



South Carolina
DEPARTMENT OF
JUVENILE JUSTICE
Sylvia Murray, Director

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Columbia, SC 29221-1069

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Nikki R. Haley
Governor
State of South Carolina

March 25, 2016

The Honorable Kirkman Finlay III
Subcommittee Chairman, Legislative Oversight Committee
South Carolina House of Representatives
Post Office Box 11867
Columbia, South Carolina 29211

Dear Representative Finlay:

I am in receipt of your letter of March 15, 2016, which contains various requests for information from the Department of Juvenile Justice (Department or DJJ) in response to testimony provided at the March 10, 2015, meeting of the Law Enforcement and Criminal Justice Subcommittee of the House Legislative Oversight Committee. This letter requests a response to certain items by March 25, 2016, and the responses to all items under the heading "Performance Based Standards" are contained below. Per your request, the responses to the remaining items will be provided by March 31, 2016.

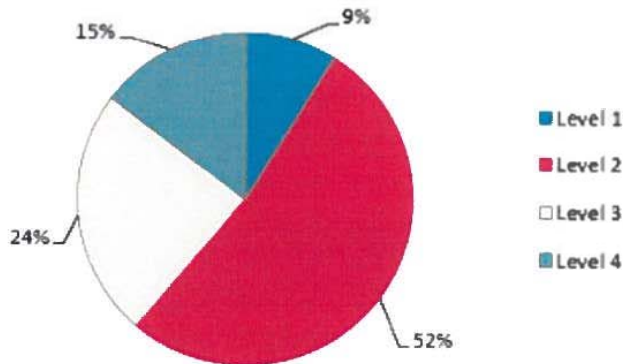
The first request for information under the heading of "Performance Based Standards" asks for the "PbS rating . . . for DJJ has [sic] a whole and for each facility and unit/dorm at the agency" for the last four years. By way of background, and according to the Performance Based Standards (PbS) Learning Institute's website, PbS "is a data-driven improvement model grounded in research that holds juvenile justice agencies, facilities and residential care providers to the highest standards for operations, programs and services. PbS' goal is to integrate best and research-based practices into daily operations to create safe and healthy facilities and programs that effectively improve the lives of delinquent and at-risk youths, families and communities and prevent future crime. . . .PbS is now being implemented in juvenile facilities and residential centers across 37 states." The enclosed PbS brochure contains more information about the history of this data-driven improvement model, the benefits of participating in PbS, and the resources provided to participating sites by PbS, including a description of the reporting mechanisms available through PbS, which are described below as well (Attachment 1).

South Carolina has been participating in PbS since 2002. DJJ's participating sites include all DJJ secure facilities, more specifically: Juvenile Detention Center, Midlands Evaluation Center, Coastal Evaluation Center, Upstate Evaluation Center, Birchwood, John G. Richards, and Willow Lane. These last three sites combine to form the Broad River Road Campus. DJJ's

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seven participating sites, along with all other PbS-participating sites across the country, receive a “rating” or Level in April and October of each year. PbS has created levels of performance (Level 1, Level 2, Level 3, and Level 4) that gradually recognize when facilities master the basics of data collection. For example, in April 2015, there were 157 PbS participating sites nation-wide, and 9% of sites scored in Level 1. The largest scoring group was Level 2 at 52%, and 24% of sites scored in the Level 3 group. Twenty-three sites (15%) scored in the Level 4 category, one of which was a South Carolina site (Juvenile Detention Center).

April 2015 PbS Participant Levels of Performance



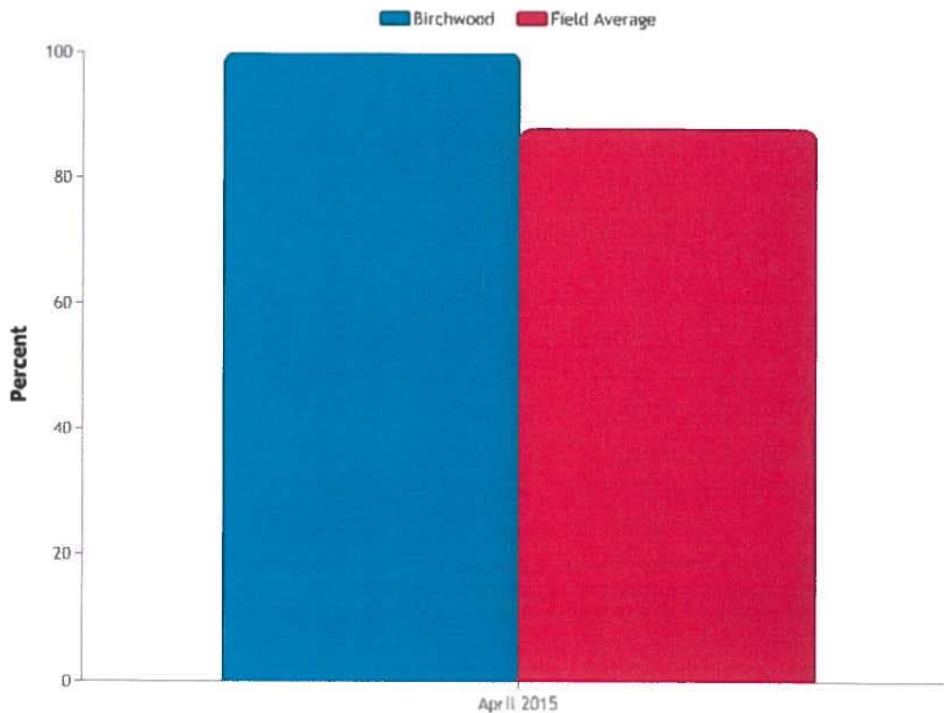
PbS does not issue an overall agency rating or a rating (Level) based on any unit of measure other than by site, so we are unable to report a rating (Level) for DJJ as “a whole” or by “unit/dorm.” Please see the attached chart which shows DJJ Levels for all seven DJJ participating PbS Sites for the last four years (Attachment 2). As you will see, this chart includes the Levels at Birchwood, John G. Richards, Willow Lane, Coastal Evaluation Center, Midlands Evaluation Center, Upstate Evaluation Enter, and Juvenile Detention Center from April 2012, October 2012, April 2013, October 2013, April 2014, October 2014, April 2015, and October 2015.

I understand from my staff that Mr. Charles Appleby, the Committee’s Legal Counsel, has been in contact via telephone with Kim Godfrey, Executive Director of the PbS Learning Institute, on a number of occasions. I further understand that Mr. Appleby has indicated to my staff that he has received information responsive to the second and third requests for information under the heading “Performance Based Standards.” However, I would like to provide additional information – and examples specific to SCDJJ – at this time. Regarding the inquiry concerning “outcome measures,” DJJ’s three PbS sites at the Broad River Road Complex (Birchwood, John G. Richards, and Willow Lane) have 103 outcome measures, and the remaining four PbS sites (Juvenile Detention Center, Midlands Evaluation Center, Coastal Evaluation Center, and Upstate Evaluation Center) have 65 outcome measures. PbS categorizes DJJ’s Broad River Road Complex sites as Correction sites, the Juvenile Detention Center site as a Detention site, and the three Evaluation Center sites as Assessment sites – these categories are determined by the legal status of the children served in the facility (pre-adjudicatory vs evaluation/admissions vs commitment).

Outcome Measures are key indicators of facility performance that have been identified by PbS and are grouped into the areas of Health, Justice, Order, Programming, Reintegration, Safety, Security, and Family. Of these total Outcome Measures, PbS has designated some as Critical Outcome Measures. These are selected Outcomes from the categories of Safety, Security, Order, and Health & Mental Health and include measures such as staff and youth injuries, suicidal behavior, abuse, neglect, restraints, assaults, confinement, contraband, and health and mental health screenings. An example of reporting for one Critical Outcome Measure is below. This graph shows that 100% of youth who were admitted to DJJ's Birchwood site in April 2015 had a mental health screening completed by trained staff within one hour of admission (compared to the field average of just over 80%, with field average meaning youth at similar participating sites across the country).

Behavioral Health 01

Percent of youths presented for admission who had a mental health intake screening completed by trained or qualified staff in one hour or less.

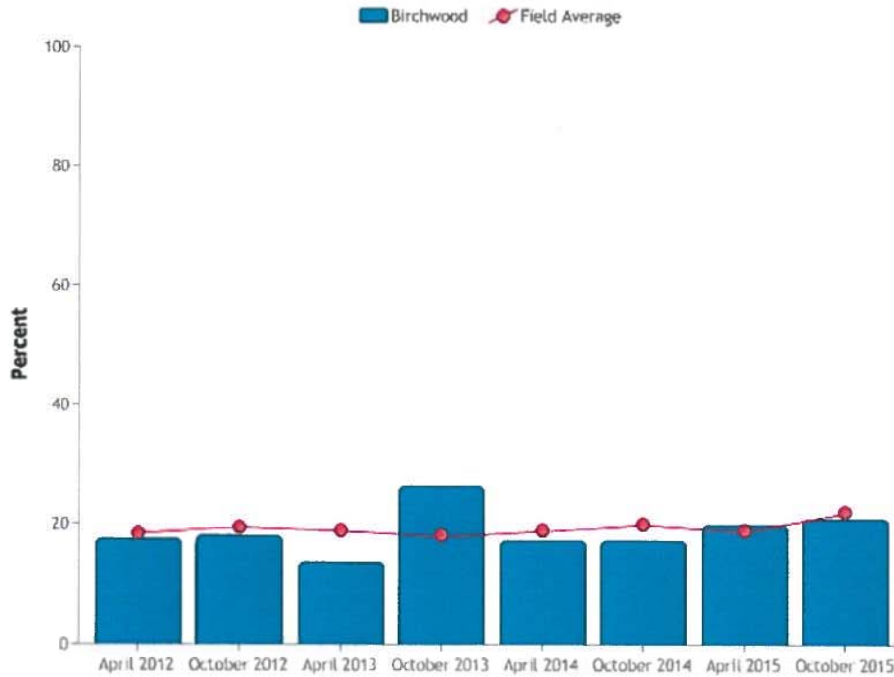


That brings me to your third inquiry regarding PbS, that of the “types of reports. . . [available in] the PbS database.” Please find enclosed printouts from the PbS website that describe the types of reports available (PbS Reports) and explanatory materials to assist in interpreting those reports (Understanding and Interpreting PbS Site Reports) (Attachment 3). As you will see, one type of report that is available is an Outcome Measure Graph (as shown directly above). These graphs are available for each Outcome Measure each April and October

for each site and depict how the participating site performed compared to the national field average for similar sites. An Outcome Measure Graph can also show data over time and would look like the below graph, where the red line represents the field average of similar sites across the country, and the blue bars represent the DJJ site data. For example, the below graph shows the percent of youth interviewed who reported that they feared for their safety at DJJ's Birchwood site over the last four years. As you can see, that number changes over time, but this site's data was below the field average for six of the eight reporting periods.

Safety 13

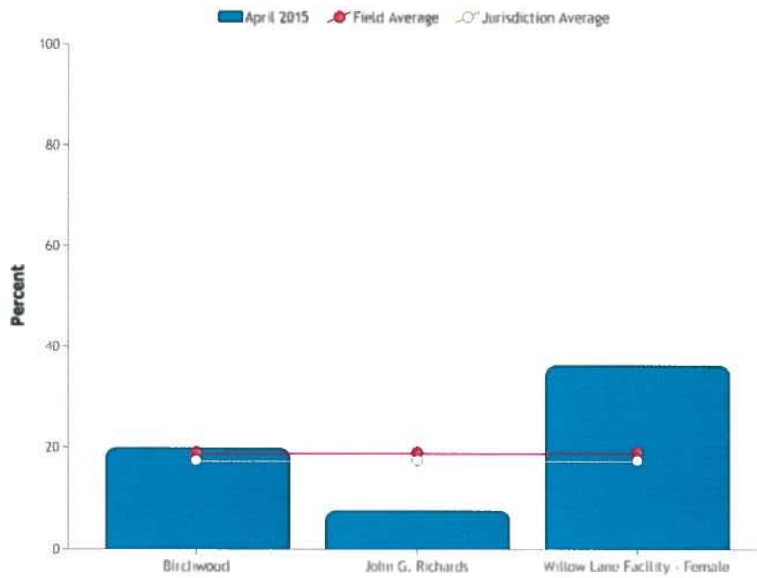
Percent of interviewed youths who report that they feared for their safety within the last six months at this facility.



PbS also enables states with more than one participating site of the same type (Detention, Assessment, or Correction) to review Outcome Measures on a single graph. This report is known as a Statewide Report or Jurisdiction Summary. In South Carolina, there are three Correction sites (Willow Lane, Birchwood, and John G. Richards) and three Assessment sites (Midlands Evaluation Center, Coastal Evaluation Center, and Upstate Evaluation Center), so Outcome Measures from these like-type facilities can be viewed together. In generating the report, a user can choose the time period(s) for comparison. The first example below compares the percent of youth interviewed who reported that they feared for their safety at DJJ's three Correction sites in April 2015 and is compared to the national field average and the jurisdictional average. The second example shows this same measure over the last four years.

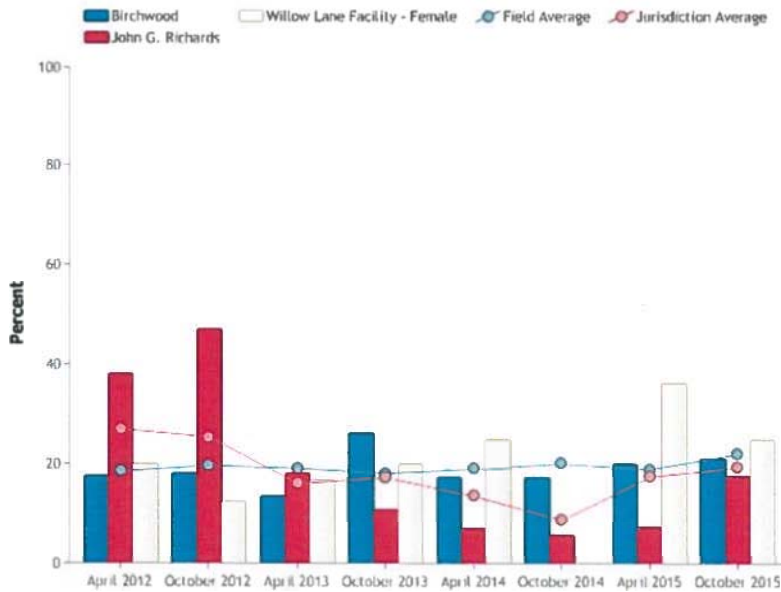
Safety 13 – April 2015

Percent of interviewed youths who report that they feared for their safety within the last six months at this facility.



Safety 13 (Jurisdictional)

Percent of interviewed youths who report that they feared for their safety within the last six months at this facility.



Another type of reporting available through PbS is the Response Summaries. These reports summarize the responses garnered from surveys presented to youth, staff, and families regarding their experiences at the site or with site staff over the preceding six months. A sample of this summary report for the family surveys at DJJ's Birchwood site from April 2015 is below. This shows a summary of the survey responses for questions asked about treatment planning and communications.

Summary Report – Birchwood – April 2015

Family Survey / Treatment Planning and Communications

34. I participated in the development of my child's treatment plan.

Value	Count	Percent
Yes	12	92%
No	1	8%

If yes, how much do you agree with the following statements:

34a. I understood the treatment plan.

Value	Count	Percent
Agree	8	67%
Strongly agree	4	33%

34b. I agreed with the treatment plan.

Value	Count	Percent
Agree	8	67%
Disagree	2	17%
Strongly agree	2	17%

34c. I complied with the treatment plan.

Value	Count	Percent
Agree	7	58%
Strongly agree	5	42%

34d. I was kept up to date on my child's progress on his/her treatment plan.

Value	Count	Percent
Agree	7	58%
Strongly agree	5	42%

35. I participated in family therapy sessions.

Value	Count	Percent
No	8	62%
Yes	5	38%

If yes,

35a. How helpful were the family therapy sessions?

Value	Count	Percent
Very helpful	3	60%
Somewhat helpful	2	40%

36. Were you kept up to date on your child's educational/vocational activities and progress?

Value	Count	Percent
Yes	13	100%

37. Were you kept up to date on your child's behavior and rehabilitation progress?



















Value	Count	Percent
Yes	13	100%

38. Was there someone at the facility you could call when you needed information about your child's progress?

Value	Count	Percent
Yes	13	100%

PbS also provides a Detailed Analysis Report, also known as a Performance Profile. This report depicts a site's improvement planning and performance related to Outcome Measures and is a tool to assist sites in identifying areas for potential improvement through the use of color coding and a flag system. Below is a portion of such a report from DJJ's Birchwood site in April 2015. This sample shows the site's performance in Critical Outcome Measures of Health.

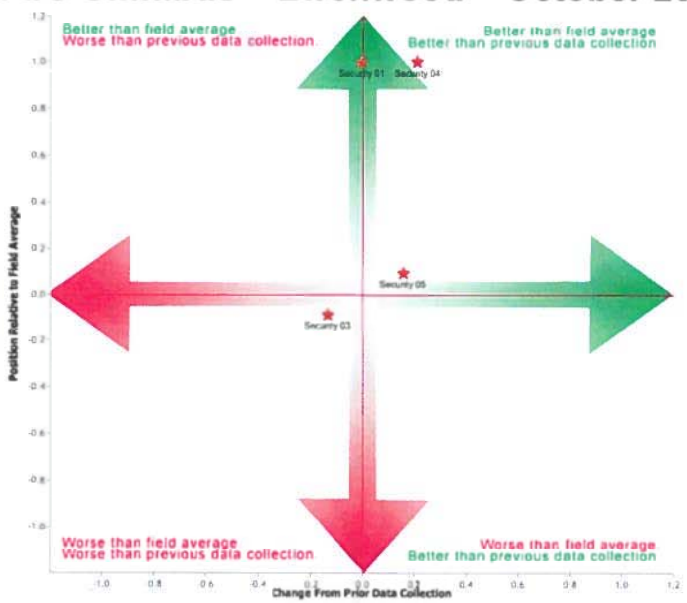
Critical Outcome Measure Performance Profile - Birchwood – April 2015

Outcome Measure	Description	DC/CR or Sample Size	DC/CR or Sample Size Status	Same/Better than Field Average	Better than Prior Data Collection	Consider for FIP
Health 01	Percent of youths presented for admission who had a complete intake screening completed by trained or qualified staff.	100%				
Health 02	Percent of youths presented for admission who had a health intake screening completed by trained or qualified staff in one hour or less.	100%				
Health 03	Percent of youths presented for admission who had a mental health intake screening completed by trained or qualified staff in one hour or less.	100%				
Health 04	Percent of youths presented for admission who had a suicide prevention screening completed by trained or qualified staff in one hour or less.	100%				
Health 05	Percent of youths presented for admission who had an intake screening completed by trained or qualified staff in one hour or less from the time of admission.	100%				
Health 06	Percent of youths presented for admission whose intake screenings were completed by trained or qualified staff before they were assigned to housing units.	100%				
Health 07	Percent of youths presented for admission whose health assessments were completed by trained or qualified staff 6	100%				

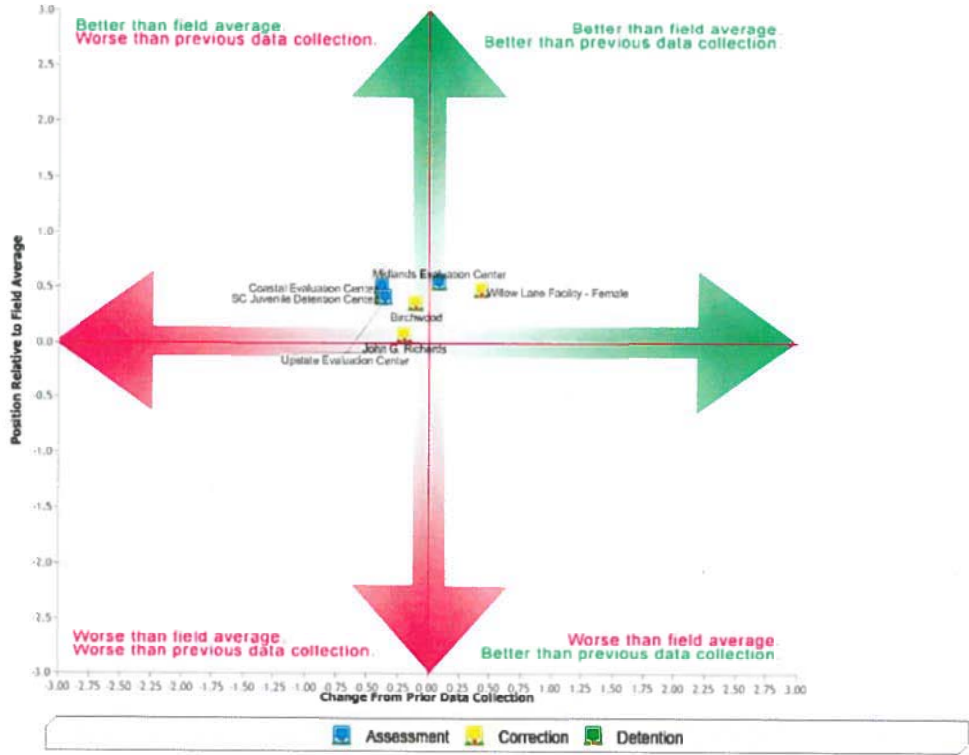
Outcome Measure	Description	DC/CR or Sample Size	DC/CR or Sample Size Status	Same/Better than Field Average	Better than Prior Data Collection	Consider for FIP
Health 08	months prior to or within 7 days from admission. Percent of youths presented for admission whose mental health assessments were completed by trained or qualified staff 6 months prior to or within 7 days from admission.	100%	G	G	G	

The final type of report available through PbS is an Omnibus Report. This report shows performance of sites compared to prior performance as well as the national field average using a four quadrant system. The report can be generated for some or all Critical Outcome Measures and can compare one site or all sites within a jurisdiction/state. This report is only available for the latest reporting period, so please see below for sample Omnibus Reports from October 2015. The first graph shows the Critical Outcome Measures under Security for DJJ's Birchwood site (two measures were better than the field average and better than the previous data collection, one measure was better than the field average and the same as the previous data collection, and one measure was worse than the field average and worse than the previous data collection), and the second graph shows all seven sites and is based on all Critical Outcome Measures (two sites were better than the field average and better than the previous data collection and five sites were better than the field average but worse than the previous data collection.)

PbS Omnibus – Birchwood – October 2015



PbS Omnibus for South Carolina Department of Juvenile Justice (October 2015)



I trust that you will deem these explanations and documents to be responsive to your requests concerning Performance Based Standards. Our agency has found PbS to be a useful tool over the years in holding up a mirror, so to speak, and reflecting back to us, through data, what is happening daily in our residential facilities. This continuous cycle of data collection, data and survey analysis, and facility improvement planning has helped our agency continue to remain focused on improving conditions of confinement, including programming and services provided to youth and their families, and the safety of youth and staff in our secure facilities. Please advise if I or my staff can provide you with additional information or answer any questions you may have. With kind regards, I remain,

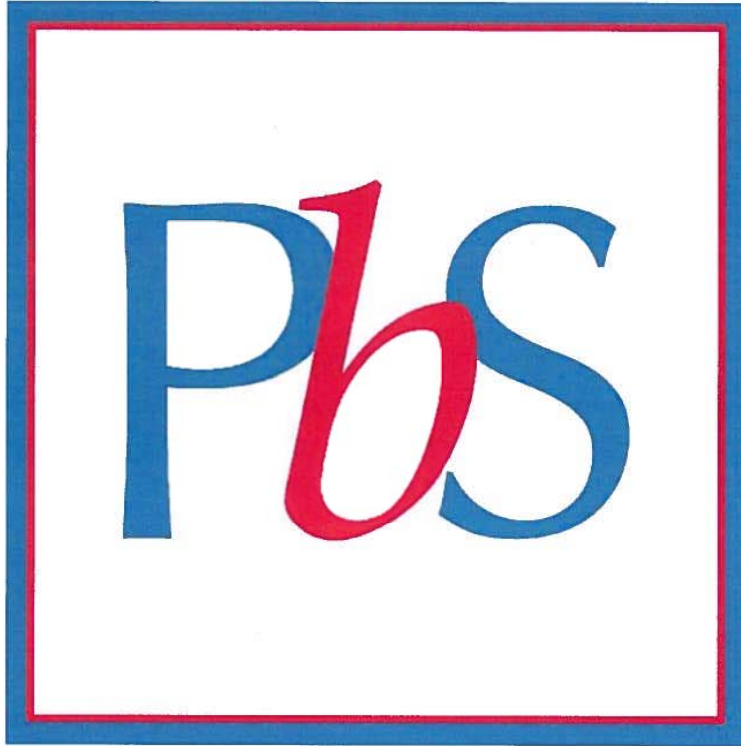
Sincerely,

Signature Redacted

Sylvia Murray
Director

cc: The Hon. William Weston J. Newton
The Hon. Raye Felder
The Hon. William K. Bowers
The Hon. Edward R. Tallon, Sr.
Mr. Charles L. Appleby IV
Ms. Carmen McCutcheon

ATTACHMENT 1



Performance-based Standards

Data-driven Improvement Model for
Juvenile Correction, Detention and
Assessment Facilities and Community-based
Programs

Toll Free: 1-888-PBS-LITA
Phone: 781-843-2663
Fax: 781-843-1688
pbstandards.org

PBS Learning Institute
639 Granite Street
Suite 112
Braintree, MA 02184



INTRODUCTION

PERFORMANCE-BASED STANDARDS

Performance-based Standards (PbS) is a data-driven improvement model grounded in research that holds juvenile justice agencies, facilities and residential care providers to the highest standards for operations, programs and services. PbS believes youth-serving agencies should be challenged to deliver effective and safe rehabilitation and reentry services and PbS provides a uniform data collection and reporting tool that shows the impact of the services on youths, staff and families.

PbS was launched in 1995 by the US Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention (OJJDP) to improve the deplorable conditions reported by the 1994 Conditions of Confinement Study. The PbS Learning Institute incorporated in 2004 to continue PbS and its commitment to treating all youths in custody as one of our own when federal funding ended. PbS is a field-supported and self-sustaining continuous learning and improvement program available to all residential programs serving youths across the country.



“Performance-based Standards, along with research of national best practices, provided guidance and support in helping make improvements to our daily operations and treatment.”

-Michael Dempsey, Executive Director
Division of Youth Services, Indiana

NATIONAL STANDARDS

Experts and juvenile justice professionals have worked for the past two decades to develop the PbS outcome measures that assess the services provided for each of the areas of facility operations in alignment with national standards for:

- ▶ Safety
- ▶ Security
- ▶ Order
- ▶ Health and Mental Health
- ▶ Justice
- ▶ Programming
- ▶ Reintegration
- ▶ Family and Social Supports



A NATIONALLY-RECOGNIZED SYSTEM OF CONTINUOUS IMPROVEMENT

In 2004 PbS was the honored recipient of the Innovations in Government Award from the Ash Institute for Democratic Governance and Innovation at Harvard University.

The Innovations program recognizes and promotes creative problem solving, government effectiveness and initiatives that restore public confidence in government. PbS was selected as a winner for uniquely and effectively addressing conditions of confinement issues.

A DATA-DRIVEN IMPROVEMENT MODEL

PbS builds performance improvement and accountability into agency, facility and program operations using a data-driven improvement model based on a cycle of activities:

Collecting Data

Twice a year PbS participants collect information by surveying youths, staff and families and reporting administrative data, unusual incidents and the services offered by the facility or program. Surveys taken on a touch-screen kiosk are automatically entered into the PbS website, other information is entered into the PbS website or transferred using the PbS application program interface.

Analyzing Performance Outcomes and Summary Data Reports

At the end of each data collection period, PbS reports are calculated and show how a facility's services and performance meet the PbS standards in safety, order, security, programming (education), health/mental health services, justice, reintegration and connection to family and social supports. Participants are given analysis tools to identify what works and what needs to be improved. For example, participants see outcome data compared to their previous data collections and to the PbS field. PbS also provides summary data reports for every data collection form that shows the total responses for each question asked and provides details that help diagnose outcome results. PbS teams look at the reports, align the information with agency and facility goals and strategic plans and identify specific areas and outcomes they want to improve.

Creating Improvement and Reforms

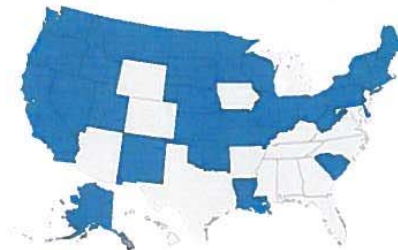
Using the analysis of the data, participants work with a PbS coach to develop an improvement plan that sets the targets for change and the strategy and individuals to implement the improvement plan. The improvement plan is entered into the website and monitored for effectiveness by staff, agency leaders and the PbS coach. The plan becomes a living document for the PbS team to measure successes and ensure the facility is meeting its goals and PbS' standards.

A GROWING FIELD OF PROFESSIONALS

More than 200 facilities and programs in 32 states voluntarily adopt PbS' improvement model because it provides a blueprint for operations and provides data that shows what is working and what needs to be changed. PbS participants report the benefits of PbS as a tool that helps them chart clear, measurable paths toward improvement and document what occurs in a facility on a daily basis to assess whether services and practices have a positive impact on the youths, staff and families. PbS enables facilities and programs to track and improve the quality of the services provided and thereby, improve the outcomes for youths.



PbS collects data each April and October, which in turn generate reports giving decision makers hard evidence of what the facility can improve upon.



States with participating facilities and programs in October 2014 are shown in blue.



"PbS keeps us moving in the right direction so as to maximize the impact we have on today's and tomorrow's troubled youth."

Don Hindmarsh—
Site Coordinator, Pennsylvania



"PbS provides participants with exceptional resources and support. It is more than the articles regarding proven best practices and webinars discussing correctional issues. PbS allows us to learn from personal successes, as well as industry success stories. We are able to become a PbS community that shares ideas and discuss issues."

Natalie Walker—
Site Coordinator, Indiana



"PbS has been a partner in assisting this facility to become a dynamic work environment that is not satisfied with maintaining the status quo."

Jeffrey A. Morin—
Facility Administrator, Maine

BENEFITS TO YOUTHS

PbS believes youth-serving agencies should be challenged and given the tools to prove and measure how they meet the challenges. PbS monitors youths' constitutional rights to reasonable safety, adequate medical and mental health treatment, rehabilitative programming and education. In addition, PbS asks youths for information about the facility or program safety, quality of services and staff relationships to provide a comprehensive picture of facility life. PbS' data on how safe youths feel in the facility or program has led to increased focus on improving practices that directly relate to youths' safety.

Some examples of how youths have benefited from PbS:

- Improved education
- Included family in treatment and reentry planning
- Improved access to health, behavioral health and substance use services
- Improved facility culture and safety

BENEFITS TO PRACTITIONERS

Research and experience show staff-youth relationships, staff fairness and sense of safety significantly impact facility safety, youths' successful reentry and youths' levels on recidivism. PbS provides information to staff twice a year on what youths perceive about staff fairness, role modeling and respect for youths. Similarly, PbS provides staff with an opportunity twice a year to report their perceptions of safety, youth respect and training needs.

Some examples of how staff have benefited from PbS:

- Increased staff-to-youth ratios
- Reduced staff sanctions
- Identified additional staff training needs
- Reduced staff injuries
- Improved staff-youth relationships

BENEFITS TO ADMINISTRATORS AND LEADERS

PbS provides a wealth of information about what happens daily in residential facilities and programs essential for ensuring the safety of youths and staff, for data-driven decision-making, demonstrating accountability and reporting successes. PbS describes the quality of life in facilities through timely, quantitative and qualitative data showing change over time and performance in comparison to other facilities and programs across the country. PbS also provides training, technical assistance and expert coaching to all PbS participating staff to meet PbS' standards and commitment to treating all youths in custody as one of our own.

Some examples of how administrators have benefited from PbS:

- National standards and best practices standards for facility operations
- Performance outcome measures indicating level of care, services and program alignment with research and best practices
- Help with court orders

BENEFITS TO LEGISLATORS

PbS helps state agencies and overseeing bodies proactively avoid potential incidents before they occur, thus reducing an organization's exposure and liability to lawsuits. In 1997, Congress passed the Civil Rights for Institutionalized Persons Act (CRIPA) protecting juveniles' Constitutional rights to safety, adequate health and mental health care, rehabilitative treatment and education. Under CRIPA, the Department of Justice (DOJ) has investigated conditions of confinement in more than 100 juvenile facilities. The analysis concluded that facilities implementing PbS standards minimize and potentially eliminate facilities' risk of violating CRIPA and constitutional requirements. Regardless of whether litigation arises from the DOJ, CRIPA or an individual, the time and money required to participate in PbS pales in comparison to the resources consumed from even just one lawsuit.

Some examples of how legislators and governors have benefited from PbS:

- Documented evidence of improvement planning
- Accountability for public funds

BENEFITS TO FAMILIES AND COMMUNITIES

Research has demonstrated how important families and social supports are to changing the life course of delinquent youths. PbS sets the standard for facilities to engage and collaborate with family and social supports while youths are in custody. Families and social supports are given a voice through PbS family surveys. Facilities learn how well they're engaging families and social supports and what improvements they need to make to better engage them.

Some examples of how families and communities have benefited from PbS:

- Improved family engagement through better orientation for families and social supports, more flexible visitation policies, more facility events for families and more involvement with and understanding of treatment and after-care plans
- Increased volunteers and community engagement
- Decreased escapes

MAKING DATA PUBLIC

On Dec. 13, 2000 in South Dakota, a federal court judge approved the settlement agreement (*Christina A. v Bloomberg*) giving the Department of Corrections one year to abolish the use of restraints as punishment, limit the use of isolation and increase mental health and education services for the youths - and demonstrate that the practices had changed in the juvenile training school in Plankinton. Under the watchful eye of the Youth Law Center, the agency implemented less punitive behavior management systems and presented to the court its PbS data demonstrating no incidences of restraints, reduced use of isolation and increased services delivered to the youths. In December 2001 the federal court judge found the state in substantial compliance and ended its involvement. On Jan. 14, 2003, South Dakota Gov. M. Michael Rounds signed Executive Order 2003-01 recognizing PbS as "an effective and efficient process of program evaluation designed to improve conditions of confinement" and ordered the corrections agency to maintain active participation in PbS in all juvenile facilities and to report PbS results at least annually to the state legislature.



"A facility wants to believe that it is always does what's best for the youth it serves; PbS was the first tool to show a complete picture of actual accomplishment. Our facility believed that the practices used were the most appropriate possible and that we only restrained when absolutely necessary. PbS showed us through evidence, that we could do better."

Casey Traynor—
State Coordinator, North Dakota



"PbS is a guide, resource, catalyst and support system to all the staff in our center."

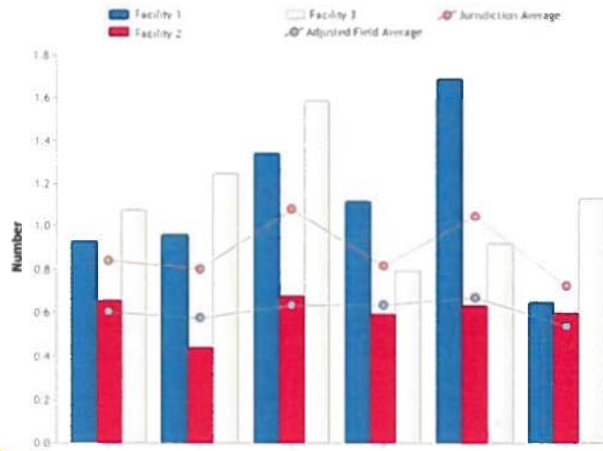
David Chapman—
Site Coordinator, Connecticut



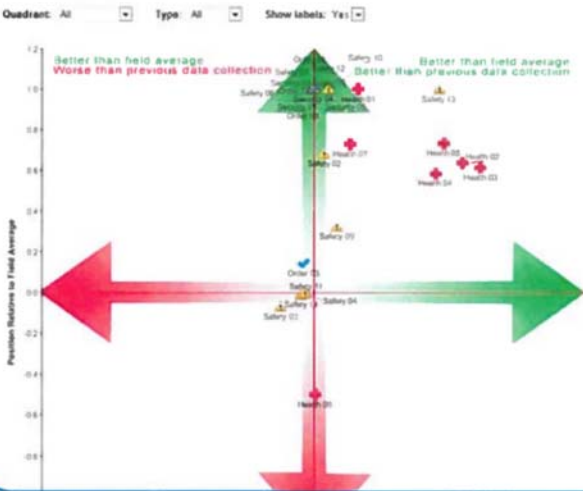
The statewide report is an expanded version of our outcome measure graphs for jurisdictions with more than one participating site of the same type. Using this report, a state with three sites could review all three sites' outcomes over time on a single graph, as pictured on the right. The statewide report includes a state outcome average in addition to the PbS national field average, adding another level of comparison. Like our single outcome measure graphs, these statewide reports also feature a table containing the numerical information represented by the colored bars.

Safety 02

Injuries to youths per 100 person-days of youth confinement



PbS Omnibus



The PbS Omnibus Report is unlike any other in juvenile justice. Available for correction, detention and assessment sites, the Omnibus Report uses a four quadrant system to measure performance in relation to the national field average and to prior performance in the same one-page report. Participants can view information by outcome measure to determine which areas of operation may require improvement. In addition to viewing information for a single site, organization directors can view aggregate information for all sites in their jurisdiction and get a birds-eye view of how each site is performing and improving.

PbS provides an in-depth overview of how a site is performing by analyzing each site's definitional compliance, sample size, improvement planning and performance related to outcome measures. These reports use color coding and flagging systems to indicate the participant's performance and highlight areas that participants may want to consider for improvement.

Safety & Security

19. Within the last six months at this facility, have you feared for your safety?

Value	Count	Percent
No	11	92%
Not recorded	1	8%

20. Do you know what procedure to follow if there is a fire here?

Value	Count	Percent
Yes	7	58%
No	5	42%

21. Within the last six months...

Value	Count	Percent
No	11	92%
Yes	1	8%

22. Within the last six months...

Value	Count
No	10

Incident Report Characteristics Performance Profile

PbS Coach(es):		Contact Made by Phone or Visit?		Date of Phone Contact	Date of Visit
		Visit		7/1/14	Thursday, 17 Decem
Incident Report Characteristics (19 Critical Outcomes)	PbS Definitional Compliance	Comprehensive Reporting	In Policy	In Training	
Assaults Safety 11, Safety 12	⊙	⊙		✓	
Confinement Order 06, Order 07, Order 10, Order 11	⊙	⊙		✓	
Contraband Security 03, Security 04, Security 05	⊙	⊙		✓	
Injury Safety 02, Safety 03, Safety 04, Safety 05	⊙	⊙		✓	

TRAINING

PbS' goal is to integrate best and research-based practices into daily operations to create safe and healthy facilities and programs that effectively improve the lives of delinquent



and at-risk youths, families and communities and prevent future crime. PbS provides support to participants through a variety of training and technical assistance, online resources, expert coaching and the PbS HelpDesk. Additionally, PbS offers Distance Learning Webinars (DLWs) and the annual PbS State Coordinators Training to connect with participants from across the country and keep members informed on new developments in PbS. DLWs are online broadcasts held for participants before and after every data collection and on relevant initiatives throughout the year. The PbS State Coordinators Training convenes agency leaders to hear best practices presentations, PbS program updates and network about ways to use PbS to tackle pressing and relevant issues in their jurisdictions and in juvenile justice. Attendees share struggles and successes and develop effective approaches to drive the necessary culture change to create and operate safe and healthy residential programs.



TECHNOLOGY

PbS is constantly working to provide the most cutting edge tools to juvenile justice providers to help them better gather and analyze data quickly and intuitively. In our efforts to ease the data collection process, juvenile agencies are now able to integrate their existing data systems into PbS by using our Application Programming Interface (API). The API allows for an automated real-time transfer of data and eliminates the need for manual data collection and entry. Additionally, PbS participants are now able to survey youths, staff and families using touch-screen kiosk stations. These kiosks eliminate paper-based surveys, allow facilities and programs to easily collect a greater sample size and help foster anonymity for better feedback.



DATABASE

PbS is being increasingly recognized nationally as a data-driven improvement model grounded in research that holds public systems of care to the highest standards of operations, programs and services. PbS has collected one of the largest and most extensive national databases available consisting of over 155,000 incident reports, 80,000 youth records and 182,000 youth and staff surveys. The large volume of data provides our users with the most reliable averages and statistics in the juvenile justice field. The data also provides a wealth of information for research and issue briefs to gain perspective on juvenile justice issues.

RESEARCH AND PUBLICATIONS

PbS helps align facility practices that impact the quality of life for youths and staff with the most recent research on adolescent development and best practices through its research, issue briefs and other publications. Topical issue briefs utilize PbS' aggregate database and inform the field, recent topics include: Family-Youth Initiative, Staff Perceptions, What Youths Say Matter and Reducing Isolation and Room Confinement and Asking Youths in Custody About Trauma. A study by Aaron Kupchik of the University of Delaware Department of Sociology and Criminal Justice and Brad Snyder of New Amsterdam Consulting analyzed PbS data to predict victimization and fear among juvenile inmates. The study also looked at relationships between safety, order and security outcome measures and searched for predictors that influence these outcome measures. Findings indicated staff and facility practices influence misconduct within a facility more than the characteristics of its residents, the most important predictors of safety are individual-level factors: youth who perceive the facility school as good and the staff as helpful, who claim to know the facility rules and who have not been locked in isolation.



DATA QUALITY

Based on almost 20 years of implementation experience, PbS works with facilities and programs to deliver the highest quality data possible. In addition to training and reference materials for data collection processes, the data is audited during each draft period to ensure accuracy. In addition to the technical auditing process, correction, detention and assessment sites receive an annual site visit by the PbS coach to further ensure that the site is collecting and entering the data properly.



RECOGNITION

The PbS Barbara Allen-Hagen Award was established in 2007 to honor Barbara Allen-Hagen, PbS' program manager, in her retirement from the Office of Juvenile Justice and Delinquency Prevention (OJJDP). Barbara Allen-Hagen was dedicated to improving the quality of life for young offenders and helped drive PbS to its current success today. The competitive award is presented annually to one long-term correction facility, one short-term detention or assessment center and one community-based program participating in PbS. Winners are selected for successfully using the PbS national standards and self-improvement process to achieve positive outcomes for youths, staff and families and best exemplify the core PbS value: Treat all youths in custody as one of our own.



CONNECTING FAMILIES AND FACILITIES

PbS recognizes the need to evolve and take on new initiatives with national partners to inform facilities about best practices and help them measure and improve in those areas. The Family-Youth Initiative is changing the way juvenile facilities interact with families with the goal "To engage and collaborate with families and people who support youths while youths are in custody."

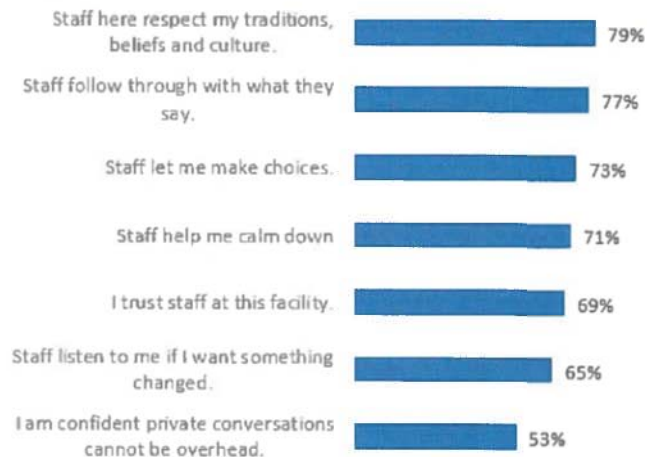
Families and social supports say:



INTEGRATING TRAUMA INFORMED CARE INTO FACILITIES

PbS and its partners launched an initiative to integrate trauma-informed care into PbS for all participants by identifying and creating data that measures implementation of trauma-informed best practices. In April 2014, youths were asked about their experiences and perceptions of being treated using trauma-informed practices; some of the results are presented on the right. Next, PbS is working to integrate additional survey questions to gain data from families and staff.

Youths say:





REPORTS

THE MOST IN DEPTH REPORTING AVAILABLE

PbS collects more information than any other national organization of its kind allowing for extensive reporting capabilities. Reports include:

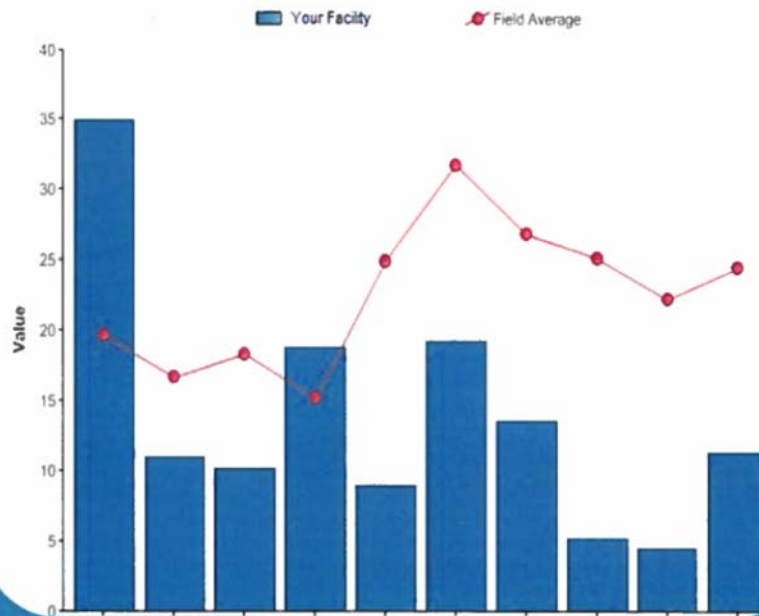
- ▶ Outcome Measure Graphs
- ▶ Response Summaries
- ▶ Detailed Analysis Reporting
- ▶ Specific Comparison Charts
- ▶ Statewide Reports
- ▶ Jurisdiction Summaries
- ▶ Omnibus Report



The graph to the right is generated for every outcome measure. The blue bars represent how the site has performed for each data collection period. The red dotted line represents the national field average, which allows the user to compare the site to the field. Each graph is accompanied by a description of where the data was collected from and a table containing the numerical information represented by the colored bars. Participants also have the ability to compare themselves to more specific field averages including sites of similar type, size or population gender.

Order 09

Average duration of isolation, room confinement, and segregation/special management in hours.



“PbS is a systematic management tool that enables myself and my staff not only to understand what is happening within facilities in terms of programs and services but also gives the tools so we can use the information to develop and implement successful plans to improve.”

Doug Herrmann—Director of Juvenile Services, South Dakota



OVERVIEW

SERVICES AND BENEFITS

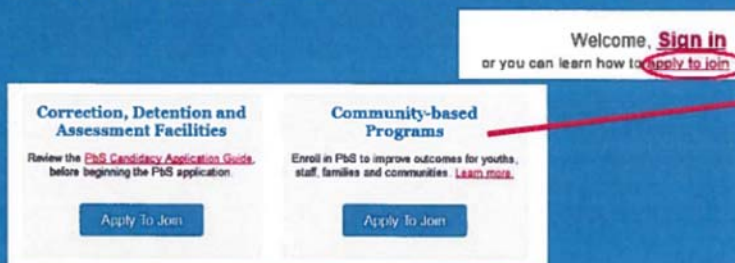
All participants receive the following:

- ▶ Access to online data collection and data collection resources;
- ▶ A set of goals and standards that agencies, facilities and residential care providers strive to meet;
- ▶ A blueprint of best practices and policies to implement to meet the standards;
- ▶ Outcome measure reports and data summaries of the quantitative and qualitative information collected;
- ▶ An improvement plan template guiding steps necessary to use the outcomes and information to create successful and sustainable reforms;
- ▶ A national network of professionals sharing information, tools and approaches to provide the highest quality of life and services;
- ▶ Expert coaching including an annual site visit, improvement plan consultation and strategic review of issues to promote long-term sustainability;
- ▶ An annual state coordinators training;
- ▶ Distance Learning Webinars (DLWs); and
- ▶ Technical assistance including the helpdesk (via phone or email), research and resources to support PbS' integration.



HOW TO JOIN

Go to pbstandards.org to fill out the online application.



PbS for Community-based Programs

As the population in secure facilities declined and the population in community-based programs increased, PbS adapted its program for community-based programs and launched it in 2008. PbS currently provides more than 60 outcome measures for residential facilities or programs that keep youths participating in the community. The outcome measures show how a program's services and performance meet the PbS standards in safety, order, security, programming (education), health, mental health services, justice and reintegration. The outcome measures are available as easy-to-read bar graph reports available twice a year, showing change and improvement every six months as well as performance compared to similar facilities. For more information, visit pbstandards.org.

ORIENTATION

PbS recognizes that juvenile facilities and programs across the country come in various sizes with unique challenges; PbS focuses on educating, supporting and guiding sites to use the data-driven improvement model and provide data quality assurance before they become part of the field. For the first two data collections, new sites receive intensive training and mentoring services to help implement PbS and enhance meaningful participation in a timely and effective manner.



INITIATIVES

PbS Family Youth-Initiative

Research has shown that incarcerated youths who maintain positive relationships with loved ones are more likely to accomplish their goals. The Family Youth Initiative (FYI) was developed by PbS in collaboration with the Vera Institute of Justice, Family Justice Program to help facilities better engage and work with families. FYI created the only national performance standards and outcome measures that lead facilities to implement best practices to meaningfully and effectively include families and social supports in youths' rehabilitation and reentry.

Zero Tolerance for Sexual Abuse

The Prison Rape Elimination Act (PREA) passed in 2003 and led to the development of standards for the elimination of prison rape and expectation of zero tolerance for sexual abuse in prisons, jails, youth facilities and residential programs. To take advantage of PbS' holistic approach to facility management as the most effective strategy for creating sustainable zero tolerance environments, PbS partnered with Greene County (MO) Detention Center to identify ways PbS' data-driven improvement model can help facilities use the PbS standards, outcome measures and best practices that promote safe and supportive cultures and healthy staff-youth relationships to meet and demonstrate compliance with PREA's zero tolerance standards.

Trauma-Informed Care

The Maine Department of Corrections, Division of Juvenile Services was awarded a grant from the Substance Abuse and Mental Health Services Administration (SAMHSA) to expand the THRIVE trauma-informed approach to youths, staff and families. As part of the grant, Maine invited PbS to collaborate and create supplemental surveys for youths, staff and families to measure the level of understanding, sensitivity, training and impact of trauma-informed systems of care. By incorporating THRIVE elements into the PbS process, facilities can measure and monitor how trauma-informed care is being implemented and sustained.

Positive Youth Outcomes

The Positive Youth Development (PYD) approach consists of efforts by youths, adults, communities, government agencies and schools to improve outcomes for youths by helping them acquire the knowledge and skills they need to become productive adults. PbS and the Oregon Youth Authority (OYA) are collaborating to identify the PbS outcome measures and data elements that best indicate cultures of positive youth development in facilities and strategies to create new PbS tools and strategies that will promote measure positive change for youths in facilities.

Disaggregating PbS Data by Race/Ethnicity

With support from the John D. and Catherine T. MacArthur Foundation's Models for Change juvenile justice reform initiative, PbS collaborated with the Juvenile Justice and Rehabilitation Administration of Washington to build new PbS reports that show 50 PbS outcome measures related to the education, health, mental health, substance abuse, reentry services provided to youths as well as connections to family and community disaggregated by race/ethnicity. The supplemental report is used by PbS participants to drill deeper into the data to learn and change practices that impact different experiences and outcomes for youths along race/ethnic lines so all youths receive the best possible treatment and opportunities for success when they return to their families and communities.

PERFORMANCE-BASED STANDARDS

PbS Learning Institute
639 Granite Street
Suite 112
Braintree, MA 02184

PLEASE
PLACE
STAMP
HERE

COMMITTED TO TREATING YOUTHS
IN CUSTODY AS ONE OF OUR OWN

Performance-based Standards (PbS) is a data-driven improvement model grounded in research that holds juvenile justice agencies, facilities and residential care providers to the highest standards for operations, programs and services.



Performance-based
Standards

Toll Free: 1-888-PbS-LITA
Phone: 781-843-2663
Fax: 781-843-1688
pbstandards.org

ATTACHMENT 2

ATTACHMENT 3



PbS Reports

The Most In-depth Reporting Available

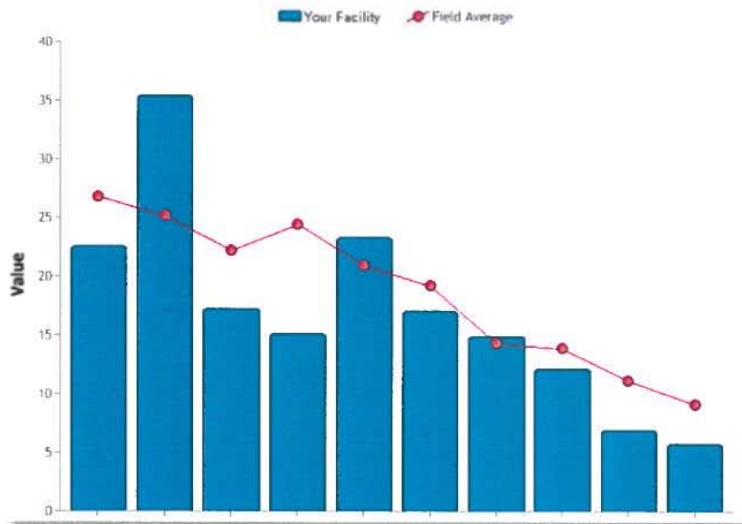
Over the past 20 years, PbS has uniquely created uniform data definitions, outcome measures and a quality assurance process that creates the most timely, comprehensive and accurate database of its kind and allows for extensive reporting capabilities. PbS reports include:

Outcome Measure Graphs

The graph below is generated for every outcome measure. The blue bars represent how the site has performed for each data collection period. The red dotted line represents the national field average, which allows the user to compare the site to the field. Each graph is accompanied by a description of where the data was collected from and a table containing the numerical information represented by the colored bars. Correction, detention and assessment participants also have the ability to compare themselves to more specific field averages including sites of similar type, size or population gender.

Order 09

Average duration of isolation, room confinement, and segregation/special management in hours.



Response Summaries

Summary reports, available to all participants, display the number of responses for each question on the data collection forms.

Safety & Security

19. Within the last six months at this facility, have you feared for your safety?

Value	Count	Percent
No	11	92%
Not recorded	1	8%

20. Do you know what procedure to follow if there is a fire here?

Value	Count	Percent
Yes	7	58%
No	5	42%

Detailed Analysis Reporting

PbS provides an in-depth overview of how a site is performing by analyzing each site's definitional compliance, sample size, improvement planning and performance related to outcome measures. These reports use color coding and flagging systems to indicate the participant's performance and highlight areas that participants may want to consider for improvement.

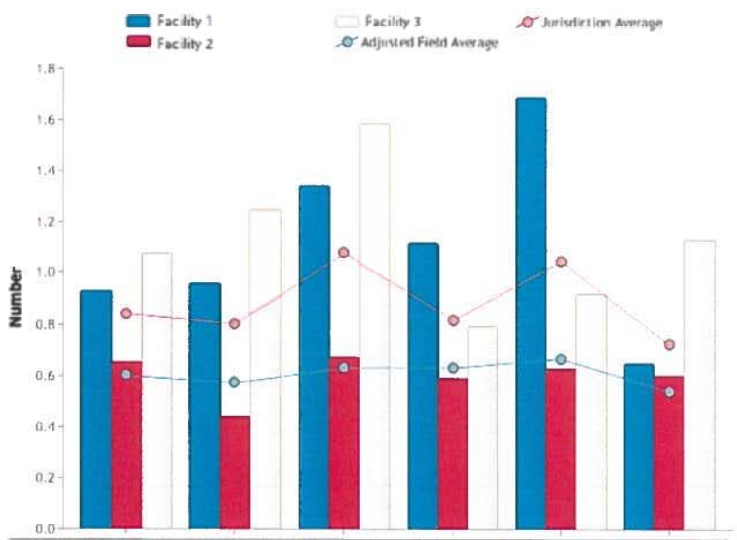
Performance Profile Section Scores	Score	Status	Consider for FIP
Average Facility Improvement Plan Performance Profile Score (# of FIPs = 2)	90%	🟢	
Critical Outcome Measure Performance Profile Score	100%	🟢	
Critical Outcome Performance Same/Better than Field Average Profile Score	79 31%	🟡	
Critical Outcome Performance Better Than Last Data Collection Profile Score	70%	🔴	🚩
Volume of Critical Outcome Measures to Consider for Facility Improvement Plan Score	73 33%	🔴	🚩

Statewide Reports/Jurisdiction Summaries

The statewide report is an expanded version of our outcome measure graphs for jurisdictions with more than one participating site of the same type. Using this report, a state with three sites could review all three sites' outcomes over time on a single graph, as pictured below. The statewide report includes a state outcome average in addition to the PbS national field average, adding another level of comparison. Like our single outcome measure graphs, these statewide reports also feature a table containing the numerical information represented by the colored bars.

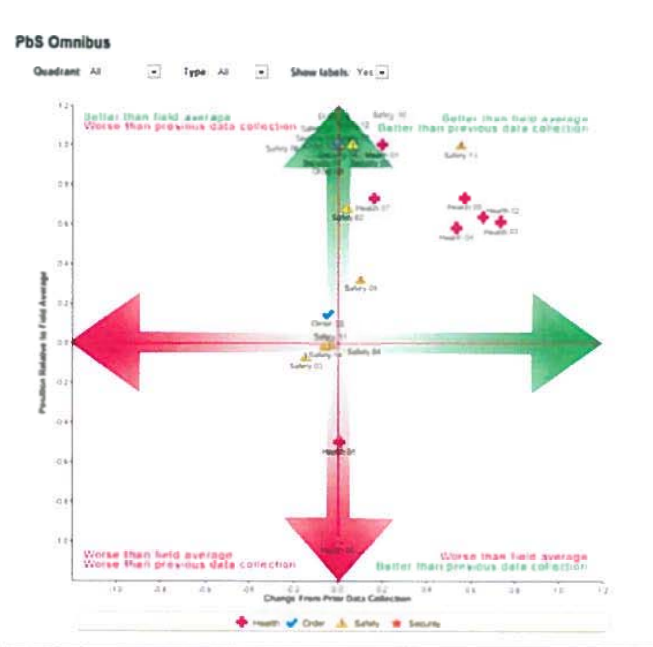
Safety 02

Injuries to youths per 100 person-days of youth confinement.



Omnibus Report

The PbS Omnibus Report is unlike any other in juvenile justice. Available for correction, detention and assessment sites, the Omnibus Report uses a four quadrant system to measure performance in relation to the national field average and to prior performance in the same one-page report. Participants can view information by outcome measure to determine which areas of operation may require improvement. In addition to viewing information for a single site, organization directors can view aggregate information for all sites in their jurisdiction and get a birds-eye view of how each site is performing and improving.





Understanding and Interpreting PbS Site Reports

A guide to interpreting the wide range of reports available to PbS participants

The core of PbS is a set of national standards establishing the highest quality practices and most effective research based services for juvenile facilities. Each facility's performance or adherence to the national standards is measured twice a year by entering of incident reports, specific information that comprises a PbS Youth Record and administration of youth and staff climate surveys as well as youth exit interviews. Based upon the information entered, outcome measures are generated that report on the safety, security, order and climate within facilities as well as education, health/mental health, programming and reintegration services, (reintegration for corrections sites only). After each performance report, facilities use the PbS website technology to analyze the data, prioritize, develop, implement and monitor improvement plans. Facilities use PbS as a tool, with assistance and guidance of PbS Coaches, to create an internal continuous quality improvement system and an external accountability report that demonstrates successful practices to improve the conditions of the facility for youth and staff.

The data entered on the PbS web portal is used to generate an online site report for each facility that can be viewed or downloaded and printed.

Outcome Measure Graphs:

The site report displays key indicators of facility performance over time and in comparison to the average reported by all PbS participating facilities in the areas of safety, security, order, health programming justice and for corrections only, reintegration.

The key indicators identified by the PbS system are called outcome measures (OMs). OMs numerically express rate or frequency and are presented on site reports in a graphic format. A facility's site report is composed of 106 OMs for corrections and 60 OMs for detention/assessment. It is presented in an easy to read graph that shows each sites history, progression, and comparison to the field average.

On the graph, site performance is represented by blue columns. Different data collection periods are shown as separate adjacent columns. The average of participating sites' data (participating corrections sites are compared to corrections and detention/assessment to detention/assessment) is shown by a red ribbon. Underneath each graph are the numbers corresponding to those charted in the graph. These include the Numerator and Denominator. They represent the historical outcome measures for the site and sources of the data used to calculate the outcome measure. The report is a tool for self-evaluation by facility staff and is the starting point for qualitative analysis of the factors that affect facility performance.

Methods of Measurement

Understanding Scale:

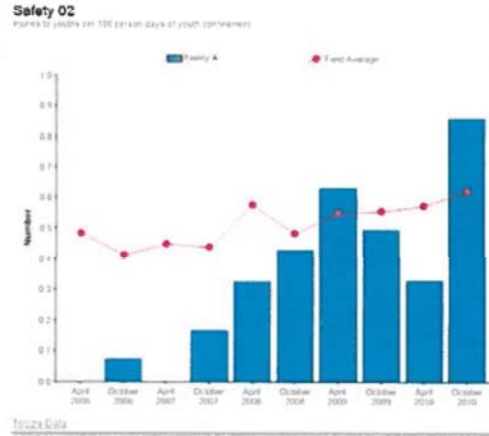
Each outcome measure graph displays different information along the x and y axis of the graph and the scale is adjusted to meet the needs of the measure. Whereas one graph may go up to 10, another may only go up to 0.0025. For this reason, one should not rely exclusively on the height of the bar graph to assess a facility's performance. It is good to understand the meaning of the numbers shown and how to compare a facility's performance to the field average.

Understanding Field Average:

A 'field' average is obtained by adding all responses received from each type of facility [correction or detention/assessment] for a particular question and dividing the result by the number of answers received. The average of multiple facilities approximates a 'typical' or usual response and is compared with individual facility outcomes.

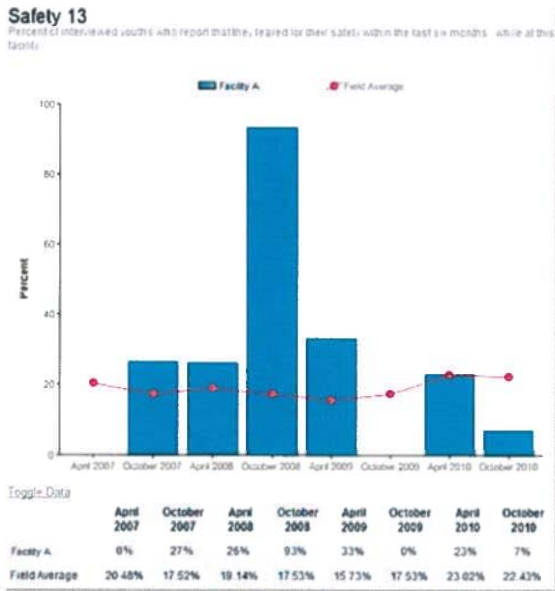
The field average is represented on the OM graph site report by the red ribbon. In PbS Facility Improvement Plans [FIPs], some OMs of the individual correction or detention/assessment facility are compared to average values obtained from a group of same type of facility. This average cannot be used as a national average, standard, benchmark or other indication of anything larger than the number of participating sites, thus the term 'field'. The field average includes data from sites that have completed at least two PbS data collection cycles. Each cycle involves: data collection, reports review and analysis, and finally development and implementation of facility improvement plans [FIPs]. Therefore sites must successfully complete the PbS candidacy program before inclusion in the field average.

- Header: Label and description of outcome measure
- Blue Bars: Represent Your Facility Outcome Measure Performance
- Red Line: Facility Type Field Average.
- Y Axis: Outcome Measure Rate.
- X Axis: Data Collection Period.
- Toggle Data: View Data In A Table.



Understanding Percents:

Percent is a way to report information about a fraction of a population by showing all answers as a proportion of 100. Thus, .25 is the equivalent of 25/100 or 25%. This is similar to using a common denominator. It makes comparisons easier because responses are placed in a standard form. The site report uses percents to show the proportion of staff members or youth interviewed who gave a particular response to a question. For example: OMs for Safety 13 are represented as 'percent of interviewed youths who report that they fear for their safety'. [See sample below].

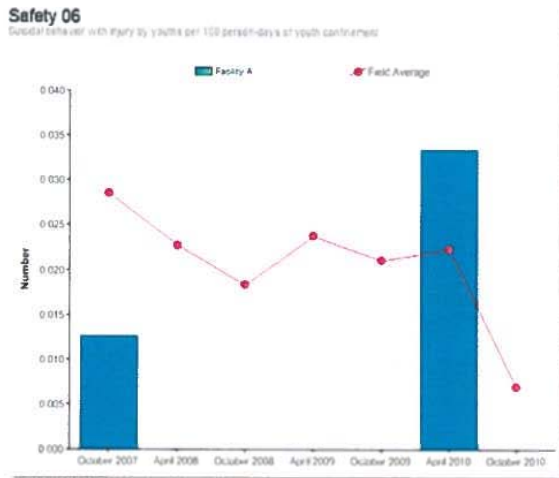


Understanding Rate:

Many OMs are measured in terms of rate. Rate is a standard form of measurement. A rate expresses the quantity or amount of one thing in terms of another. It is used to standardize measurement so that one can compare the outcome of small [less than 50 beds], medium [between 50 and 99 beds] and large facilities [over 100 beds]. This allows the setting of a common denominator to be able to compare these facilities, large, medium and small, on equal ground. The most commonly used rates to compare OMs in PbS depending on the OMs being measured are: 'one hundred person-days of youth confinement' and 'one hundred person-days of staff employment. Simply stated, this means:

- 1 person-day of youth confinement = 1 youth in facility care for 24 hours
- 1 person-day of staff employment = 1 staff member working an 8 hour shift

For example: If an OM site report for Safety 6 suicidal behavior with injury per 100 hundred person-days of youth confinement shows a rate of .033 and the facility averages 100 youths in the population, this means that during the assessment period the facility averaged 3.3 instances of suicidal behavior with injury for every 100 calendar days or one instance in every 30.30 calendar days. [See sample below and note April 2010].



- April 2010 rate would be 0.033 or one event every 30.30 days.

[Toggle Data](#) [Toggle Details](#)

	October 2007	April 2008	October 2008	April 2009	October 2009	April 2010	October 2010
Facility A	0.013	0.000	0.000	0.000	0.000	0.033	0.000
Field Average	0.029	0.023	0.018	0.024	0.021	0.022	0.007
Total Data Points	0	0	0	0	0	0	209
Not Recorded Data Points	0	0	0	0	0	0	0

Using Comparative Methods:

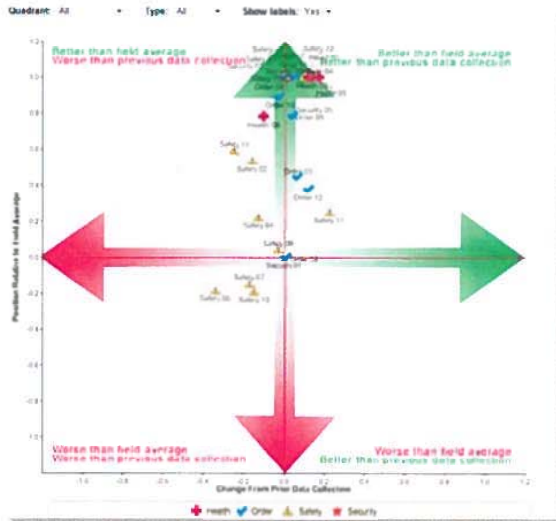
The site report gives facilities two methods for evaluating performance: comparisons of facility performance over time and comparisons between facility performance and field averages. Because of data compatibility issues among facilities and because no two facilities are exactly alike on all aspects, comparison with a facilities own performance over time may be most meaningful as long as the facility strives to assure consistency from one data collection to another.

Starting with a facility's second site report, one can track changes in performance over time by comparing the blue bars that represent succeeding assessment periods. As more data collections are completed the site report presents an ever more accurate gauge of trends in facility performance. Improvements in performance will be indicated by a trend of consistent progress on targeted measures.

For every assessment period the blue bar for facility performance is shown with a red ribbon that represents the average performance of all similar facilities for that data. Just like the facility results, this average figure will change over time. To preserve the validity of PbS data, participants' data is not included in the field average figures until after completing the candidacy period that entails two PbS data collection cycles.

Omnibus Report:

This report allows a view of facility's progress of all Critical Outcome Measures on one page. Icons are placed on X/Y axis and shows if a Critical Outcome Measure is better or worse than the field average and better or worse than the facility's performance in the last data collection.



Response Count Summaries:

This is a summary of all data entered for Incident Reports, Staff and Youth Climate Surveys, Youth Exit Interviews and Youth Records. The purpose is to give a view of all data entered for each collection period. For example, the Incident Report forms count reflect summary on when, where, frequent times, etc.... of all the incidents. The surveys reflect summary of responses to each specific question.

Survey Summary

Incident Report

Response count summary for the Incident Report

Restraints

1. Add each restraint used in the incident to the table below.

Youth ID

Value	Count	Percent
03	5	45%
05	3	27%
10	1	9%
11	1	9%
07	1	9%

Restraint type used

Value	Count	Percent
Mechanical restraints	9	82%
Physical restraints	2	18%

Performance Profiles:

The profile is a tool for PbS Coaches, facility administrators, state and site coordinators to assess:

- Did the site enter the required data and information necessary to build the site reports?
- Did the site meet the definitions of PbS incident report characteristics for assault, injury, restraint, suicidal behavior, contraband and room confinement as well as comprehensively report on these areas?
- Did the site enter the required information to form youth records?
- Did the site meet the minimum requirement in documenting their Facility Improvement Plans by having Targeted Outcome Goals; Action Steps; Progress Notes and Ongoing Reviews?
- How successful was a site in achieving their FIP goals?
- What percentage of Critical OM's improved since the last data collection?
- What percentages of Critical OM's are better than the field average?
- What percentages of admissions were screened for health, mental health, and suicide potential within the first hour prior to being assigned to a housing unit?
- Recommendations for areas to be considered for future FIP's

The profile is available on the website under PbS Other Reports for users with the permission of Site Coordinator, Facility Administrators, Regional Coordinators, State Coordinators and Agency Directors/Jurisdiction CEO. PbS Coaches follow up with the sites to review and discuss the profile. It is recommended that the state and site coordinator along with the facility administrator and the local PbS team actively participate in the conference call with the PbS Coach to review and discuss the profile.

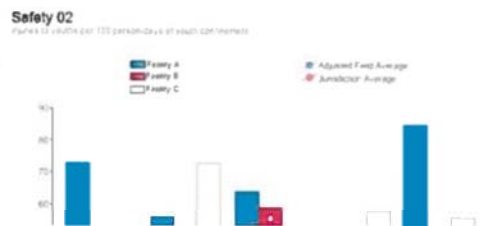


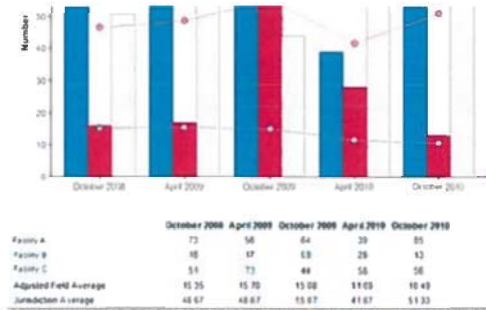
Other Reports:

Jurisdictional Reports and Forms Counts:

These reports and forms counts depict all sites in a jurisdiction for multiple data collections and in comparison with each other. The report displays a jurisdictional field average (red line) and the facility type field average (light blue line).

- Bars Represent Facilities In Your Jurisdiction
- Red Line: Represent Jurisdictional Outcome Measure Performance
- Red Line: Jurisdictional Field Average
- Light Blue Bar: Facility Type Field Average (e.g. Corrections, Assessment, Detention).





Outcome Measure Comparison Graph:

This report allows comparison of a site's report with others based on selected options. The options include: facility type – corrections/detention; gender – male and female; state; jurisdiction and facility size – small [less than 50 beds], medium [50 to 99 beds] and large – [100 or beds]. For example, if the facility is a female detention center, selecting Facility Type and Gender will result in comparisons of the facility to all female detention centers. In the example below the gray line represents the comparison field average

