Improving Outcomes for Youth in New Mexico: A Statewide Juvenile Justice Initiative

First Presentation to Committee: System Overview and Initial Analysis

April 13, 2017
CSG Justice Center Presenters
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About The Council of State Governments Justice Center



















National nonprofit, nonpartisan membership association of state government officials that engages members of all three branches of state government



Provides practical, nonpartisan research-driven strategies and tools to increase public safety and strengthen communities

Recent publications on "what works" to improve outcomes for youth in the juvenile justice system

Measuring and Using Juvenile Recidivism Data to Inform Policy. **Practice, and Resource Allocation** The Importance of Measuring

July 2014

Outcomes beyond Recidivism

number of metrics to track outcomes for

educational attainment, behavioral health

improvements, or skill development and

employment, all of which are critical to

ensuring a youth's long-term success.

The survey focused primarily on the

measurement of recidivism, and the

recommendations presented here

reflect that focus. The survey results

did, however, indicate that only half of

all state juvenile correctional agencies

only 20 percent of states track these

outcomes for youth after they are no

longer on supervision. Policymakers and

strongly consider including a priority set of

positive youth outcomes in the evaluation

of system success to determine not only

whether the juvenile justice system is

helping to prevent youth's subsequent

whether it is helping youth transition to a

involvement in the system, but also

crime-free and productive adulthood.

juvenile justice agency leaders should

measure youth outcomes beyond whether

youth commit future delinquent acts, and

for Youth Involved with the

Juvenile Justice System

Juvenile justice systems can use a

BACKGROUND

uvenile arrest rates, including for violent crimes, fell by approximately 50 percent from 1997 to 2011, to their lowest level in more than 30 years.1 In combination with this sharp drop in arrests, state and local reforms have had an extraordinary impact: from 1997 to 2011, youth confinement rates declined by almost half.1 The juvenile justice field deservedly celebrates this success and continues to push for further reductions in confinement rates. Many states are also striving to ensure that youth who have been diverted from confinement, as well as those returning home after time spent in a facility, receive supervision and services that reduce recidivism and improve other youth outcomes. As such, policymakers are eager to know more about what happens to youth after they have been in contact with the juvenile justice system. What are their rearrest and reincarceration rates? How do they fare in terms of education, employment, and other important outcome measures while they are under juvenile justice supervision and afterward?

data for youth involved in the juvenile justice system and use that information to inform policy and funding decisions, the Council of State Governments Justice Center, The Pew Charitable Trusts' Public Safety Performance Project,3 and the Council of Juvenile Correctional Administrators surveyed juvenile correctional agencies in all 50 states.4 This issue brief highlights the key findings of the survey and provides state and local policymakers with five recommendations for improving their approach to the measurement, analysis, collection, reporting, and use of recidivism data for youth involved with the juvenile justice system. In addition, examples are provided of how select states have translated these recommendations into policy and practice.

the NATIONAL REENTRY RESOURCE CENTER

CORE PRINCIPLES FOR REDUCING RECIDIVISM AND IMPROVING OTHER OUTCOMES FOR YOUTH IN THE JUVENILE JUSTICE SYSTEM RESOURCE CENTER

Ten Key Questions Judges Can Ask to Improve Outcomes for Youth in the Juvenile Justice System

JUVENILE JUSTICE LEADERS IN NEARLY EVERY STATE have undertaken efforts that have reduced juvenile incarceration rates nationwide by almost 50 percent since 1997, and arrest rates have dropped to their lowest level in more than 30 years. While such changes have produced substantial savings at no cost to public safety, investments in communitybased services for many states and counties have not resulted in reduced rates of recidivism and improvement in other youth outcomes, such as education and behavioral health. Recent research has identified "what works" to reduce recidivism and improve other youth outcomes, and judges and court personnel have a leadership role to play in ensuring that court decisions and policies are informed by this research.

Ten key questions that judges and court personnel should ask to determine whether court policies and practices will increa public safety and improve outcomes for youth are:

- 1. Do all youth receive a risk assessment prior to disposition to identify their risk of reoffending and key service needs, and are the results shared with the court to inform disposition and service decisions
- 2. Are youth who are assessed as being at a low risk of reoffending diverted from court involvement and formal system supervision, and does the court reserve the use of incarceration for only those youth assessed as being at a high risk of reoffending and/or who have committed violent offenses?
- 3. Do all youth receive a validated screening for mental health and substance use disorders and, if warranted, a full assessment prior to disposition, and does the court ensure that youth with treatment needs receive services from the juvenile justice and/or behavioral health systems?
- 4. Are lengths of stay for incarcerated youth based on youth's assessed risk of reoffending, the seriousness of the offense, and treatment needs, with the objective of minimizing lengths of stay to 6-12 months
- 5. Are programming and services targeted to address the key needs associated with youth's delinquent vior, and does the court help facilitate youth and family participation in these services
- 6. Are youth referred to programs and services shown to reduce recidivism and are participation and outcomes reported to the court?
- 7. Does the court play a leadership role in helping to coordinate case planning and services across the juvenile justice, education, child welfare, and behavioral health systems by convening system leaders to establish protocols for working together and sharing information to address youth's needs?
- 8. Are youth and families involved in court processes and is their input used to guide court decisions?
- 9. Does the court limit the number of conditions a youth must comply with while on supervision to those related to their delinquent behavior, and does it use a graduated response system for technical violations of supervision and minimize the use of detention and incarceration as punishment for noncompliance with conditions of supervision?
- 10. Are key performance indicators for youth in the juvenile justice system identified and are performance results reported to the court annually







Core principles to reduce recidivism and improve other outcomes for youth in the juvenile justice system









Principle 1

Base supervision, service, and resource-allocation decisions on the results of validated risk and needs assessments.

Principle 2

Adopt and effectively implement programs and services demonstrated to reduce recidivism and improve other youth outcomes, and use data to evaluate the results and direct system improvements.

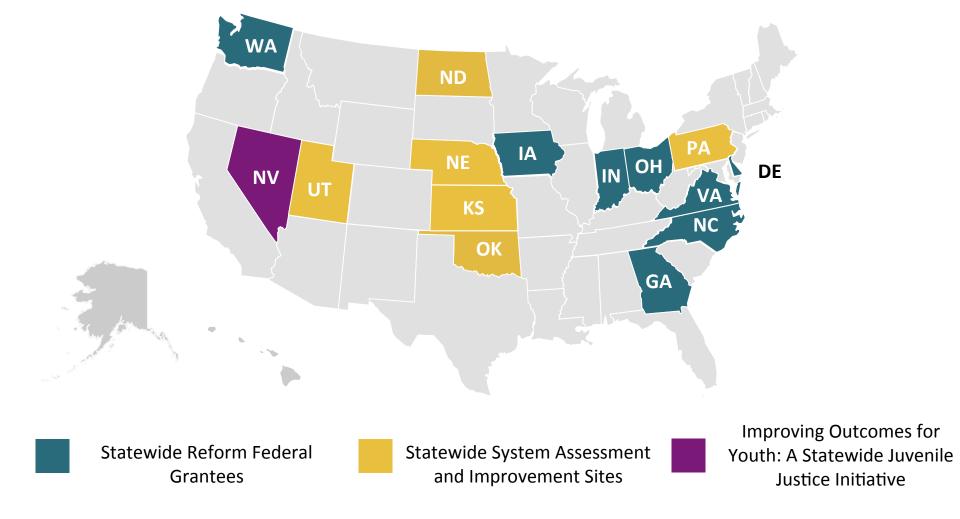
Principle 3

approach across service systems to address youth's needs.

Principle 4

Tailor system policies, programs, and supervision to reflect the distinct developmental needs of adolescents.

The CSG Justice Center provides technical assistance to improve outcomes for youth in the juvenile justice system

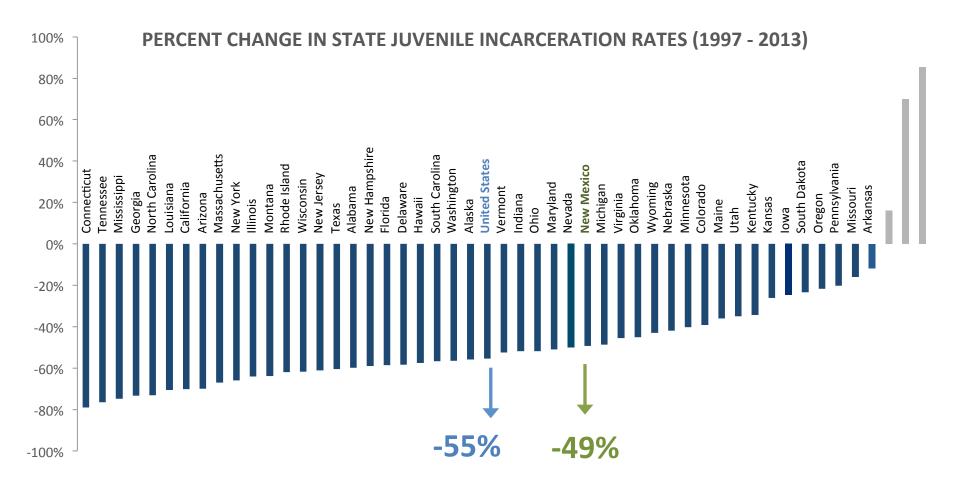


01 Background and Overview

O2 New Mexico's Juvenile Justice System at a Glance

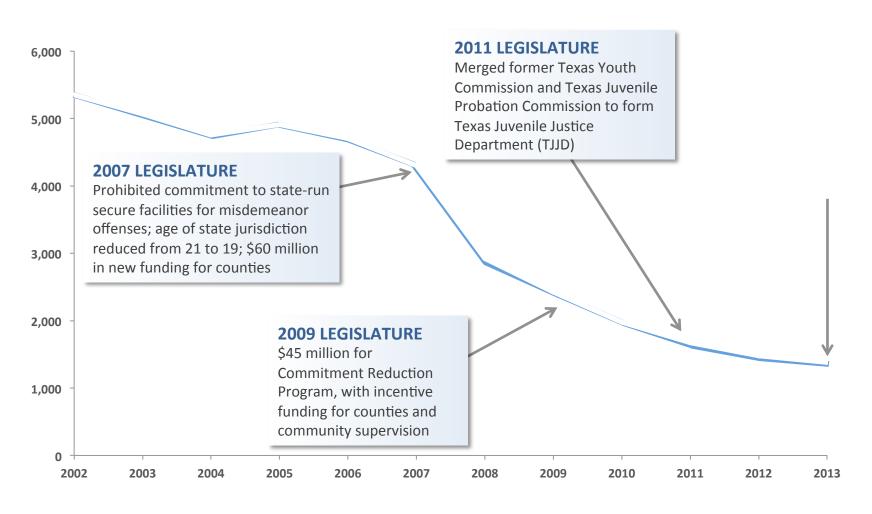
O3 Process, Timeline, and Next Steps

States' juvenile incarceration rates have declined dramatically



Texas case study: reforms contributed to decline in juvenile incarceration rates

REFORM HIGHLIGHTS and AVERAGE DAILY POPULATION IN STATE-RUN SECURE JUVENILE FACILITIES



Texas case study: CSG Justice Center used more than 1.3 million records to analyze recidivism rates for similar groups of youth

Juvenile Probation and Secure Confinement Data



Criminal History and Prison
Admission Data



Two Closer-to-Home Study Cohorts

- 899,101 records
- 452,751 juveniles
- Dispositions and secure releases

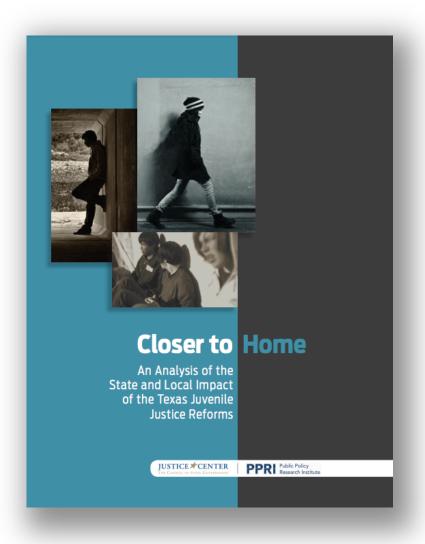
- 408,312 records
- 242,541 juveniles
- Arrests and incarcerations

- Pre-reform cohort:27,131 juveniles
- Post-reform cohort: 31,371 juveniles

"Apples to apples" comparison of youth eligible for incarceration:

- Youth supervised in the community
- Youth released from state-run secure facilities

Texas case study: youth kept closer to home have better outcomes



One-Year Probability of Rearrest

Released from State-Run Secure Facilities 41%

Supervised in the Community 34%



21% more likely to be rearrested

First Recidivism Offense a Felony

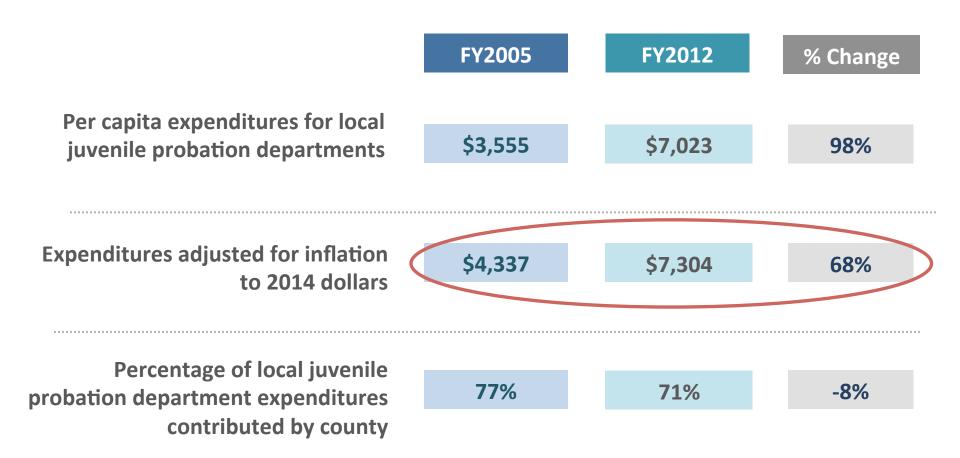
Released from State-Run Secure Facilities 49%

Supervised in the Community 17%



3x more likely to commit a felony when recidivating

Texas case study: per capita funding for county juvenile probation departments increased significantly after reforms



Texas case study: rearrest rates for youth on probation were comparable regardless of intervention and did not improve after reforms

INTERVENTION TYPE	PRE-REFORM STUDY GROUP One-Year Probability of Rearrest	POST-REFORM STUDY GROUP One-Year Probability of Rearrest	
State Incarceration	41%	41%	
Skill-Based Program	29%	27%	
Treatment Program	28%	30%	
Surveillance Program	31%	29%	
Secure County Placement	33%	34%	
Non-Secure County Placement	35%	 35%	
No Intervention	33%	 32%	

Common challenges to improving youth outcomes include:

Identifying the gaps in services available to youth Matching youth to appropriate services based on youth risk and needs Implementing programs and practices with **fidelity**

Evaluating program effectiveness in a systematic way

The CSG Justice Center hosted a 50-state forum focused on improving outcomes for youth in the juvenile justice system

WHO	Four-person interbranch teams of government leaders from every state
WHAT	Convening to develop statewide plans to improve outcomes for youth under juvenile justice supervision
WHERE	Austin, Texas
WHEN	November 9 -10, 2015
HOW	Supported by the MacArthur Foundation and conducted in partnership with Office of Juvenile Justice and Delinquency Prevention (OJJDP)

New Mexico State Team

- Gail Chasey, State Representative, New Mexico Legislature
- Nick Costales, Deputy Director, New Mexico Children, Youth & Families Department
- Kelly Jo Parker, Chief Juvenile Probation Officer, Bernalillo County
- Marie Ward, District Court Judge, Second Judicial District Court

The Improving Outcomes for Youth: A Statewide Juvenile Justice Initiative seeks to assist states in addressing the following questions:

> How well do our resources. policies, and practices align with what the research says works to reduce recidivism and improve other youth outcomes?





What recidivism and other outcome data does our state track for youth under the supervision of the juvenile justice system?



To what extent are leaders from the three branches of state government working together and in partnership with local governments to improve outcomes for youth under juvenile justice supervision?

New Mexico state leadership requested technical assistance from the CSG Justice Center through the Improving Outcomes for Youth Initiative

COMMITTEES:

Rules & Order of Business

Safety & Civil Affairs



State of New Mexico House of Representatives Santa Fé

DON TRIPP Speaker of the House R - Catron, Socorro & Valencia District 49

Socorro, NM 87801 Office Phone: (575) 986-4782 Home Phone: (575) 835-0766 E-mail: trippsdon@netscape.net

April 7, 2016

Mr. Joshua Weber Director, Juvenile Justice Program The Council of State Governments Justice Center 4630 Montgomery Ave, Suite 650 Bethesda, MD 20814

Statewide Juvenile Justice Improvement Initiative

Dear Mr. Weber:

I am writing to express my support, as a member of the New Mexico State Legislature, for our state's pending application for the Council of State Governments Justice Center's Statewide Juvenile Justice Improvement Initiative.

If selected, members of the legislature will serve on a bipartisan inter-branch leadership task force to oversee an assessment of our current system and participate in developing recommended reforms. Our legislature has a history of partnering with the Children Youth and Families Department as well as local communities to imbed juvenile detention alternatives in state law. We have also been committed to maintaining funding for youth and family services even during tough economic times when virtually every other area of state budget has been cut.

New Mexico has one of the largest per capita adult jail populations in the country and we are well aware that we need to address youth recidivism if we are ever to bring our adult population under control. I have a particular interest in improving outcomes for youth. In addition to serving as the Speaker of the House, I have served on our local Juvenile Justice Continuum Board since April 1, 2012.

Although I was unable to attend the meeting with your colleagues in Santa Fe last month, please be assured that there is broad support for participation in a process to examine what we are doing and how we can improve so that fewer of our youth become repeat offenders or otherwise diverted in to the justice system.

Speaker



CHIEF JUSTICE BARBARA J. VIGIL JUSTICES PETRA JIMENEZ MAES EDWARD L. CHÁVEZ JUDITH K. NAKAMURA P.O. BOX 848 SANTA FE, NEW MEXICO 87504-0848

JOEY D. MOYA, ESQ (505) 827-4860 FAX (505) 827-4837

March 16, 2016

Mr. Joshua Weber Director, Juvenile Justice Program The Council of State Governments Justice Center 4630 Montgomery Ave, Suite 650 Bethesda, MD 20814

RE: Statewide Juvenile Justice Improvement Initiative

Dear Mr. Weber:

On behalf of the Supreme Court of New Mexico, the New Mexico Association of Counties (NMAC), and the New Mexico Children, Youth and Families Department (CYFD), we would like to convey our deepest appreciation to Ms. Nancy Arrigona and Ms. Nina Salomon for their recent visit to New Mexico and the time they spent with our state's leaders. Ms. Arrigona and Ms. Salmon's professional expertise excellent facilitation skills made our leadership team meetings and small groups discussions both informative and productive.

Please accept this letter as confirming our interest in participating in the Council of State Governments (CSG) Justice Center's Statewide Juvenile Justice Improvement Initiative. If selected for this initiative, we commit to:

- · Establishing a bipartisan, interbranch leadership task force to guide this
- · Continuing and expanding our ongoing efforts to share available juvenile justice and other service system data; and

Following a national competitive process, New Mexico was selected by OJJDP for participation in this initiative

NV (2016) 18 States — 8 States NM (2017) Submitted letters of Received site visits Selected to receive intensive interest technical assistance through the Improving Outcomes for Youth Initiative

Key Reasons for Selecting New Mexico

- Leadership of Governor Martinez, Secretary Jacobson, Justice Vigil, and Representative Chasey
- Strong history of collaboration across branches of government
- Prioritization of juvenile justice reform

The Improving Outcomes for Youth initiative can build upon New Mexico's history of implementing reforms to strengthen the juvenile justice system

- Implementation of the Juvenile Detention Alternatives Initiative (JDAI)
- Adoption of the Cambiar model for state facilities
- Increased appropriations for CYFD and juvenile justice services
- Funding of community-based services through local continuum boards

Governor Martinez supported the establishment of a Statewide Juvenile Justice Improvement Committee to identify ways to strengthen public safety and improve outcomes for youth

Secretary Monique Jacobson, Co-Chair **Children, Youth & Families Department**

Justice Barbara Vigil, Co-Chair Supreme Court of New Mexico

Lancing Adams, Office of Governor Martinez

Ben Baur, New Mexico Public Defender's Office

Representative Gail Chasey, New Mexico Legislature

Nick Costales, New Mexico Children, Youth & **Families Department**

Amber Hamilton, Roosevelt County

Senator Gay Kernan, New Mexico Legislature

Traci Neff, San Juan County Juvenile Services

Jennifer Padgett, 1st Judicial District

Grace Philips, New Mexico Association of Counties

Judge Freddie Romero, 5th Judicial District

Representative Patricio Ruiloba, New Mexico Legislature

Secretary Hanna Skandera, New Mexico Public **Education Department**

Britt Snyder, Chaves County Sheriff's Office

Craig Sparks, Bernalillo County Youth Services Center

Sharon Stover, Los Alamos County

Raúl Torrez, 2nd Judicial District

Judge Roshanna Toya-Lucero, Pueblo of Isleta

Judge Marie Ward, 2nd Judicial District

Secretary Scott Weaver, Department of Public Safety

Representative Monica Youngblood, New Mexico Legislature

The Improving Outcomes for Youth initiative has three phases designed to identify and advance policies, practices, and funding to improve outcomes for youth

> Analyze quantitative data

Review policy and practice

Present systemimprovement recommendations and adopt new policies

With support from the CSG Justice Center, the committee will play a critical role in the success of this initiative

COMMITTEE RESPONSIBILITIES

CSG JUSTICE CENTER RESPONSIBILITIES

Oversee initiative and scope of work

Provide strategic direction on policy option development

Reach consensus on policy options

Identify juvenile justice system priorities

Pass package of reforms in 2018 session and identify other mechanisms for policy change

Provide dedicated staff to New Mexico

Analyze system data and conduct extensive interviews/focus groups

Deliver findings, present recommendations, and assist with legislation

In NV, this initiative resulted in key policy changes being advanced through legislation, and a state budget request for an additional \$1.5 million to support these changes

Governor's bill, AB 472, introduced in 2017 legislative session

- 1) Requires use of risk and needs assessment to match supervision and services and inform case planning, reentry planning, and placement decisions
- 2) Requires state funding to be used only for services that are evidence-based and establishes an evidence-based resource center
- 3) Improves and standardizes data collection and builds analytic capacity, and establishes performance measures and requirements around quality assurance reviews

Identifying priorities for the Improving Outcomes for Youth Initiative in New Mexico

- What challenges do you hope to address through this process?
- What key changes would you like to see as a result of this initiative?

01 Background and Overview

New Mexico's Juvenile Justice
System at a Glance

O3 Process, Timeline, and Next steps

New Mexico's juvenile justice system is primarily the responsibility of the state

State (CYFD)

Prevention – Continuum Grants

Intake

Community Supervision

Secure Facilities

Reintegration Centers

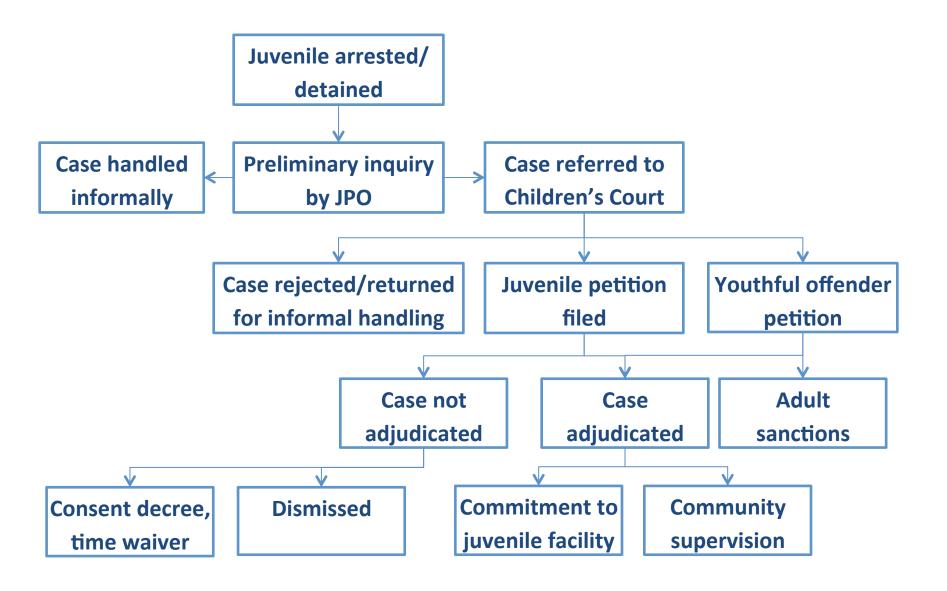
Aftercare Supervision

County

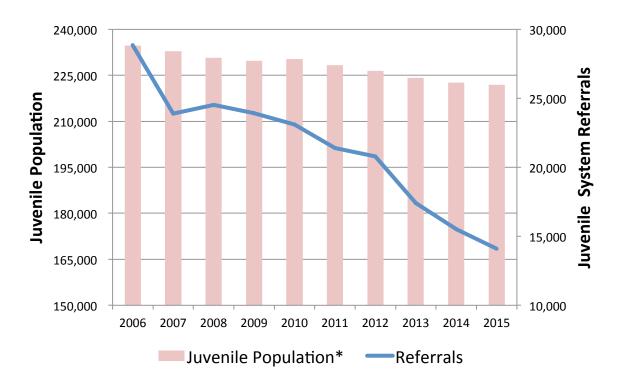
Prevention – Continuum Grants

Detention

The flow of youth through New Mexico's juvenile justice system



The juvenile population decreased by 5 percent from 2006 to 2015, while juvenile justice system referrals decreased by 51 percent during the same time period

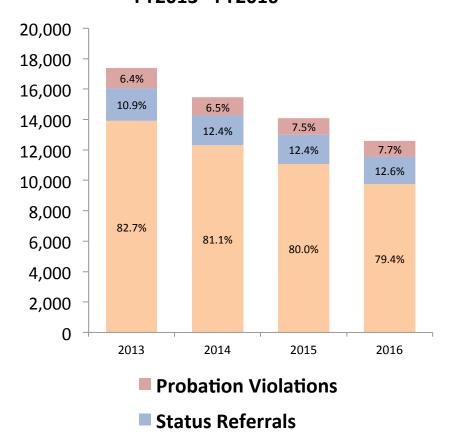


The rate of referrals to the juvenile justice system vary widely by county, from 11 per thousand youth in Mora County to 285 per thousand youth in Quay County

^{*}Puzzanchera, C., Sladky, A. and Kang, W. (2016). Easy Access to Juvenile Populations: 1990-2015. Online. Available: http://www.oiidp.gov/oistatbb/ezapop/ The juvenile age population is reported by calendar year, while juvenile referrals are reported by fiscal year.

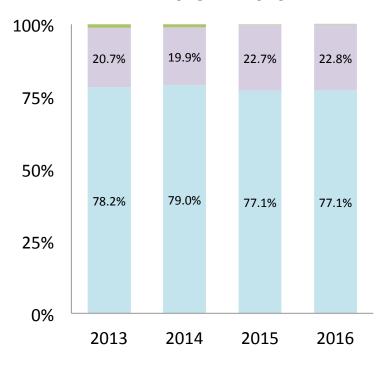
Most referrals to the juvenile system are for delinquent offenses, with misdemeanors accounting for the majority

Juvenile Justice Referrals by Referral Type FY2013 - FY2016



Delinquent Referrals

Delinquent Referrals by Offense Type FY2013 - FY2016

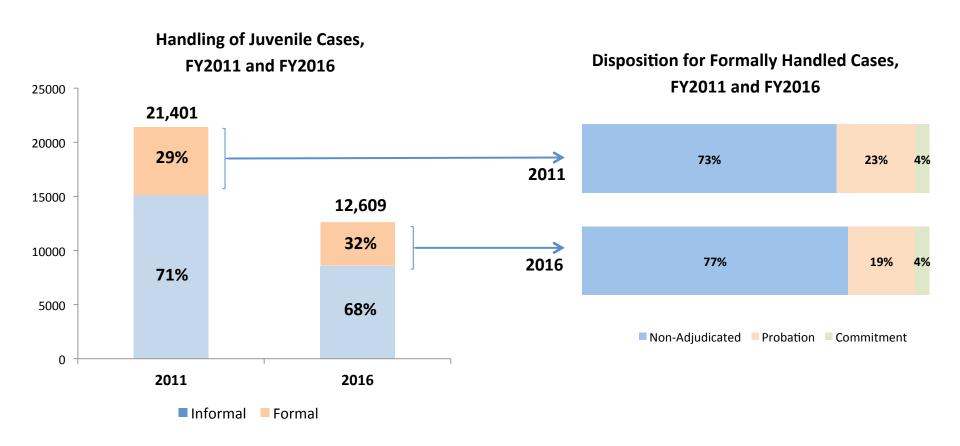


Misdemeanor

Felony

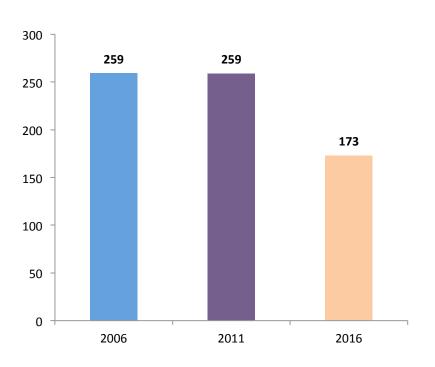
Other

The proportion of juvenile cases handled formally and disposed to probation or commitment has not changed since 2011



Admissions of youth committed to CYFD facilities has decreased by 33 percent since 2006

Youth entering CYFD facilities FY2006, FY2011 and FY2016



Elements of Cambiar New Mexico

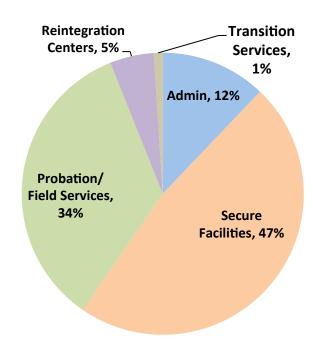
- Individual youth service plans
- Staff trained in clinical and therapeutic skills
- Smaller, secure regional facilities
- Smaller more nurturing living units in facilities
- Youth centered
- Rich programming, education, vocational services, and behavioral health services

Referrals to the juvenile system decreased by 41 percent between FY2011 and FY2016, while CYFD's Juvenile Justice Services budget increased by 11 percent during the same time period

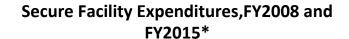
Juvenile Justice Services Budget and Youth Referred, FY2011 to FY2016

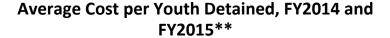


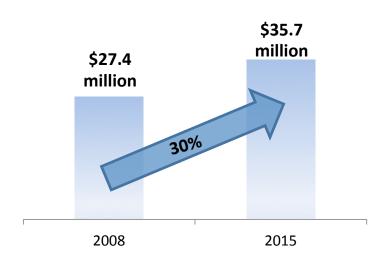
Juvenile Justice Services Budget by Type, FY2015

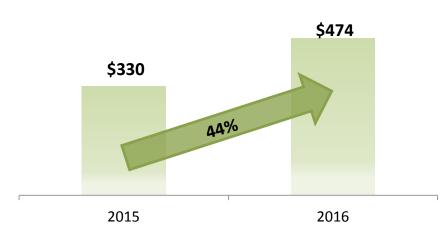


Spending on supervision and services has increased at multiple points in the system









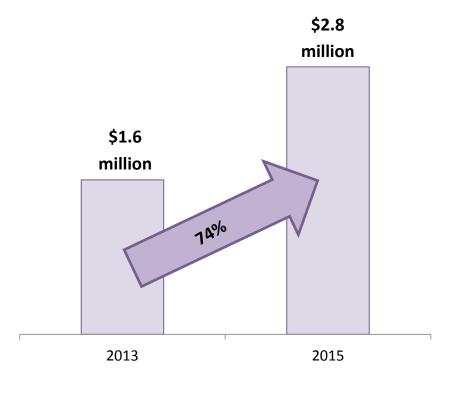
Average Cost per Youth Referred, FY2013 and FY2015*



2013

Overall expenditures for continuum grant services has increased

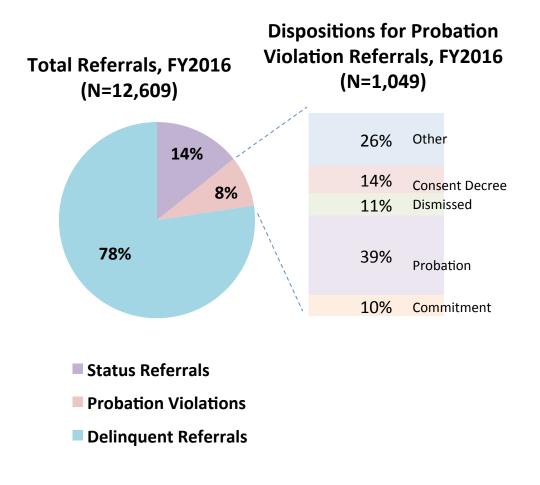
Continuum Grant Expenditures, FY2013 and FY2015*

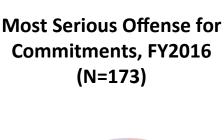


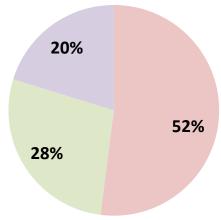
- Continuum grant spending ranged from \$103/youth in Cibola County to \$970/youth in Luna County
- 15% of state continuum grant funds (\$504,000) awarded to counties went unspent in FY2015

^{*}Expenditures as reported by CYFD, JJS

Probation violations account for only 8 percent of referrals, but more than half of all commitments



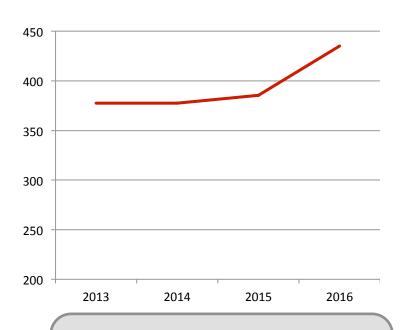




- Probation ViolationsFelony
- Misdemeanor

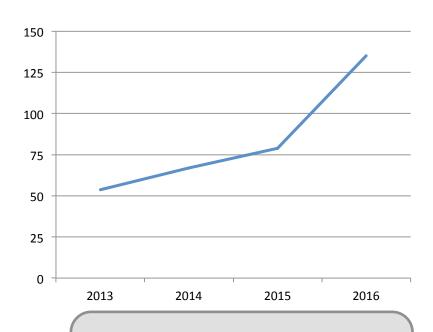
The average length of stay and the incident report rate for youth in secure facilities have increased in recent years

Average Length of Stay (LOS) in Days FY2013 - FY2016



The Average LOS in secure facilities **increased 15%** from 2013 to 2016

Disciplinary Incident Reports (DIR) per 100 Youth in Secure Facilities FY2013 - FY2016



The DIR rate in secure facilities increased 152% from 2013 to 2016

New Mexico lacks a comprehensive picture of recidivism rates for youth in the juvenile justice system

Recidivism Measures Currently Reported by CYFD JJS

Key Issues

Re-adjudicated within 2 years of previous adjudication

- Cohort tracked not clear, measure states clients receiving adjudication disposition but tracks probation population
- Youth with consent decree or time expired dispositions not tracked
- Tracks by case, clients may be duplicated
- Must have a break in service
- Cases not tracked into adult system

Recommitted to CYFD within 2 years of facility discharge

- Tracks by discharge, clients may be duplicated
- Re-adjudication to probation not tracked
- Cases not tracked into adult system

Enter adult corrections within 2 years of facility discharge at 18+

- Only captures clients 18 and older at time of discharge from JJS facility
- All convictions in the adult system are not tracked

None of these measures report information by race, offense, or risk level

Data on services for youth is limited, making it difficult to analyze youth outcomes and system performance

SERVICE TYPE	DATA COLLECTION STATUS
Court conditions and program participation for youth under probation supervision	Data entry not required in FACTS, information inconsistently entered
Services provided to youth handled informally	Data not collected in FACTS
Juvenile Community Corrections participation	Data collected but cannot be linked to FACTS
Continuum grant program participation	Aggregate data collected, cannot be linked to FACTS for JJ youth or to individual youth
Community residential placement	Data collected in FACTS but cannot be linked to specific cases
Program and service participation for committed youth	Limited data collected in stand- alone systems

Key takeaways from review of publicly available data

Fewer youth are under the supervision of New Mexico's juvenile justice system than at any time in the last decade

New Mexico is spending significant resources on youth under system supervision, with costs rising throughout the system

Though New Mexico has made positive advances in recent years, it still has difficulty determining whether resources are being used effectively for supervision and services, as data are not complete

Key takeaways from initial conversations with juvenile justice system leaders in 2016

Risk and needs assessments are not used consistently to guide disposition and service-matching decisions

There is a lack of appropriate and available services in the community, particularly in rural areas, and resource allocation for services is not always aligned with the needs of youth or with the research on what works

The intent and philosophy behind the Cambiar model is not fully aligned with the physical environment and programming available in all secure facilities

______ 0 _____

Current capacity is not adequate to conduct comprehensive system analyses to determine the effectiveness of supervision and services

Background and Overview

O2 New Mexico's Juvenile Justice System at a Glance

Process, Timeline, Next Steps

Emerging priority areas for assessment based on an initial data review and stakeholder conversations include:

Availability and effectiveness of services for youth who are supervised in the community, in facilities, and in aftercare, and the efficient use of state and local resources to support these services

Implementation of the Cambiar model and impact on youth who are committed and their outcomes

Tracking and reporting of system performance and youth outcomes, and the use of data to guide policy and funding decisions

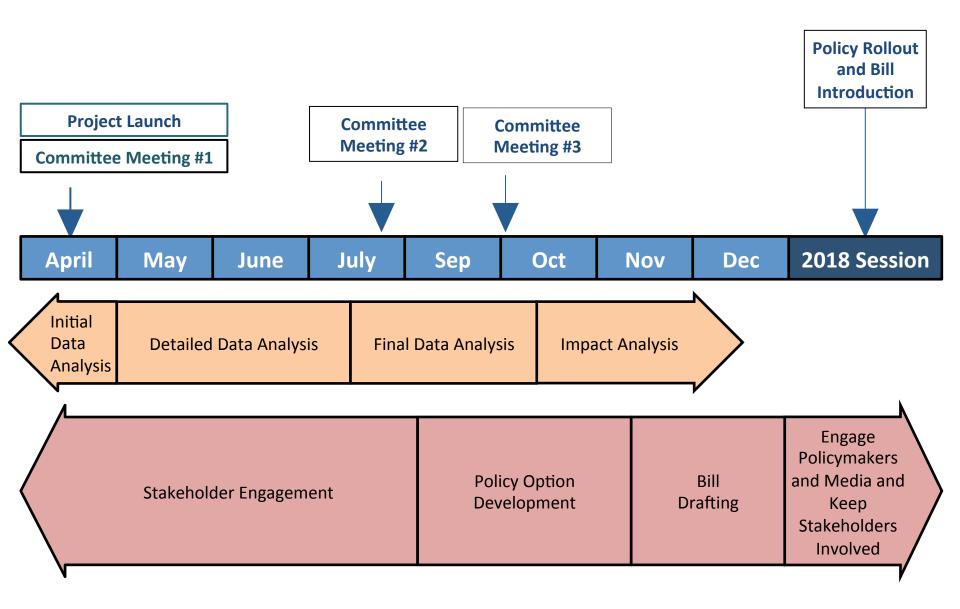
Assessment findings will be based on detailed case-level data from many sources

Data	Source	
Continuum Grant Data	Juvenile Justice Advisory Committee CYFD, Juvenile Justice Services	
Statewide Probation and Juvenile Community Corrections Data	CYFD, Juvenile Justice Services	
Commitment and Transition Data	CYFD, Juvenile Justice Services	
Adult Corrections/Probation and Parole Data	New Mexico Corrections Department, Sentencing Commission	
Arrest and Criminal History Data	New Mexico Department of Public Safety	

Assessment findings will also reflect feedback from extensive interviews and focus groups with an array of system leaders

August 2016 Site Visit	 CYFD leadership County managers and administrators Juvenile court judges District attorneys/public defenders State legislators Sentencing Commission JJAC members
April 2017 Site Visit	 Committee members CYFD leadership Continuum Board members Legislative Finance Committee
May- July 2017 Site Visit(s)	 Youth/family focus groups Legislative Interim Committee Additional system stakeholders TBD

Improving Outcomes for Youth initiative timeline



Questions for committee consideration

- Are there other sources of data that our team should examine?
- Are there additional individuals and organizations that should be involved in the process?
- What are the pros/cons of developing working groups or subcommittees focused on particular issues?

Thank you

To receive newsletters on juvenile justice and other announcements, please visit our website: csgjusticecenter.org/subscribe

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