematic Evaluation and Program Monitoring Process.**

Building from the base of a long-standing tradition of professional research to the two-tier model will require the existence of several conditions. To implement this model, the CYA will need to clarify and refine consistent program definitions and goals, establish clear priorities for the selection of Tier 1 studies and implement a comprehensive offender information system. Following are discussions of conditions necessary to implement the two-tier system.

Focusing and Expanding Tier 1 Program Evaluation Studies. Evaluation research can be very expensive. Based on an average federal justice research grant, Tier 1 program evaluations typically cost \$350,000 to \$500,000 per program. However, even if unlimited resources were available, it would be impossible to rigorously evaluate the effectiveness of all CYA programs simultaneously -- particularly if a Tier 1 scientific or experimental design were to be used. In general, maintaining the conditions necessary for rigorous evaluation is difficult enough even when doing research on single programs, taken one at a time. It is extremely unlikely that such conditions could be maintained for a number of programs simultaneously, for several reasons:

- Wards generally participate in a number of CYA programs at the same time (and may even participate in more than one “special program”), making it difficult to sort out their individual effects.
- Rigorous evaluations would require the creation of equivalent comparison groups through random assignment of eligible participants to program and non-program (or alternative program) conditions for each separate program. This process would be extremely difficult to manage.
- In order to avoid contaminating the evaluation, wards could not be allowed to move from one program type to another unless absolutely necessary. The department’s flexibility for providing individualized care to wards would therefore be severely restricted.
- In order to interpret the results in terms of particular programmatic approaches, the “programs” and alternatives would have to be held “constant” (not allowed to change) to the extent possible.

Thus, rigorous Tier 1 evaluation of all CYA programs is not a feasible goal. Such an investment of resources should be limited to programs that clearly merit the extra attention, either because they are “special” (in the sense of innovative, new, or experimental) or because they are designed and/or justified primarily on the basis of their ability to reduce criminal behavior or other problems. These are the criteria that are used to identify candidate programs for more intensive evaluative efforts already.

Expanding Tier 2 Program Monitoring and Outcome Tracking. An additional component to the rigorous -- or experimentally designed -- evaluation of selected CYA programs would be an ongoing monitoring system based on an integrated and automated ward classification and information tracking system. This approach would require identifying all the relevant “programs,” identifying the wards who participate in these

programs, determining appropriate evaluation questions, and extracting the relevant data for evaluation. The major elements of this Tier 2 approach would involve:

- Identifying the programs to be monitored through this process;
- Identifying or clarifying program goals and linking these to the “needs” of the wards for treatment and services;
- Identifying appropriate measures of effectiveness (i.e., determining agreed-upon indices of goal attainment or other criteria for making decisions about each program);
- Establishing an information system that contains relevant information on ward needs, program participation, and outcomes;
- Analyzing the data, controlling as much as possible for confounding factors and multiple participation in programs, and carefully interpreting the results, taking into account the obvious limitations of the data; and
- Reporting on the findings in written reports and oral presentations.

Establishment of these elements is a necessary condition for implementation of a systematic program monitoring and evaluation system.

D. Improved Offender Information System Needed

A comprehensive ward information system is the most critical element for implementation of this two-tier program evaluation approach. Such a system would contain, or have the ability to access, all automated ward information existing in centralized and local (i.e., institution and parole) offender data bases. In addition to its providing a storehouse of information on offender demographics and commitment information, such an offender information system would include ward need and risk classification systems, program information, and routine indicators of parole outcome (honorable discharge, violations, parole removals, etc.).

Additional information, such as measures of offender progress through programs, immediate outcomes of program involvement, and more focused (individual program-

relevant) measures of parole performance and outcome would ideally be included. For each program, the value of the relevant measures for program decision making would have to be determined and weighed against the costs of collecting and managing the data.

Description of Current Offender Information System. The CYA's primary information system, the Offender Based Information Tracking System (OBITS), was created in the 1970s to provide information regarding ward movements, Youthful Offender Parole Board (YOPB) actions, and limited research capabilities. OBITS is a mainframe-based, encrypted, highly secure, reliable, and comprehensive computer system that has limited access, requires a considerable amount of knowledge to retrieve ad-hoc reports, is not real-time, does not provide all of the information that is needed, and is time consuming and expensive to modify. Over time, subsystems have been added to allow the collection of additional information. Separate stand-alone systems have been created and additional revisions are underway. These systems and subsystems do not allow for integrated analysis of individual records. Following is a sampling of the various subsystems and stand alone systems created and underway to address specific needs not met by OBITS.

Subsystems Added to OBITS

- INS System: Retains and provides information on foreign-born wards.
- Gang System: Identifies gang affiliated wards. Extremely limited access.
- Foster/Group Home Billing: Generates bills for foster and group home placements for CYA to pay each vendor.
- County Billing: Generates bills for payment from the county (or other state, federal government, etc.) which committed wards to the CYA.
- Population Management: Keeps track of ward transportation and program vacancies.

Stand-alone Systems Created

- Parole Information Network (PRISM): A PC system that provides information about parolees, parole offices, and parole agent workloads.
- Victims Tracking: A PC system that keeps information on victims and wards when victim restitution is owed or victim notification is required.
- Ward Trust: A PC system that keeps track of trust moneys for wards who receive Social Security benefits.
- Ward Restitution: A PC system that records ward moneys coming in from the parole offices to pay for restitution fines.
- Ward Trust/Restitution: A PC system that provides for automatic distribution of a ward's income. This system runs in each institution.
- County Billing/Foster Home Mailing Labels: A PC system that prints mailing labels for County Billing and Foster/Group Home billing.

- Correctional Health Assessment Records and Tracking (CHART): A UNIX, PC Local Area Network-based system that tracks a ward's medical history. (Discontinued due to operations cost. Replacement in planning phase)
- Population Projections: A mainframe system that forecasts future CYA institution and parole populations.
- Ward Info Net: A Macintosh-based system, running on a Local Area Network at each institution, which enables the sharing of information about the ward and the management of the institution. The system is customized for each site. Some institutions use other Macintosh-based systems developed specifically for the institution.
- SASI: A PC system which produces transcripts and tracks the educational achievements of wards. Used only at one institution.
- A variety of PC systems used at the institution for tracking TABE (Test of Adult Basic Education) academic grade-equivalency scores of wards.
- A variety of PC systems that have been developed by individual parole agents to keep track of their parolees.

Systems Under Development

- A pilot for a centralized client/server parole database for use at six locations as a replacement for PRISM.
- An OBITS sub-system which creates a time-line according to state and federal laws and tracks compliance with those deadlines for wards who are identified as special education or possible special education candidates.
- A system to maintain health services records of the wards.
- A system to generate a report categorizing ward grievances.
- A grievance process system.

While each of these subsystems respond to specific needs to a greater or lesser degree, they are not integrated and do not allow for importing information from one to another, aggregation and analysis of data, or for a comprehensive review of information related to an individual offender.

The Ideal Offender Information System. The current OBITS system with the various additions falls short of meeting the needs for offender information to support the two-tier program monitoring and evaluation system. The ideal offender information system would provide accurate, up-to-date and timely information on a variety of subjects (e.g. location, correctional status, physical and mental health data, etc.) for use in daily management and for research and evaluation purposes. This ideal system would allow use of information at the local site and access to the information from other key locations. It would permit reference for various special purposes such as education, health services, individual case management, security and custody, and would incorporate information security features. It would allow all information on individual offenders to be assembled and integrated for a complete offender profile and would allow a variety of "rollups" of information on groups

of offenders. Further, it would permit comparison of information over time for individuals and groups, such as the performance of all offenders who completed a specific program element. The ideal offender information system would achieve all these operational objectives, while minimizing duplicate entry and maintenance workload.

Development Work Underway on Potential System Components. The CYA is currently involved in the following projects that may lead to improvements in the existing ward data systems and identify avenues for future development efforts.

- Long Range Plan for Statewide Juvenile Justice Data Collection. The CYA has contracted with the National Council on Crime and Delinquency to develop a long-range plan for juvenile justice data collection and analysis on a statewide basis. This plan, due to be completed by April 1998, will include an evaluation of current juvenile justice data systems in California, recommendations for what data should be included in the system, a plan for analysis and dissemination of information from the proposed juvenile justice data, findings on which agency or agencies should be responsible for maintaining the system, and estimates of the resources needed to implement the system.
- CalGang. A consultant study on the use of this statewide information network has been completed and is under review within the CYA. This network was initially considered as the basis of the Department's gang information system. The system is designed in such a way that it is currently being explored as a model and an initial building block for a comprehensive ward data system. It is an intranet-based system with open architecture design lending itself to easy modification and "add-ons". It allows for the use of relational technology, which has a firm foundation in virtually all of industry and government. It also incorporates some of the features of object-oriented technology, including the use of classes and inheritance. These are the two major features that lend flexibility and ease of maintenance to today's computer systems. This approach allows the development of the individual components independently. The basic core of such a system could be delivered in a short time (9 to 12 months after prototyping begins).
- The Youthful Offender Data Base Application (OCJP grant) Based on an opportunity provided by available grant funding, in the fall of 1997 the CYA embarked on a pilot implementation of another model for a comprehensive ward system. Statewide delivery of parolee information to Department Parole Offices is being developed using several technologies new to the CYA. This system is maintained in a single centralized database with access provided over an intranet like network to all the microcomputers on local area networks at six Parole Offices. The actual technology used is the same as is currently in use by the Department of Justice, the California Highway Patrol and the Department of Corrections to deliver major criminal information systems. The CYA is using this project to test several technologies involved for possible use in an overall offender information system. Should the evaluation of the pilot show success, funds are

available to expand access to all Parole Offices in the next year. This model for a departmentwide ward database has many similarities to the CalGang model. The major difference is the use of a single centralized data base server rather than several distributed data base servers that automatically roll selected information forward.

Feasibility Study Report Required. Before any state agency can begin work on a system such as the one described under The Ideal Information System, it must demonstrate in a formal feasibility study report (FSR) that a real and significant need exists, and that the proposed system would meet that need more "cost-effectively" than any other reasonable alternative. The feasibility study must then be approved by both the Department of Finance and the Department of Information Technology. If funds beyond those available in the current budget are needed, a Budget Change Proposal (BCP) must be prepared, and approved by the Legislature.

E. Phased Implementation of Two-Tier Model

The CYA is poised to begin a comprehensive systematic approach to program monitoring and evaluation. Elements of this readiness are:

- **Tradition of evaluation research.** The long-standing CYA tradition of effective use of Tier 1 scientifically designed research and evaluation studies has established an appreciation within the CYA for the value of outcome information.
- **Strategic focus.** The strategic management efforts over the past decade have established a sound policy foundation and well-defined mission.
- **Culture of continuous improvement.** The clear goal focus embodied in the 1997-2002 Strategic Plan and the performance and outcome monitoring processes (Tier 2) currently underway have set in motion a culture predisposed to continuous improvement through the use of feedback on outcomes.

With these elements in place, the CYA is on the brink of establishing a systematic program evaluation and research component of the strategic management processes currently underway. However, several of these elements are in need of refinement. Outcome measures need to be refined and more clearly focused on strategic goals and objectives. Most importantly, the information systems for ward data need dramatic improvements to allow a systematic ongoing program effectiveness monitoring and evaluation system to be in place. Resource needs must be identified and put in place to move forward.

While the CYA has made progress in this area, these various steps will take time to accomplish. The most fitting approach to this improvement in strategic operations is a phased move to a systematic program monitoring and evaluation model. The end result of this phased approach would be an ongoing system of feedback on outcomes and results that is integrated within the operations of the CYA. Such a system would provide information to program managers and policy makers that would allow informed decisions on program effectiveness, enhancement and discontinuation. Table 6 displays a conceptual description of the likely phases leading to this comprehensive system. Sustained commitment over a period of the next three to five years at a minimum will be necessary to take the many strong elements already in place and establish a systematic approach.

Resource Needs. In order to proceed along the lines described in this phased approach, the CYA will require both added financial resources and expertise. The need for an improved ward information system is the most critical resource need at this time. For years, the CYA has collaborated with a number of academic and research organizations to leverage the expertise and staff available to the Department. The CYA is currently in the process of finalizing an agreement with the University of California at Davis to pursue a number of partnership possibilities, including focused research and program monitoring. Additional resource proposals may be developed and submitted as the plan outlined in Table 6 progresses.

TABLE 6
CALIFORNIA YOUTH AUTHORITY
CONCEPTUAL PHASING
FOR
IMPLEMENTING SYSTEMATIC PROGRAM
MONITORING AND EVALUATION

Phase 1 1997-1998

- Begin program monitoring and outcome measurement targeted on strategic goal areas
- Continue to conduct various scientific program evaluations and research studies (Tier 1)
- Implement Mental Health/Substance Abuse Treatment Needs Assessment
- Refine treatment assessment tools
- Focus and refine ward program definitions
- Enter into partnerships with the University of California at Davis and other research organizations
- Develop concept of offender information system needs

Phase 2 1998-1999

- Continue to conduct various scientific program evaluations and research studies (Tier 1)
- Continue Phase 1 system development activities
- Develop Program Evaluation Plan (Tier 1 and 2)
- Initiate feasibility study for offender information system (requires additional resources)
- Identify resource needs for Tier 2 monitoring and evaluation

Phase 3 1999-2000

- Continue to conduct various scientific program evaluations and research studies (Tier 1)
- Begin implementation of offender information system (requires additional resources)
- Targeted Program Evaluation Pilot (Tier 2)
- Identify subsequent phase evaluations (Tier 2)

Phase 4 2000-2001

- Complete implementation of offender information system
- Continue to conduct various scientific program evaluations and research studies (Tier 1)
- Refine program standards for enhanced consistency across sites
- Refine treatment planning process -- including clear and specific individual ward treatment plans
- Develop program site plans to more clearly state the program focus and operations of each facility -- create a sort of “program catalog” for each site

