

LFC Program Evaluation: Effectiveness of Juvenile Justice Facilities and Community-Based Services

Presentation to the Legislative Health and Human
Services Committee
October 25, 2016

Background

- ▶ CYFD's Juvenile Justice Services (JJS) Division
 - Secure facilities (3), plus 10 beds at San Juan County Juvenile Detention Center
 - Reintegration centers (3)
 - Juvenile probation districts (14)
 - 29 field offices
- ▶ Total FY17 budget of \$73 million

Cambiar New Mexico Has Contributed to Positive Outcomes

- ▶ Cambiar (“change”) initiative adapted the Missouri Model to New Mexico’s juvenile justice facilities beginning in FY08

Table 5. Key Elements of Cambiar New Mexico

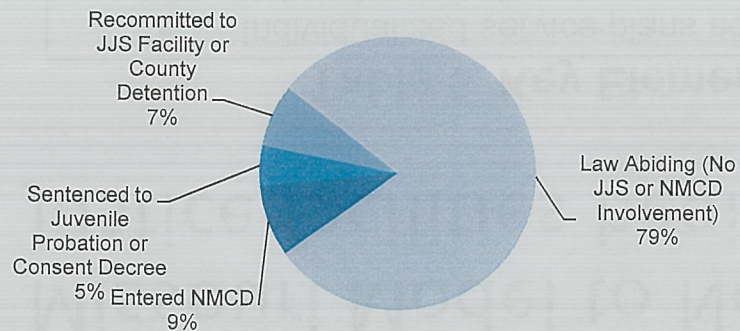
- Individualized service plans addressing carefully assessed needs, strengths and risks of our youth;
- Facility staff trained in clinical and therapeutic skills;
- Smaller, secure regional facilities across the State;
- Smaller, more nurturing living units within those facilities;
- Youth centered unit management and milieu therapy;
- Rich programming, education, vocational training, medical, and behavioral health services.

Source: FY15 CYFD/JJS Annual Report, 2013 CYFD presentation to Courts and Criminal Justice Committee

Cambiar New Mexico Has Contributed to Positive Outcomes

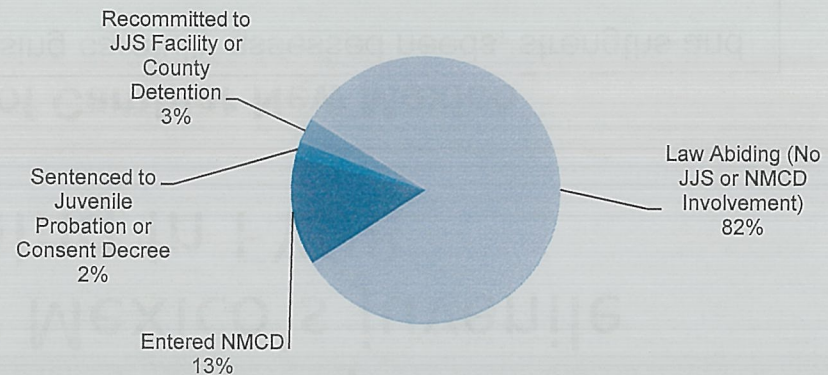
- ▶ Juvenile recidivism rates have fallen from pre-Cambiar levels

Chart 15. Three-Year Outcomes of NM Youth Released from JJS Facilities in FY05
n=272



Source: LFC Analysis of CYFD Data

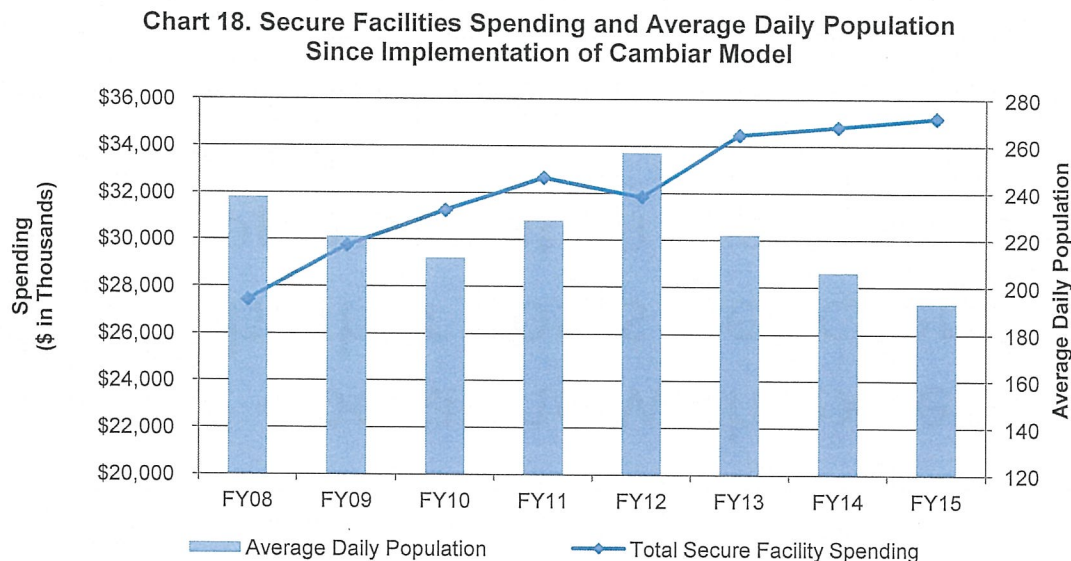
Chart 17. Three-Year Outcomes of NM Youth Released from JJS Facilities in FY13
n=267



Source: LFC Analysis of CYFD Data

Costs and Capacity in JJS Facilities

- ▶ Costs of juvenile commitment continue to rise even though fewer youth are entering secure CYFD facilities

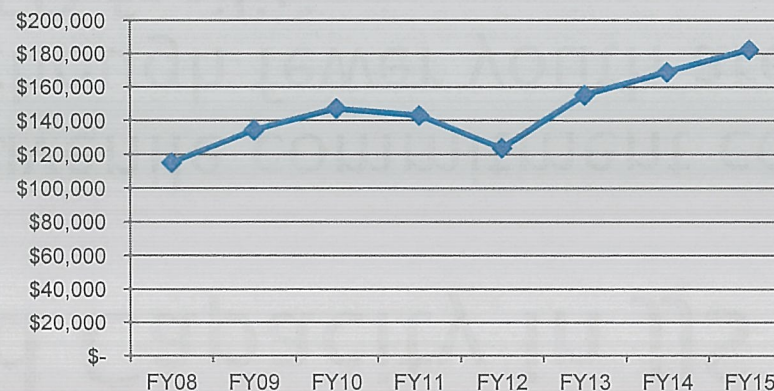


Sources: SHARE, CYFD

Costs and Capacity in JJS Facilities

- ▶ Facilities are operating with excess capacity, resulting in higher costs per client
 - JJS facilities operated at an average of 67 percent of capacity in FY15
 - Average annual cost to house a youth in a CYFD facility increased 58 percent from FY08 to FY15

Chart 22. Average Cost per Committed Client Since Implementation of Cambiar Model



Source: LFC Analysis

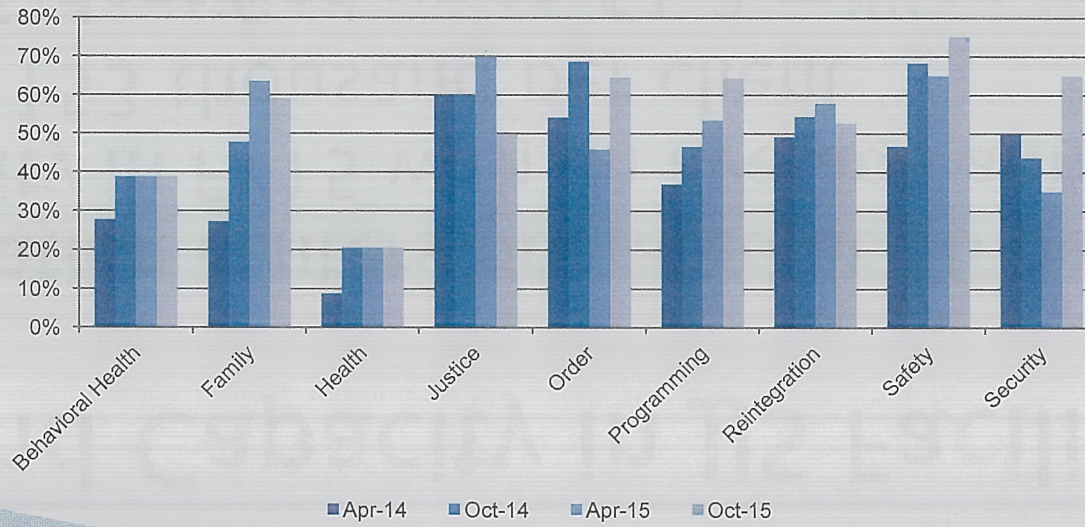
Costs and Capacity in JJS Facilities

- ▶ Reintegration centers operated at 56 percent of capacity in FY15 with an average annual cost of \$153 thousand per client
- ▶ LFC staff identified up to \$1.2 million in potential unrealized savings from closing Lincoln Pines Youth Center

JJS Facility Performance

- ▶ CYFD uses Performance-based Standards (PbS) system to track facility outcomes
- ▶ NM juvenile facilities are showing improvement relative to national averages

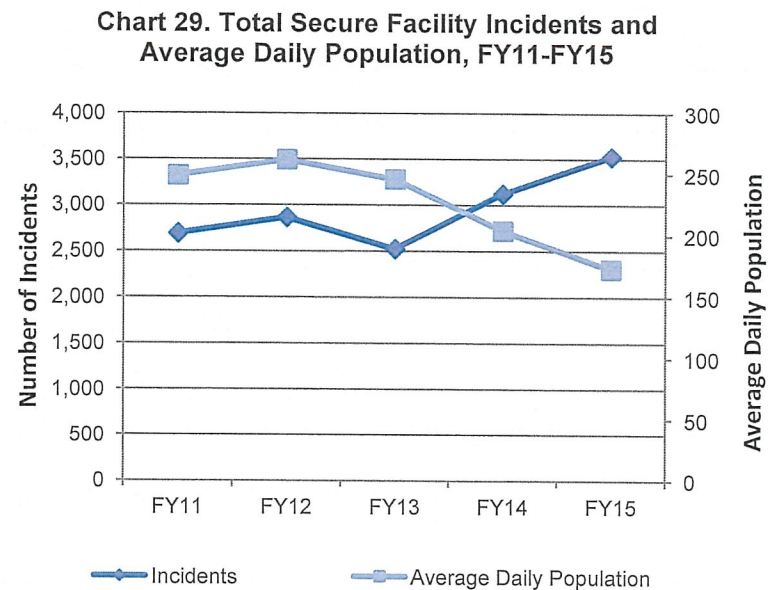
Chart 27. Percent of New Mexico PbS Outcomes Outperforming Field Average by Domain



Source: LFC analysis of PbS data

JJS Facility Performance

- ▶ Safety and incident tracking still a concern
 - Growing rates of incidents despite lower population



Source: CYFD

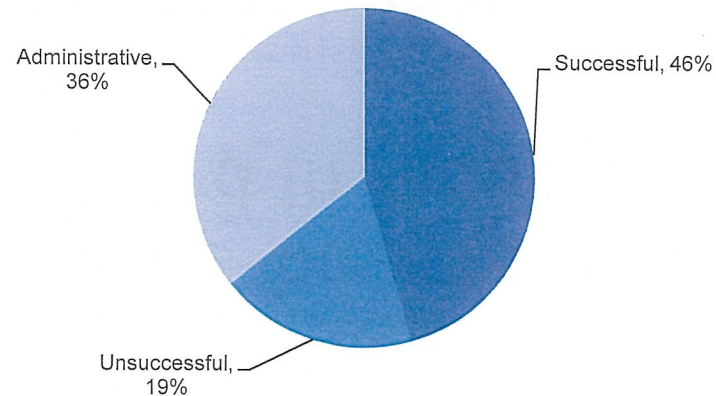
Oversight and Accountability of Community-Based Programs

- ▶ Juvenile continuum sites
 - Grant resources are distributed unevenly, with large variation in cost per client
 - \$103 per client in Cibola County to \$970 per client in Luna County in FY15
 - Significant issues with data reliability make ensuring program effectiveness difficult

Oversight and Accountability of Community-Based Programs

- ▶ Juvenile Community Corrections
 - Just 46 percent of clients were discharged successfully between FY13 and FY15

Chart 45. JCC Discharges by Type, FY13-FY15
(N=1,192)

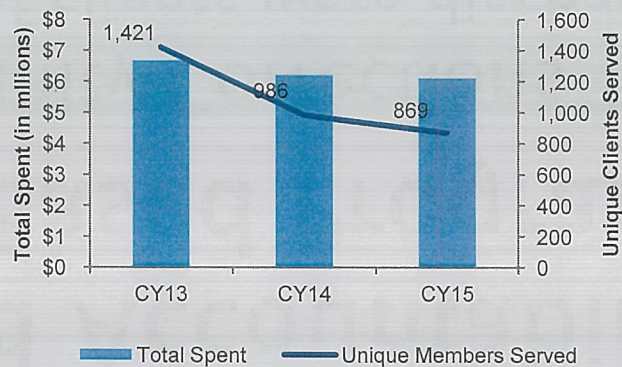


Source: CYFD, LFC Analysis

Multisystemic Therapy (MST)

- ▶ MST is an evidence-based treatment with a proven track record in reducing juvenile recidivism
- ▶ Primarily funded through Medicaid
- ▶ Provider availability issues have resulted in fewer clients served

Chart 47. Multisystemic Therapy Total Spent and Clients Served Through Medicaid, Ages 0-20

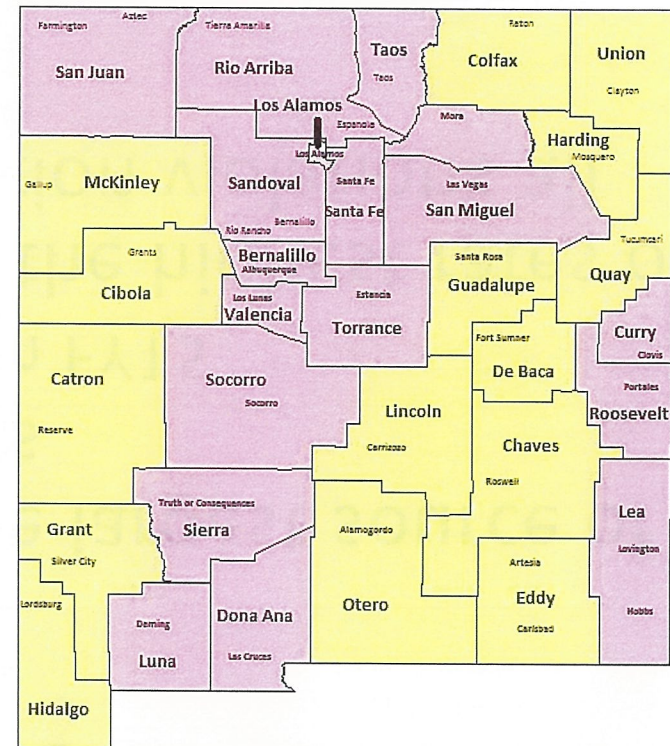


Source: HSD via OptumHealth CI-09 and Centennial Care MCOs

Multisystemic Therapy (MST)

- ▶ Service gaps exist in areas that may benefit most from access
- ▶ Otero, Eddy, Chaves, and Lincoln counties had the highest rates of juvenile probation judgments in FY15 and lack MST providers

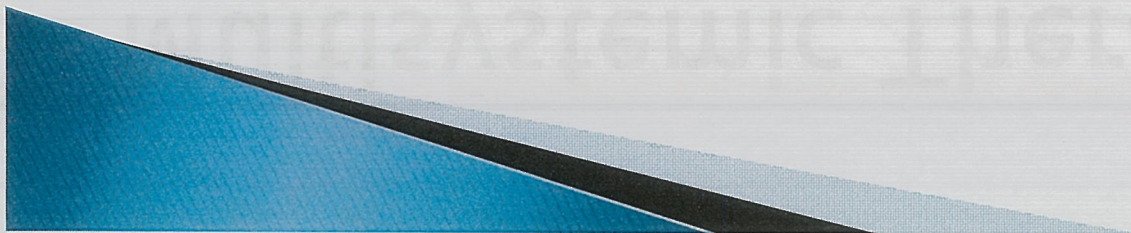
Map 3. MST Providers as of March 2016



Note: Counties with MST providers noted in pink.
Source: CYFD

Understanding Drivers of Juvenile Justice Involvement

- ▶ Probation violations are the largest source of juvenile term commitments
 - 61 percent of commitments in FY15
- ▶ The top five counties with the highest rates of commitment due to probation violations all lack one or more of:
 - MST
 - Continuum site
 - Juvenile drug court



Understanding Drivers of Juvenile Justice Involvement

▶ “Crossover Youth”

- Children involved in the child welfare system are at higher risk of entering the juvenile justice system
- According to CYFD, 46 percent of youth who recidivated within 12 months had a history of substantiated involvement with Child Protective Services

Selected Key Recommendations

- ▶ The Legislature should consider:
 - Reducing the JJS budget by \$1.2 million to reflect declining facility populations
- ▶ CYFD should:
 - Continue to perform cohort-specific recidivism analysis, including what offenses are most closely linked to recidivism, and report results to the Legislature
 - Evaluate the JJS budget and identify opportunities to achieve efficiencies and cost reductions by reallocating resources and optimizing unused space

Selected Key Recommendations

- ▶ CYFD should (cont.):
 - Re-evaluate criteria for reintegration center admission to ensure they are operating at capacity, or consider consolidating these facilities
 - Work with LFC and DFA to create a common set of Accountability in Government Act performance measures for continuum sites and juvenile community corrections to allow for tracking youth success
 - Work with HSD to identify MST providers and build teams in high-risk areas, and collaborate on tracking referrals, utilization, and spending

Selected Key Recommendations

- ▶ CYFD should (cont.):
 - Further study the causes for high commitment rates for juvenile probation violations
 - Formalize policy coordination between Child Protective Services and Juvenile Justice Services for dually-involved youth