



Performance-based Standards

D a t a - d r i v e n I m p r o v e m e n t M o d e l f o r
J u v e n i l e C o r r e c t i o n , D e t e n t i o n a n d
A s s e s s m e n t F a c i l i t i e s a n d C o m m u n i t y - b a s e d
P r o g r a m s

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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

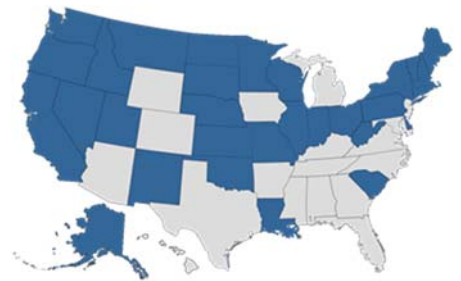
Using the analysis of the data, participants work with a PbS coach to develop an improvement plan that sets the targets for change and the strategy and individuals to implement the improvement plan. The improvement plan is entered into the website and monitored for effectiveness by staff, agency leaders 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





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:

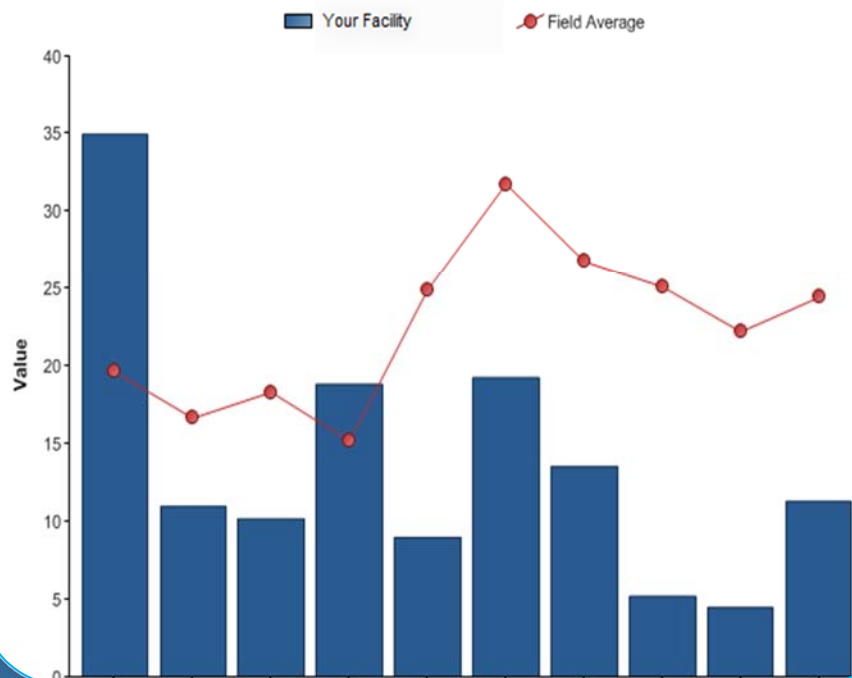
- ▶ **Outcome Measure Graphs**
- ▶ **Response Summaries**
- ▶ **Detailed Analysis Reporting**
- ▶ **Specific Comparison Charts**
- ▶ **Statewide Reports**
- ▶ **Jurisdiction Summaries**
- ▶ **Omnibus Report**



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.



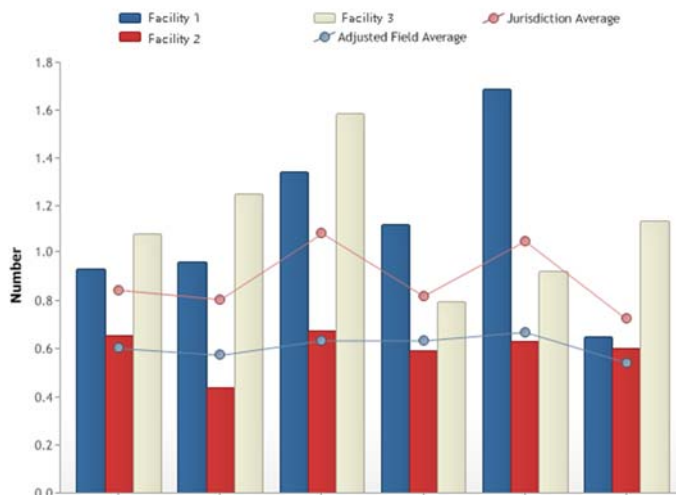
"PbS is a systematic management tool that enables myself and my staff not only to understand what is happening within facilities in terms of programs and services but also gives the tools so we can use the information to develop and implement successful plans to improve."

Doug Herrmann—Director of Juvenile Services, South Dakota

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.

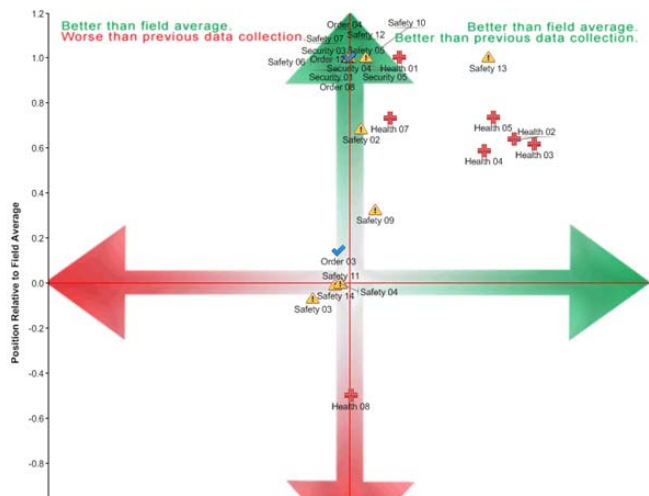
Safety 02

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



PbS Omnibus

Quadrant: All Type: All Show labels: Yes



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, have you received training on fire safety?

Value	Count	Percent
No	11	92%
Yes	1	8%

22. Within the last six months, have you received training on safety?

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	N/A		Thursday, 17 Decem	
Incident Report Characteristics (19 Critical Outcomes)	PbS Definitional Compliance	Comprehensive Reporting	In Policy	In Training
Assaults Safety 11, Safety 12	G	G		✓
Confinement Order 08, Order 09, Order 10, Order 11	G	G		✓
Contraband Security 03, Security 04, Security 05	G	G		✓
Injury Safety 02, Safety 03, Safety 04, Safety 05	G	G		✓

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.

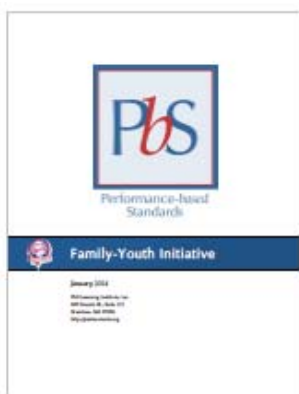


DATABASE

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."

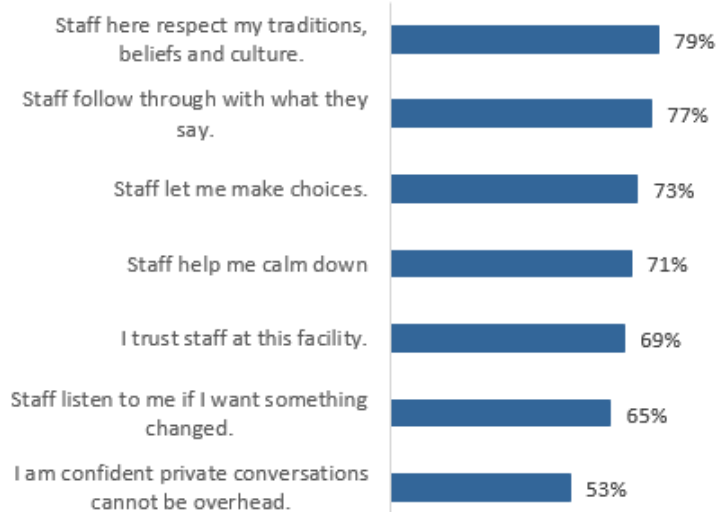
Families and social supports say:



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:





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.

Welcome, [Sign in](#)
or you can learn how to [apply to join](#)

Correction, Detention and Assessment Facilities

Review the [PbS Candidacy Application Guide](#), before beginning the PbS application.

[Apply To Join](#)

Community-based Programs

Enroll in PbS to improve outcomes for youths, staff, families and communities. [Learn more.](#)

[Apply To Join](#)

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.

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STAMP
HERE

COMMITTED TO TREATING YOUTHS
IN CUSTODY AS ONE OF OUR OWN

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