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## FISCAL IMPACT REPORT

**SPONSOR** Soules/Armstrong G.      **ORIGINAL DATE** 2/19/19  
**LAST UPDATED** 2/26/19      **HB** \_\_\_\_\_

**SHORT TITLE** Northern NM College Child Trauma Institute      **SB** 370/aSPAC

**ANALYST** Chilton

### APPROPRIATION (dollars in thousands)

Appropriation		Recurring or Nonrecurring	Fund Affected
FY19	FY20		
	\$5,000.0	Recurring	General Fund

(Parenthesis ( ) Indicate Expenditure Decreases)

### ESTIMATED ADDITIONAL OPERATING BUDGET IMPACT (dollars in thousands)

	FY19	FY20	FY21	3 Year Total Cost	Recurring or Nonrecurring	Fund Affected
		\$81.3	\$81.3	\$162.6	Recurring	General Fund
		\$81.3	\$81.3	\$162.6	Recurring	Medicaid Federal Funds
<b>Total</b>		\$162.6	\$162.6	\$325.2		Total Amount

(Parenthesis ( ) Indicate Expenditure Decreases)

Related to SB 431

### SOURCES OF INFORMATION

LFC Files

#### Responses Received From

- Human Services Department (HSD)
- Department of Health (DOH)
- Children, Youth and Families Department (CYFD)
- Public Education Department (PED)
- Higher Education Department (HED)
- New Mexico Independent Community Colleges (NMICC)

## SUMMARY

### Synopsis of SPAC Amendment

The Senate Public Affairs Committee amendment to Senate Bill 370 adds to language that requires the state agencies to share information with the proposed Anna Age 8 Institute, but according to the amendment, only publicly available and existing information would be shared.

### Synopsis of Original Bill

Senate Bill 370, Northern NM College Child Trauma Institute, appropriates \$5 million from the general fund to the regents of Northern New Mexico College in Espanola, for the purpose of establishing, administering, and carrying out the duties of the Anna, age eight institute on child trauma and maltreatment. The institute would use cross-sectional data and strategies for prevention of adverse childhood events (such as child abuse or neglect, parental incarceration or divorce, mental illness, or substance abuse, persistent poverty, homelessness or hunger) in a cultural-informed manner tailored to various populations within the state.

The institute would receive input and assistance from CYFD, PED, and HED. The Department of Health, higher education institutions throughout New Mexico, county and city governments, as well as Indian tribes and pueblos.

## FISCAL IMPLICATIONS

The appropriation of \$5 million contained in this bill is a recurring expense to the general fund. Any unexpended or unencumbered balance remaining at the end of fiscal year 2020 shall revert to the general fund.

HSD assesses costs as follows:

HSD anticipates that a workgroup would need to be convened to develop the strategic framework required under the bill. The department estimates needing two full-time equivalents (FTE) to help provide consultation, participate in forums, develop training and coaching, provide technical assistance, conduct data analysis and to ensure that there is no unnecessary duplication of effort with respect to data collection and sharing. The cost would be \$81,270 per FTE per year, or \$162,540 total per year, with a State General Fund impact of \$81,270 per year.

To the extent that some of the appropriated funds would be used to support the Medicaid program or improve services for Medicaid beneficiaries, there could be an opportunity to leverage additional federal Medicaid matching funds.

## SIGNIFICANT ISSUES

NMICC and DOH both note that,

Sadly, according to America's Health Ranking (<https://www.americashealthrankings.org/explore/health-of-women-and-children/measure/ACEs/state/NM>), for 2018 New Mexico ranked 47<sup>th</sup> in the nation with 27.8 percent of children facing adverse childhood experiences. The US average was 21.7 percent. Many agencies such as CYFD and PED have implemented reforms designed to increase awareness of childhood trauma and improve processes for reporting suspected incidences.

Having a data-driven collaborative approach to researching root causes of childhood trauma may lead to more effective interventions that could help improve the lives of children in our state.

New Mexico's community colleges have experimented with multi-generational education support programs. For example, some colleges offer tutoring and study support groups to students in a setting where they can bring their children who also receive homework assistance. Programs such as these would likely benefit from collaborations with the institute because the data and research could result in improved program design at the community college.

CYFD notes the complexity of adverse childhood experiences, their prevention and treatment. It states that "While the collection of these data may provide information and findings comparable to Kaiser Permanente [where the original studies on ACEs were published beginning in 1998], it is unclear whether [the data] would provide a clear pathway to deflecting intergenerational transmission [of the consequences of ACEs]."

CYFD comments further on the difficulties there might be in maintaining confidentiality:

If the data requested is in aggregate form, this is easily accomplished as aggregate data is already compiled for most topics and published in CYFD's 360 report which is available on cyfd.org. If the bill will require case by case data, that becomes problematic due to the confidential nature of the case information. While MOAs will be entered into, pursuant to NMSA 32A-4-33 all records are confidential. This bill doesn't address what information will be shared, who it will be shared with, or whether and how it will be reproduced. The bill is vague and doesn't address in any way how confidentiality will be handled. There is a chance that upon passage of the bill the process may be halted if the involved agencies cannot reach agreeable language to address the confidentiality issue.

It is also unclear what the outcome of the institute's findings will be. It is unclear if they will have any authority to drive practice changes of the agencies and stakeholders involved or only to make recommendations. If they are to make practice changes statewide and those changes come with fiscal implications, how are those fiscal impacts going to be addressed?

CYFD is currently under contract with the National Council on Crime and Delinquency, Children's Research Center (NCCD-CRC) for research related to child welfare outcomes. If this Bill were to be adopted, it is recommended that CYFD be involved in developing research goals related to the institute's work to ensure that the research is not duplicative and that both projects can inform each other. CYFD's Research, Assessment, and Data (RAD) Bureau conducts ongoing analysis of PS outcome related data. It would be beneficial for the RAD Bureau and other CYFD Divisions to be involved in a steering committee or other governance team to ensure any research is collaborative and fully informed of CYFD's current practice and improvement initiatives.

CYFD is also working to expand prevention services under the federal Families First Prevention and Services Act (FFPSA). Research conducted by the Institute could potentially inform FFPSA efforts.

CYFD/Protective Services already has significant reporting responsibilities. CYFD reports bi-annual data to the Federal Government. In addition, CYFD reports quarterly data to the Legislative Finance Committee. CYFD has worked hard to produce data in a way that line managers can review and then shift their practice to improve. CYFD would benefit more from support for new data systems, rather than duplicative efforts and the addition of another entity to report to.

The mission of CYFD BHS is that “BHS in collaboration with PS, JJS and ECS is committed to the provision of quality behavioral health services and supports that are trauma informed, evidence-based, culturally competent, and youth and family driven that meet the needs of CYFD's children, youth and families.” CYFD BHS collects ACE scores across several program areas, to include shelter services, Infant Mental Health, and select community behavioral health programs. CYFD BHS is collaborating with the Behavioral Health Collaborative to develop a Children’s Strategic Plan that include implementation of a two generation approach to impact the intergenerational effect of ACEs. SB 370 would result in program changes and changes to provider data collection efforts.

HED indicates that NNMC did not make a request through that department, as is usual for such a request.

## **RELATIONSHIP**

SB 431, which allows Northern New Mexico College to establish a branch college.

As noted by HSD, the Anna, age 8 Institute might be partly duplicative of the work of the J. Paul Taylor Task Force, convened at UNM under 2017 SM 23 and 2018 SM 95.

## **TECHNICAL ISSUES**

On page 3, lines 2-3, Northern New Mexico College is specified to adopt rules to govern the institute; on page 3, line 11, the bill specifies “New Mexico state school,” while probably intending to say Northern New Mexico College.

## **ALTERNATIVES**

DOH points out that “There may be better options for the placement of this Institute than Northern New Mexico College, which has only limited programs that would be relevant to the work likely to be done by the institute (associates degree programs in social science-related fields, and a nursing program). The College does not have any graduate degree programs, which are traditionally used for research and evaluation support in similar types of programs. It is not certain that this College currently has the capacity to support this type of complex statewide effort, especially considering the implications of managing an appropriation as large as the one proposed in this legislation. To that point, there are no search findings on the Northern New Mexico College website (nnmc.edu) for the terms “childhood trauma” or “adverse childhood experiences.”

LAC/gb