

C010359 ABSTRACT: Juvenile facilities can now adopt a set of outcome-oriented goals produced by the Council of Juvenile Correctional Administrators (CJCA) and measure their progress toward meeting those goals. This bulletin describes the project, supported by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) since 1995, and the final standards being implemented in 30 facilities around the country. This effort is designed to improve conditions of confinement in juvenile correctional and detention facilities.

Title Performance-Based Standards for Juvenile Correction and Detention Facilities.

Authors Loughran, E., Godfrey, K.

Type Bulletin

Source Washington, DC: Office of Juvenile Justice and Delinquency Prevention, March 1999.

Available From: www.ojjdp.ncjrs.org

Year 1999 **Length** 3 pages

Medium

Control No: 010359

**FROM THE
ADMINISTRATOR:**

Performance-based standards has been a long time coming and well worth the wait. Juvenile facilities can now adopt a set of outcome-oriented goals and measure their progress toward meeting those goals. Work we know succeeds in juvenile justice will be documented and improvements can be measured - all major changes for the field.

This Bulletin describes the project supported by OJJDP since 1995 and the final standards being implemented in 30 facilities around the country. The standards and data collection instrument will be available to all facilities through the world wide web in April and all facilities are encouraged to take advantage of this opportunity to improve.

Shay Bilchik
Administrator



**Council of Juvenile
Correctional Administrators**

Performance-based Standards for Juvenile Correction and Detention Facilities

OJJDP Juvenile Justice Bulletin, March 1999

by Edward J. Loughran, Project Director, and Kim Godfrey, Research Analyst

Juvenile justice systems face intensifying scrutiny as we end the 20th Century. Administrators must provide successful rehabilitation programs while keeping more youths in secure facilities and receiving less funding. In the public's search to understand violent juvenile crime, citizens are turning to juvenile justice agencies and asking: "What are you doing to keep my community safe and what are you doing to help these youths return to my community and stop committing crimes?" These questions are followed-up by legislators demanding results at budget hearings who are more familiar with locking up delinquents than successful programs.

While some systems can quickly and easily point to low recidivism rates or well-known success stories, too many lack the tools to demonstrate and measure what works. Juvenile justice practitioners have begun to move away from standards that promote good managerial practices and documentation to standards that focus on achieving goals by looking at performance. So-called "performance-based standards" can provide juvenile facilities with answers for the public and politicians' queries as well as tool for self-improvement.

Project History

The Congressionally-mandated "Conditions of Confinement Study" conducted between 1990 and 1993 found no relationship between conformance to standards and conditions at nearly 1000 correction and detention facilities studied. The study did find widespread, persistent and growing crowding in facilities that was related to higher injury rates to residents and staff, more suicidal behavior, increased use of restraints and

higher levels of staff turnover and less staff training. One of the study's recommendations was that the Office of Juvenile Justice and Delinquency Prevention (OJJDP) develop performance-based standards to better impact the conditions at facilities.

After competitive bidding, the Council of Juvenile Correctional Administrators (CJCA) was awarded the contract in October 1995 to develop, field test and implement the standards nationally. CJCA hired the authors of the Conditions of Confinement Study, Abt Associates, Inc. as a project subcontractor.

Project Definition

Performance-based standards are outcome measures that help move agencies away from paper policies to measuring results. This project has developed goals for correction and detention facilities in six areas of operations: Safety, Security, Order, Health/Mental Health, Programming and Justice. From the goals, standards were developed to measure a facility's progress toward meeting the goal. A data collection protocol has been developed to gather information indicating performance relating to the standards. Ideally, self-assessment of performance will be conducted by facilities every six months to measure change.

The standards and protocol were developed with the emphasis on outcome measures, however, recognizing that some procedural information is necessary to understand results. A facility undergoing a performance assessment will be able to learn how well it functions, what practices contribute to its success and what may be missing that would improve performance.

PROJECT OVERVIEW

The Request for Proposals issued by OJJDP called for the development, testing and dissemination of performance-based standards in five areas of juvenile facility operations: Safety and Security, Health/Mental Health, Treatment, Education and Legal Rights. In brief, the project's mandates were to:

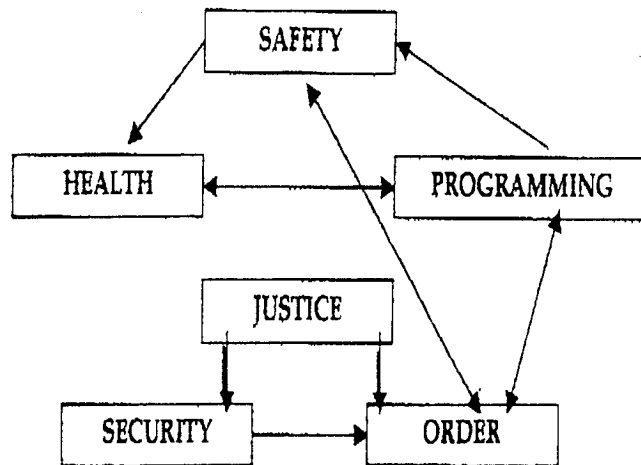
- ÿ Identify a limited number of goals in each area.
- ÿ Draft performance-based standards from the goals, with some goals having more than one standard.
- ÿ Develop indicators that describe how each standards will be measured, with some standards having more than one indicator.
- ÿ Develop measures that show how the indicators will be assessed.
- ÿ Specify data sources that operationalize each measure.
- ÿ Develop a data collection protocol that will be used by facility staff to gather the required information to assess performance.
- ÿ Develop an 18-month dissemination plan to bring the standards to the field following field testing.

PHASE I: DEVELOPMENT

The project began recruiting representatives from major juvenile justice organizations to serve on the Advisory Board, as specified in the OJJDP request for proposals. The Advisory Board was developed (see page 1, for a list of member organizations) to develop a set of performance-based goals and standards, to oversee the project, provide guidance and direction and create a collaborative body to provide support and endorsement of the project.

The project next began recruiting juvenile justice experts and practitioners to serve on five working

Framework of Functions Within Juvenile Confinement Facilities



groups, which were assigned with reviewing the Advisory Board's standards and from them, developing outcome measures, indicators and data elements needed to measure progress toward meeting the goals. (See page 3 for a complete listing of the working group members.) Each group met for two days facilitated by OJJDP and project staff. The results of the work were presented to the Advisory Board for approval before field testing.

GENERAL WORKING GROUP MEETING - OCTOBER 1995

Before the Advisory Board was convened to begin its work, the General Working was convened in October 1995 to develop a framework for the project and the Advisory Board's first meeting. The working group proposed a model to guide the Advisory Board's discussions, defined preliminary goals for each area and explored the values that underlie

CJCA incorporated in July 1994 as a national non-profit organization dedicated to the improve-

ment of juvenile correctional services and practices. CJCA promotes and facilitates three major activities:

- 1) The exchange of ideas and philosophies at the top administrative level of juvenile corrections planning and policy-making;
- 2) The advancement of juvenile corrections and juvenile justice techniques, particularly in program development, design of physical facilities, staff training and management of juvenile facilities;
- 3) The education of the public about the juvenile justice and correction system with emphasis on its treatment and rehabilitation function and the interest and acceptance by the community of its responsibility for delinquency prevention and reintegrating persons who have come into conflict with the law.



Council of Juvenile
Correctional Administrators

PROJECT OVERVIEW

development of performance standards. (See box for the model.)

Given the large scope of the project, the General Working Group also set parameters to keep the final set of standards and outcome measures feasible, user-friendly and meaningful. With input from other organizations that had developed performance-related standards (American Probation and Parole Association, National Center for State Courts) the group suggested the standards be limited to areas within a facility's control or within a facility's ability to have an impact and small enough in number to be useful and not overwhelming.

The General Working Group also developed a preliminary set of goals in each of the six areas, which were presented to the Advisory Board in December 1995.

ADVISORY BOARD MEETING DECEMBER 1995

The Advisory Board met for three days to learn about the project and how to define performance-based measures, to develop goals and standards in the six areas of facility operations and discuss the project's plan for the next nine months.

To facilitate consensus building, the project purchased a hand-held computer system that registered each members' agreement to a statement projected onto an overhead screen. Each of the goals and standards developed by the General Working Group were presented and discussed, then voted on. The

Advisory Board eliminated, added and re-wrote goals and standards to pass on to the working groups.

DEVELOPMENT MODEL		
A total of 22 performance-based standards and 58 outcomes measures have been developed using the following model:		
GOAL		
Standard(s)		
OUTCOME MEASURES	EXPECTED PRACTICES	PROCESSES
Numbers that express change of status or prevalence or rate of frequency of occurrences. The measures are objective, gathered from data such as standardized tests and forms.	Practices that indicate the level of quality of facility operations or the extent to which processes are implemented. The practices may be grounded in empirical information or based on a consensus of professional opinion.	A policy that prescribes a practice to be followed or the use of a particular form or test in decision-making. Processes are objectively verifiable through observation as present or not present.

WORKING GROUPS: Justice, Health/Mental Health, Programming and Safety/Order/Security

Four working groups were then convened beginning in February 1996. Each group reviewed and revised the model and Advisory Board goals and standards. Once the goals were adopted, the group set to work developing two or three performance standards. Then for each standard, they developed one or more outcome measures, indicators and data elements that would be needed to measure progress toward meeting the performance standards and goals.

Additionally, each working group focused on how their given area impacted on the others within the project. Group members reviewed the products of the other working groups if available or recommended ideas to groups convening later. After all four working groups concluded, the final set of standards and goals was presented to the Advisory Board in September 1996 for review, refinement and approval.

From the final product, project staff produced a draft data collection instrument divided into six sections: (a) a master instrument, focusing on general policy issues within the facility; (b) interviews with selected juveniles; (c) interviews with selected staff; (d) reviews of incident reports; (e) reviews of staff records (e.g. training, injuries, grievances, etc.); and (f) reviews of juvenile records (for data on health, mental health, conduct, education, programming.) Field test sites were selected and contacted.