



## Performance-based Standards

S a f e t y   a n d   A c c o u n t a b i l i t y   f o r   J u v e n i l e  
C o r r e c t i o n s   a n d   D e t e n t i o n   F a c i l i t i e s

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# INTRODUCTION

## PERFORMANCE-BASED STANDARDS

More than 10 years ago, following the high crime wave and get-tough policy response that swept the country, a Congressionally-mandated study of juvenile facilities found they were dangerous for youths and staff, failed to provide adequate education, health and mental health services and reported unacceptable conditions of confinement. The study also found existing accreditation standards did not make a difference. The report called on the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to develop performance-based standards and outcomes to begin to reform our country's youth institutions and create accountability for a system under great scrutiny with little available data.

Performance-based Standards (PbS) now is a nationally-recognized improvement program developed by the Council of Juvenile Correctional Administrators (CJCA) and operated by its own independent non-profit organization, the PbS Learning Institute (PbS Li). CJCA and PbS Li are dedicated exclusively to improving the conditions, services and overall operations of juvenile facilities and programs and providing technical assistance and tools that promote public safety, offender accountability and rehabilitation that prevents future crime. Specializing in the unique needs of delinquent youths and juvenile facilities, PbS is the result of professional leadership, practitioner feedback and expert advice - and more than a decade of practice in facilities across the country.

## NATIONAL STANDARDS

Experts and juvenile justice professionals from across the country have worked for the past 12 years to develop the PbS outcome measures — a set of reportable data every facility can use to demonstrate alignment with national standards for:

- ▶ **Safety**
- ▶ **Security**
- ▶ **Order**
- ▶ **Health and Mental Health Services**
- ▶ **Justice and Legal Rights**
- ▶ **Programming**
- ▶ **Reintegration Planning**



“This is the first time we in juvenile corrections have been able to really measure and understand the quality of life issues within our facility.”

Alton L. Lick—  
Director of Juvenile Services



## 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.



## A CONTINUOUS IMPROVEMENT PROCESS

PbS builds performance improvement and accountability into agency and facility operations using a three-part continuous improvement cycle:

## Data Collection

Twice a year participants collect information about the youths, the staff, unusual incidents and the services offered at a facility. The information is entered into the PbS website.



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

## Performance Reports and Outcome Measure Analysis

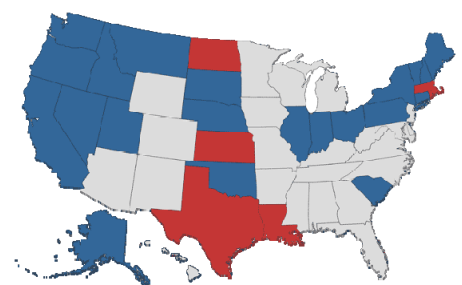
At the end of each data collection period the information is calculated and reported back in the form of 106 outcome measures that indicate how well the facilities are meeting the standards. Facilities are given analysis tools to identify what works and what needs to be improved. For Example, facilities see outcome data compared to their previous data collections and to the PbS field.

## Facility Improvement Process

Using the analysis of the data, facilities work with an assigned PbS coach to develop a Facility Improvement Plan (FIP), which is entered into the website and monitored for effectiveness by facility staff, agency leaders and the PbS coach.

## A GROWING FIELD OF PROFESSIONALS

As of April 2011 PbS is being implemented in 198 facilities across 27 states 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. PbS enables facilities to improve the quality of the services provided and thereby, improve the outcomes for the youths.





**“PbS helps us look closer at the details of when kids are brought out of their rooms. We need to make sure we don’t inadvertently have residents locked in their rooms when they don’t need to be.”**

Steve Kiefer—  
Facility Superintendent



**“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 Coordinator



**“All States (including our own) tend to think that they are doing a pretty darn good job, and so PbS participation allows them to have another set of eyes, to continuously challenge themselves and not become stagnant.”**

Robert Nelson—  
Facility Superintendent

## BENEFITS TO YOUTHS

The core focus of the PbS Learning Institute is improving the conditions of confinement and quality of life for incarcerated youths. It 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 safety, quality of services and staff relationships to provide a comprehensive picture of facility life. PbS’ data on how safe youths feel in facilities has led to increased focus on improving practices that directly relate to youths’ safety.

Some specific examples of how youths have directly benefited from PbS:

- Reduced incidents of isolation and room confinement
- Reduced youth idle time
- Improved education and physical fitness programs
- Reduced staff sanctions

## BENEFITS TO PRACTITIONERS

The PbS Learning Institute recognizes that a symbiotic relationship exists between youths and staff satisfaction within juvenile facilities. National data collected over the past two years indicates that facilities where youths report good relationships with staff have less violence. 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 facility safety, youth respect and training needs.

Some specific examples of how staff have directly benefited from PbS:

- Increased staff-to-youth ratios
- Reduced staff sanctions
- Identify additional staff training needs

## BENEFITS TO ADMINISTRATORS

The PbS Learning Institute helps administrators lead agencies through continuous improvement that is amenable to feedback. Participation in PbS provides administrators with a wealth of data allowing them to make better informed strategic decisions, demonstrate accountability, and report successes.

Some specific examples of how administrators have directly benefited from PbS:

- Demonstrate successful compliance with court orders
- Data driven evaluations of the quality of services provided at the facility
- Identification of gaps in policies and practices

## 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 has investigated conditions of confinement in more than 100 juvenile facilities. 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 specific examples of how legislators and governors have directly benefited from PbS:

- Documented evidence of improvement planning
- Accountability for public funds

## BENEFITS TO THE COMMUNITY

PbS guides facility operations so that youths returning to the community have the skills and resources to grow up as contributing adults. PbS also balances the juvenile justice system's responsibility to protect the public by keeping youths in custody secured and provide appropriate rehabilitative services to prevent future crime. PbS also encourages facilities to work closely with communities and ensure youths' re-entry is a collaborative effort.

Some specific examples of how communities have directly benefited from PbS:

- Decreased escapes
- Increased volunteers and community engagement

## CASE STUDY

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.



"It tells us where we are operationally and where we need to improve... It also provides us with the information we need to gain credibility with, and support for our efforts from, external stakeholders including the general public, the legislature, and other child and family agencies - both public and private."

Jane Tewksbury—  
Commissioner



"PbS provides a structured way to identify needs, and reminds us to celebrate our accomplishments"

Patricia Leeman—  
Facility Superintendent



For more information on South Dakota and their participation in PbS visit:

[www.state.sd.us/corrections/PbSProject.htm](http://www.state.sd.us/corrections/PbSProject.htm)



# 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:

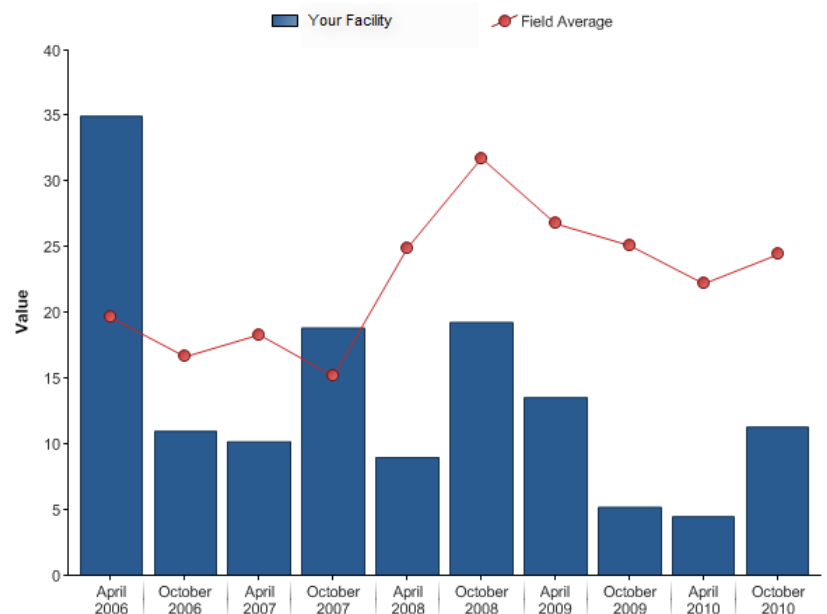
- ▶ **Outcome Measure Graphs**
- ▶ **Response Summaries**
- ▶ **Detailed Analysis Reporting**
- ▶ **Specific Comparison Charts**
- ▶ **Statewide Reports**
- ▶ **Jurisdiction Summaries**
- ▶ **Omnibus Report**



Pictured to the right is an example of an outcome measure graph also known as the site report. This report is generated for every outcome measure. The yellow bars represent how the facility has performed for each data collection period. The national field average is represented by the burgundy stripe, which gives the reader a quick visual of how the facility is performing compared to the field. Attached to each graph is a table that contains the actual data elements the graph is representing as well as a description of where the data was collected from. Users also have the ability to compare themselves to more specific field averages including facilities 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.”

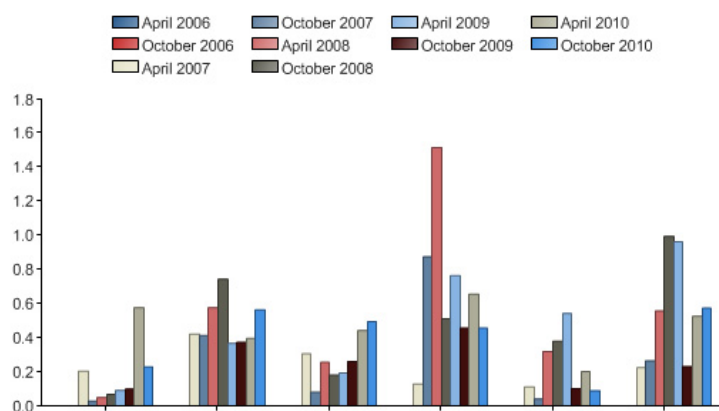
Doug Herrmann—Director of Juvenile Services



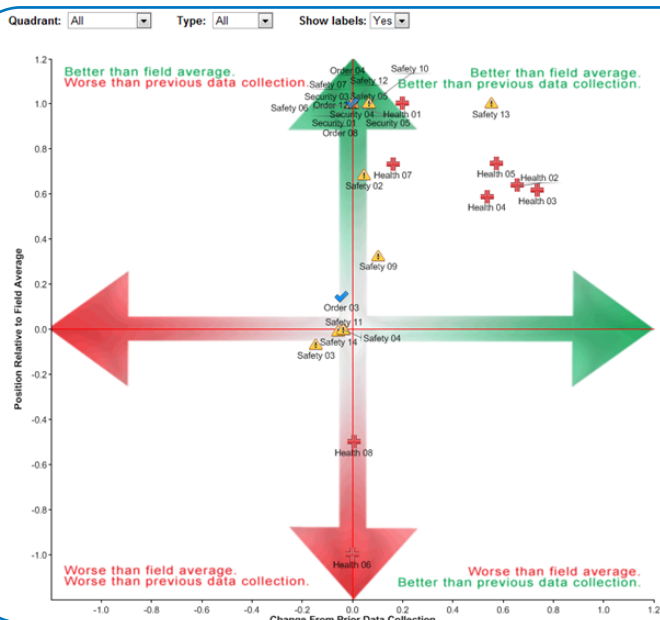
A statewide expanded version of our outcome measure graphs are available to jurisdictions with more than one participating facility. For example, a state with three facilities could review all three facilities' outcomes over time on a single graph, as pictured to the right. The statewide report includes a state outcome average in addition to the PbS national field average, adding another analysis and comparison tool. As with 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.



A report like no other available today in juvenile corrections is the PbS Omnibus Report. The Omnibus Report uses a four quadrant system to measure performance in relation to the national field average and in relation to prior performance in the same one page report. Facilities can view information by outcome measure in each quadrant to view which areas of operation may require improvement. In addition to viewing information for a single facility, organization directors can view aggregate information for each facility that is in their jurisdiction. The jurisdiction omnibus is pictured to the left and gives directors a birds-eye view of how each facility is performing and improving.



Since PbS reporting is extensive and detailed participating sites are also given analysis tools to provide an in depth overview of how a facility is performing. Our eleven page Performance Profile contains analysis of each sites' definitional compliance, reporting sample size, facility improvement planning and performance related to critical outcome measures. The report uses a "traffic light" system of green, yellow and red lights to indicate the facilities performance. Areas that facilities may want to consider for improving upon are marked with a flag icon. Each facility is also given summary reports, which display the number of responses to the data collection forms. Sites are given these summaries for Incident Reports, Youth Records, and Youth and Staff Climate

## Safety & Security

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

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

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

Value	Count	Percent
Yes	7	58%
No	5	42%

Within the last six months

Value	Count	Percent
No	11	92%
Yes	1	8%

Within the last six months

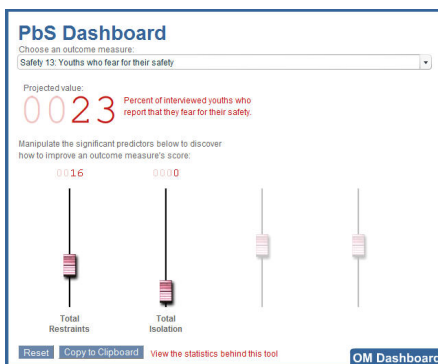
Value	Count	Percent
No	10	83%
Yes	2	17%

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		⊙	⊙		✓
Confinement Order 08, Order 09, Order 10, Order 11		⊙	⊙		✓
Contraband Security 03, Security 04, Security 05		⊙	⊙		✓
Injury Safety 02, Safety 03, Safety 04, Safety 05, Safety 10		⊙	⊙		✓
Restraint Order 03, Order 04, Order 07		⊙	⊙		✓

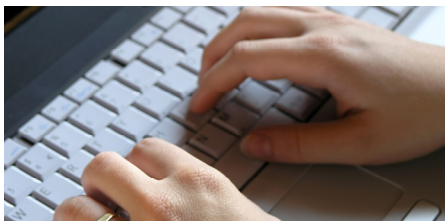


## RESEARCH

PbS data has been used in studies to help the field better understand the quality of living in detention and correctional facilities. A study conducted by Aaron Kupchik of the University of Delaware Department of Sociology and Criminal Justice and Brad Snyder of New Amsterdam Consulting used data collected by PbS to predict victimization and fear among juvenile inmates. Their research tested the relationships between safety, order and security outcome measures in practices and process and searched for predictors that influence these outcome measures. They found that staff and facility practices influence misconduct within a facility more than the characteristics of its residents. They also found that the most important predictors of safety are individual-level factors like a juvenile's relationship with the staff. These findings helped PbS develop cutting edge tools to help facilities improve like our outcome measure dashboard described below.



*The PbS Dashboard uses a mixer style interface using statistically proven information to reveal expected outcomes.*



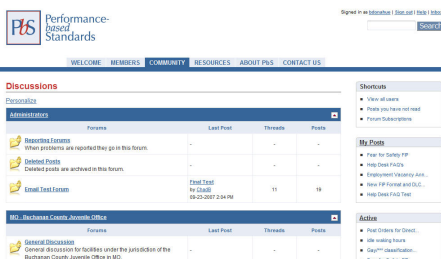
## DASHBOARD

The PbS dashboard is a unique improvement tool that allows participants to look at current practices and apply research-based statistics to predict change. The information is then used to help form successful improvement plans.

For example: A facility looking to decrease the number of youth injuries would use the dashboard to identify related practices that impact the rate of injuries. The dashboard would show actual facility data on the practices (use of isolation, restraint and segregation) and can be adjusted to predict how less use of isolation, restraint or segregation would result in fewer injuries to youths. The dashboard then provides a method for PbS participants to use the information as targeted goals to be placed directly into facility improvement plans.

## DATABASE

PbS has collected one of the largest and most extensive national databases available consisting of over 75,000 incident reports, over 30,000 youth records, and over 70,000 youth and staff surveys. The large volume of data provides our users with the most reliable averages and statistics in the juvenile justice field.



## COMMUNITY

PbS is a growing community of over 1800 juvenile justice professionals. We recognize that communication among peers is vital and have convened a series of Distance Learning Calls (DLCs) to recognize and disseminate information about participants' successful implementation of facility improvement plans to improve conditions within their program. Users are free to discuss issues, share successes and provide feedback to a large audience.



## VERIFICATION

Based on 12 years' implementation experience, CJCA has developed the PbS Levels of Improvement Verification Program to guide facilities strategically to identifying and addressing priorities for improvement. The PbS Levels start with establishing compliance with the PbS data collection process, move to focusing on the critical outcomes (safety, order and security), then address outcomes related to programming and reintegration. PbS participating facilities are given a PbS flag for them to hang proud at their facility as a bold statement on the facilities commitment towards continuous improvement.



## RECOGNITION

Select facilities and leaders are honored for successful implementation of PbS with the Barbara Allen-Hagen Award. Winners are annually chosen for the facility who best exemplifies the PbS underlying principle that facilities provide safe environments conducive to learning and changing behavior and staff and managers operate facilities as if the next child to be admitted was one of their own. Ms. Allen-Hagen served as the PbS project monitor at the OJJDP, Office of Justice Programs, US Department of Justice from 1995 when the project was launched until May 2006 and was a never-ending voice advocating on behalf of youths in the juvenile justice system.



(L to R) Edward Loughran, Barbara Allen-Hagen, George Sweat, and Kim Godfrey at the first annual BAH Award ceremony.

## ACA COMPARISON

Pictured below is a brief comparison of the features, services, and benefits to both Performance-based Standards (PbS) and American Correctional Association (ACA) programs.

	PbS	ACA
<b>Purpose:</b>	To provide a system for juvenile agencies to identify and monitor critical areas of performance and demonstrate effectiveness using the highest national standards and performance outcome measures set by the Council of Juvenile Correctional Administrators	To verify that correctional agencies/facilities comply with the minimal national standards promulgated by the American Correctional Association based on their adult model
<b>Process:</b>	A continuous improvement cycle based around two data collection/reporting periods per year, annual site visits, and quarterly conference calls	A pass or fail on-site audit that occurs once every three years
<b>Results:</b>	Deliverables including: Site Reports, Jurisdictional Reports, Performance Profiles, Facility Improvement Plans	Approved or denied accreditation
<b>Implementation:</b>	A web-based application for self assessment along with site support, consultation and coaching by an experienced staff	An assigned auditor to perform a series of reviews, evaluations, audits and hearings



## OVERVIEW

### SERVICES AND BENEFITS

All participants receive the following:

- ▶ **Web portal on-line data collection, twice a year**
- ▶ **Calculation and distribution of numerous in depth reports and outcomes.**
- ▶ **An assigned coach for professional and experienced guidance and annual site visits**
- ▶ **Facility Improvement Planning**
- ▶ **Research based on-line tools**
- ▶ **Certification and status recognition**
- ▶ **Legislative, judicial and executive briefings, testimony, information or visits**
- ▶ **Information sharing with other juvenile justice stakeholders, such as the National Juvenile Detention Association, National Council of Juvenile and Family Court Judges and the American Probation and Parole Association**



## HOW TO JOIN

Go to [www.cjca.net](http://www.cjca.net) to and fill out the online application.

### CANDIDACY

New sites are introduced into PbS by completing a one year candidacy period. Candidacy sites receive intensive training and mentoring services to help implement PbS successfully. The PbS Candidacy period was developed by the PbS Learning Institute to provide a formalized orientation for new sites that enhances meaningful participation in a timely and effective manner. PbS recognizes that juvenile facilities across the country come in various sizes with unique challenges. Candidacy has evolved to adapt to the special situations presented by new facilities. The goal is to spend the first year or so concentrating on educating, supporting and guiding sites to implement PbS and prepare them for the first of the PbS levels of certification; Level 1 Data Quality Assurance.

#### PbS Participants Include:

**198** Facilities across **27** states

**133** Correction Facilities

**49** Detention Facilities

**16** Assessment Centers

**14,421** of youths in custody

**125** All Male Facilities

**25** All Female Facilities

**48** Co-ed Facilities

Facility capacities from **20** beds to over **400** beds

**109** Small Facilities (less than 50 beds)

**42** Medium Facilities (less than 100 beds)

**47** Large Facilities (more than 100 beds)



## THE COUNCIL OF JUVENILE CORRECTIONAL ADMINISTRATORS (CJCA)

The Council of Juvenile Correctional Administrators (CJCA) is a national non-profit organization, formed in 1994 to improve local juvenile correctional services, programs and practices so the youths within the systems succeed when they return to the community and to provide national leadership and leadership development for the individuals responsible for the systems. CJCA represents the youth correctional CEOs in 50 states, DC, Puerto Rico and major metropolitan counties. CJCA fulfills its mission through educational activities and programs as well as research and technical assistance projects. Education activities include up to three annual meetings free for all directors. CJCA also provides information through the annual publication of the CJCA Yearbook (Juvenile Corrections: A National Perspective) and quarterly Newsletters.

### OTHER CJCA INITIATIVES

In addition to Performance-based Standards, CJCA leads work on several national projects that magnify our ability to help youths in trouble by providing tools, training, technical assistance and support to youth correctional leaders and staff. Some of our projects include:

#### Community-based Standards (CbS)

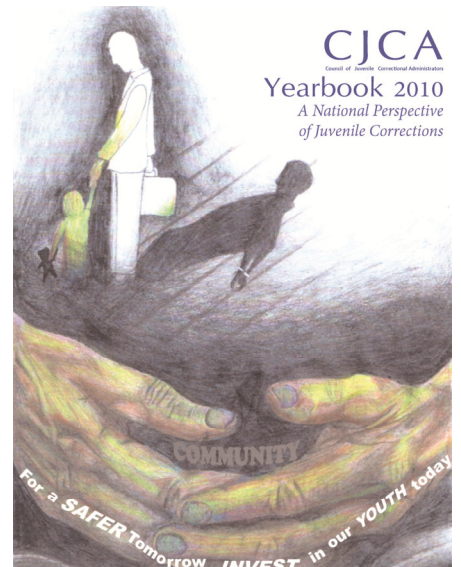
Community-based Standards (CbS) is CJCA's most recent project that applies the PbS model of performance evaluation in secure facilities to community residential programs for youths involved in the juvenile justice system. The goal of CbS is to establish and sustain systems for continuous improvement and accountability in community-based residential programs across the country.

#### Models for Change: Systems Reform in Juvenile Justice

As part of John D. and Catherine T. MacArthur Foundation's Models for Change (MfC) reform initiative, CJCA and Policy Research Associates (PRA) co-direct the National Center for Mental Health and Juvenile Justice (NCMHJJ). In 2003, the Center launched the Comprehensive Systems Change Initiative (CSCI) to work with selected jurisdictions to create comprehensive and continuum of mental health services for juvenile justice youths.

#### National Training & Technical Assistance Center for Youth in Custody

CJCA is working with the National Partnership for Juvenile Services (NPJS) to establish the National Training and Technical Assistance Center for Youth in Custody. The U.S. Department of Justice (DOJ), Office of Justice Programs (OJP), Office of Juvenile Justice and Delinquency Prevention (OJJDP) is launching the Center to further DOJ's mission by providing education, training and technical assistance for state, local and tribal departments of juvenile justice and corrections, service providers and private organizations who operate juvenile facilities.



The CJCA Yearbook and other publication are available for purchase on the CJCA website. Go to:

[www.cjca.net](http://www.cjca.net)



Community-based  
Standards



[www.nc4yc.org](http://www.nc4yc.org)

## PERFORMANCE-BASED STANDARDS

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PLEASE  
PLACE  
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[COMMIT TO IMPROVING  
CONDITIONS OF CONFINEMENT]

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The Performance-based Standards (PbS) program was developed by the Council of Juvenile Correctional Administrators (CJCA) and is directed and operated by its partner non-profit organization, the PbS Learning Institute (PbS Li). PbS Li incorporated in 2007 to focus exclusively on sustaining and expanding PbS when federal funding expired. CJCA is a national organization representing the state juvenile agency directors dedicated to improving leadership and services for juvenile corrections. For more information please visit the website: <http://cjca.net>.



Performance-based  
Standards

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