

Juvenile Justice Policy and Data Board

Community Based Interventions Subcommittee

August 13th
10am – 12pm

Agenda

- Welcome and Introductions
- Approval of Minutes from July Meeting
- Presentation on Diversion Data
- Funding Models from Other States
- State Funding for Community-Based Services for Youth: FY20 Budget
- Presentation from DYS re: JDAI Grants
- Discussion

DIVERSION DATA COLLECTION IN MA

Current Diversion Data Availability

Data Point	Data Holder	Availability
Police Diversion	<ul style="list-style-type: none"> Local Police Departments EOPSS (Partial) 	<ul style="list-style-type: none"> EOPSS has data reported to NIBRS; however: <ul style="list-style-type: none"> Not all agencies use NIBRS yet NIBRS allows for limited reporting of diversion but concerns re: data quality NIBRS categories are limited
Clerk Magistrate Diversion	Trial Court	<ul style="list-style-type: none"> Data on Clerk Magistrate Diversion not available due to data inconsistencies
DA Diversion	District Attorneys	<ul style="list-style-type: none"> All DAs collect at least some data on use of diversion Data not currently available OCA working with MDAA to collect basic data – outcome TBD
Judicial Diversion	Trial Court	<ul style="list-style-type: none"> Not available due to data inconsistencies
Diversion Program Outcomes	Varies widely	<ul style="list-style-type: none"> Some programs report on outcomes No standardized process for collecting or reporting outcome data

FUNDING MODELS IN OTHER STATES

Overview

- OCA looked for examples of states that have made substantial recent investments into community-based interventions for justice-involved youth
- Questions:
 - Where did funding come from? (Source)
 - How is funding distributed? (Method)
 - How is funding used? (Allocation)

Funding Sources

- Juvenile Justice Reinvestment
 - Moving funds from secure commitment to community-based services
- Dedicated Fee
- State General Fund
- Re-Allocation of Existing Funds for CBIs
- Leveraging of federal Medicaid funding

Juvenile Justice Reinvestment

KENTUCKY

- Savings from reductions in populations at secure facilities following reform legislation are reinvested in community-based services
- 25% of savings go to grants to community-based programming (\$1 mil in 2018)

KANSAS

- Started with \$2 million upfront investment to expand evidence-based programming for delinquent youth combined with reforms to reduce out-of-home placement
- Legislation requires that 100% of savings from reduction in use of secure detention fund local evidence-based alternatives to out-of-home placement

SOUTH DAKOTA

- Began with upfront investment of \$2.9 million combined with reforms to reduce out-of-home placement
- State continues to allocate funding for community-based services
- Connection between savings and investment is conceptual rather than direct/formula-based

Other Revenue Sources

CALIFORNIA (Fees & General Fund)

- Juvenile Justice Crime Prevention Act (JJCPA - 2001)
 - Collects funds from a state vehicle license fee
 - ~ \$115 million each year goes to programs to prevent & reduce youth crime
- Youth Reinvestment Grant (YRG) Program
 - \$37.3 million from State General Fund for FY2018 specifically for diversion programming

CONNECTICUT (Funding Re-Allocation/General Fund/Federal Medicaid)

- 2002 report found that recidivism rates among justice-involved youth in contracted programs (mostly congregate care) were significantly *higher* than that of matched sample with no programming
- State closed poorly-performing program and began to fund new set of evidence-based programs
- State has also dramatically decreased detention/commitment populations
- CT leverages federal Medicaid funds for evidence-based community treatment programming

Distribution Methods

- **State-Procured Services (CT, SD, KS)**
 - State funds provision of evidence-based services (e.g. Functional Family Therapy-FFT; Multisystemic Therapy-MST) for target population across the state
- **Competitive Grant (KS, KY)**
 - Counties, organizations or regions submit proposals for use of funds
- **Formula Allocation (CA)**
 - Each county gets set amount based on population size
 - Some counties may then issue some or all of funding based on competitive grant process (e.g. Los Angeles)
- **Incentive Grants (SD)**
 - Counties are paid a set amount (e.g. \$250) per youth that is diverted to approved program
 - Goal is to incent county actors (e.g. DA, judge) to divert rather than push youth into state-funded juvenile justice services

A Quick Primer: Evidence-Based Services for Justice-Involved Youth*

- **Functional Family Therapy (FFT)**
 - Youth 11-18 at high risk of delinquency, substance use, disruptive behavior
- **Multisystemic Therapy (MST)**
 - Youth 12-17, including those with long/serious offending history
 - Very intensive family-and-community based treatment program
- **Dialectical Behavior Therapy (DBT)**
 - A form of CBT for high risk, multi-problem adolescents
 - This is the model currently used by DYS
- **Aggression Replacement Training (ART)**
 - Youth with history of serious aggression/anti-social behavior
- **Moral Reconciliation Therapy (MRT)**
 - Youth with justice involvement or substance use issues

**A non-exhaustive, no-endorsement-implied list of programs commonly used in juvenile justice field*

How Funding is Used

SOUTH DAKOTA

- \$4.3 million in FY17 from the reinvestment fund to expand evidence-based community services statewide
- Programs include:
 - Functional Family Therapy – available statewide
 - Aggression Replacement Therapy – 6 locations
 - Moral Reconciliation Therapy – 8 locations + telehealth
- Services available to justice-involved and ‘at risk’ youth via referral from state agencies, schools, parents or community programs

KENTUCKY

- 90% of funds allocated to competitive grant program for counties to establish evidence-based community programs that provide alternatives to out-of-home placement
- 10% to pay for one-time allotments to counties that did not receive competitive grants

How Funding is Used

KANSAS

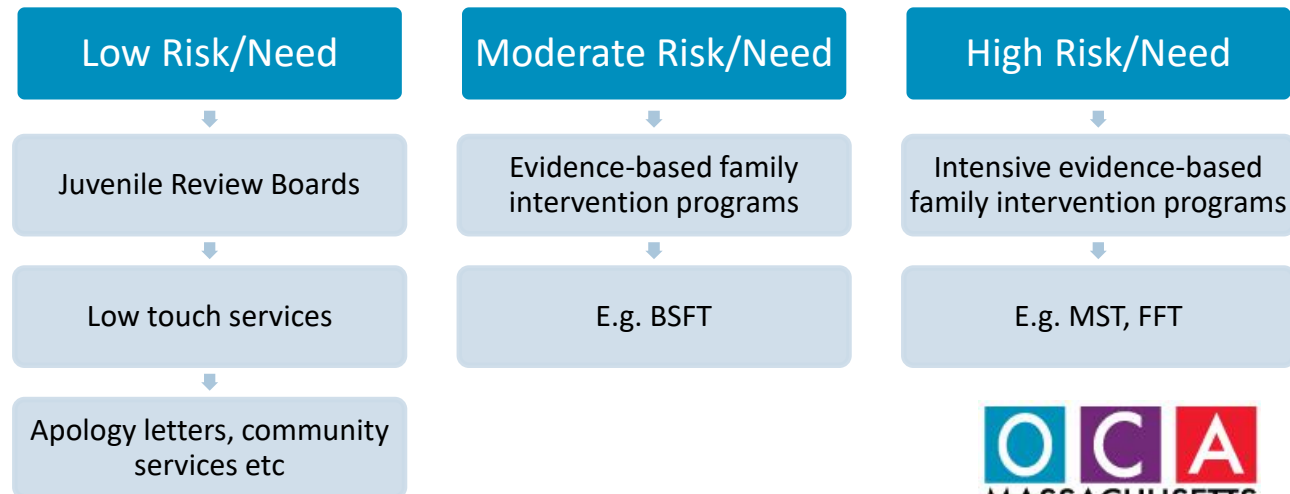
- Developed statewide contracts to provide programming for justice-involved youth (~\$2.5 mil/ year)
 - FFT (now offered statewide), MRT, ART and Community-Based Sex Offender Treatment
 - Youth Advocacy Program – wrap-around service coordination
- Formula-based County Grants (~3.2mil/year)
 - Examples include: Case mgmt, CBT programming, transportation, MH/SU treatment, family engagement
- Competitive Collaborative Regional Grants (~500K/year)

How Funding is Used

CONNECTICUT

- State funds an array of evidence-based family interventions (e.g. MST, FFT, BSFT, MDFT) through Court Support Services and DCF
- State also provides funding for service navigators (e.g. JRB staff, Clinical Coordinators, Case Review Teams)
- Youth are connected with appropriate programming based on rigorous screening & assessment process based on Risk-Need-Responsivity

Principles



How Funding is Used

California JJCPA

- JJCPA (2001) distributes ~\$115 mil per year to 56 counties on population-based formula
- Funds “delinquency prevention and crime control”
- Examples of funded programs include:
 - Community policing, SROs & probation service
 - Public housing
 - Park services
 - MH Screening/Treatment
 - After school programming
 - Community-based art programs
- Counties **statutorily** required to report data for evaluation efforts, including arrest rate, incarceration rate, probation violation rate, probation completion rate, restitution rate, and community service completion rate

JJCPA Example – Los Angeles

- Los Angeles County receives ~\$27 million per year
- Funding primarily goes to:
 - Enhanced Mental Health Services for justice-involved youth
 - Enhanced Services to High-Risk/High Need Youth
 - Enhanced School- and Community Based Services
- Newer programs include:
 - **Office of Youth Diversion and Development** (\$3 mil per year)
 - Provides for intensive youth case management services
 - Implementing pre-booking youth diversion
 - **Public-private partnership with community foundations** (\$3.2 million)
 - Community foundations will set up grant process for distributing funding to grassroots and emerging community-based organizations
 - Goal is faster distribution of funds and increasing access for smaller organizations
 - Prioritizing youth and family voice in distribution of funds

How Funding is Used

California Youth Reinvestment Grants

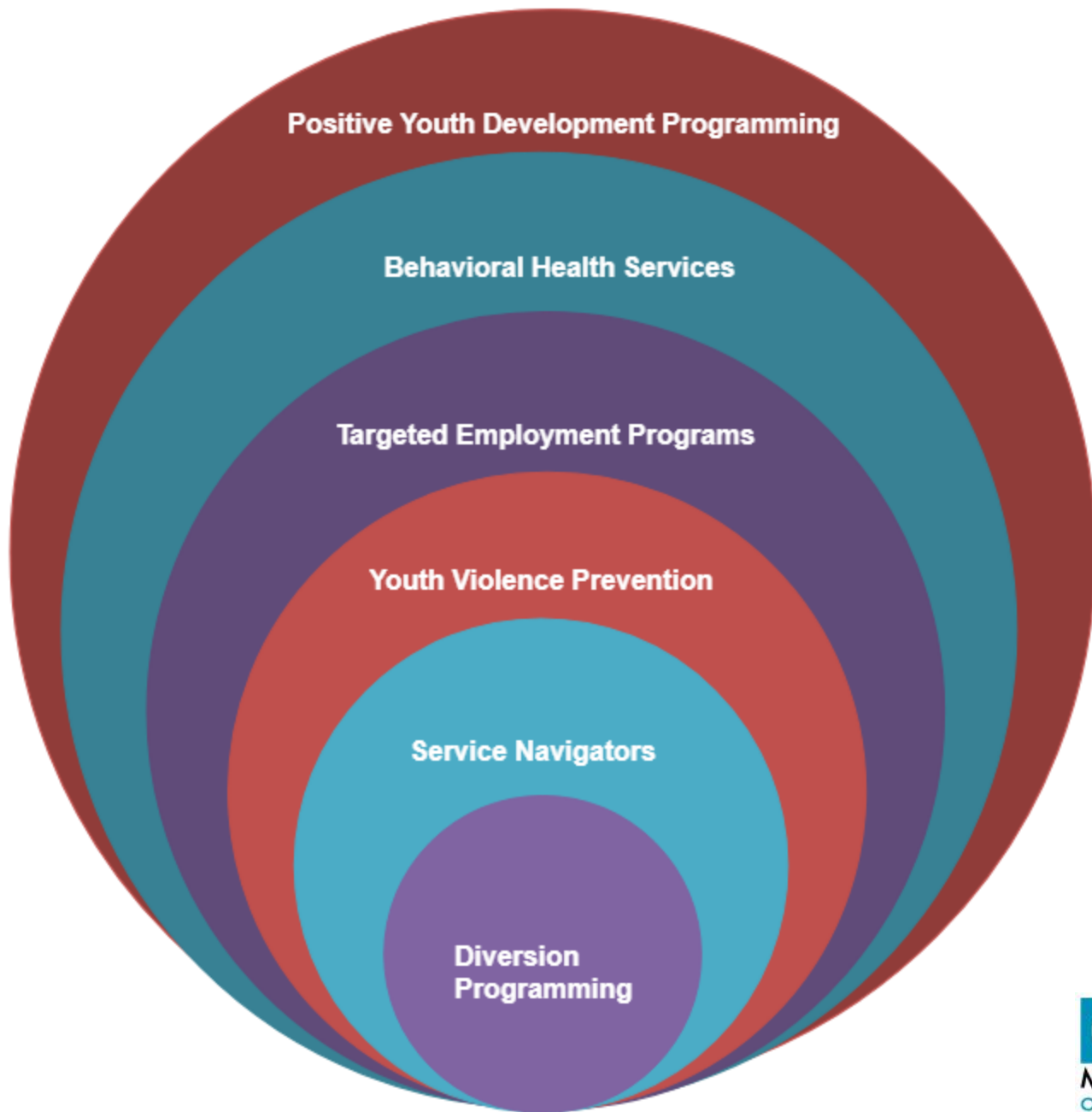
- In 2018, added \$37.3 million to CA State Budget for Youth Reinvestment Grant Program
- Funding specifically dedicated to trauma-informed, community-based diversion interventions
- Each city or county decides on “lead public agency” responsible for organizing local groups to implement the grant program
 - Lead agency gets up to 10% for coordination and implementation
 - Remainder (90%) must be passed to community-based organizations
- Qualifying organizations that receive funds provide diversion programs along with other services (educational, mentoring, behavioral/mental health)
 - 94% awarded through competitive grant process for programs in “underserved communities with high rates of juvenile arrests and high rates of RED within those juvenile arrests”
 - 3% awarded to Native American tribes for diversion programs
 - 3% for grant administration

Questions/Discussion?

**MA FY2020 STATE FUNDING FOR
COMMUNITY-BASED INTERVENTIONS**

Caveats

- Information drawn primarily from FY2020 budget documents & state website searches
- Individual agencies may spend operating funds on relevant programming/initiatives not specifically delineated in budget
- Awaiting answers to questions on proportion of funding dedicated to youth from some agencies
- Some rounding for brevity



Category Definitions

- **Diversion:** Funding specifically earmarked for programs designed to divert youth from further justice system processing
- **Service Navigators:** Funding for individuals who help identify services that at-risk youth need and/or coordinate or support access to services
- **Youth Violence Prevention:** Funds specifically focused on preventing/intervening to stop youth violence

Category Definitions

- **Targeted Employment Programming:** Funding for programs specifically designed to connect “high-risk” youth with employment & vocational training
- **Behavioral Health Services:** Funding for substance use, behavioral health and/or mental health services for youth.
- **Positive Youth Development Programming:** Funding for programs that support PYD (not specifically tied to justice-involvement/diversion)

Diversion

- **Probation:** \$350K^{^+}
- **DYS:** \$500K for RFK Detention Diversion Advocacy Program*
- **DESE:** \$100K for YouthCourt Programs*
- **DMH:** \$75,000 for YouthConnect (BPD)*

**FY2020 Total:
\$1.025 mil**

NOT INCLUDED:

- DA-Funded Diversion Programming
- Locally-Funded Diversion Programming
- Programs funded by other line items used for diversion but not specifically dedicated to diversion

*=Budget Earmark

[^]=Competitive Grant Program

⁺=Includes young adults (17-24)

Service Navigators

- **DMH:** \$7.46 mil for Juvenile Court Clinicians
- **DCF:** \$16 mil for FRCs (entire budget)
- **DCF:** \$500K for MHAP for Kids*
- **DESE:** \$2 mil SHARE school grants

**FY2020 Total:
\$25.96 mil**

NOT INCLUDED:

- DA-Funded Diversion Coordinators
- YAD Attorneys & Social Workers
- Case Mgmt Services provided by other line items

*=Budget Earmark

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+ =Includes young adults (17-24)

Youth Violence Prevention

- **EOPSS:** \$11 mil for Shannon^{^+}
- **EHS:** \$10.2 mil for SSYI^{^+}
- **DPH:** \$520K for Gun & Violent Crime Prevention^{^+}
- **DPH:** \$2 mil for Primary Violence Prevention^{^+}
- **DPH:** \$1 mil for DV and Sexual Assault Prevention[^]
- **DMH:** \$90K for NW Juvenile Firestarter Program^{*}

**FY2020 Total:
\$24.81 Million**

Funded Services Include:

- Service Navigation/Case Mgmt
 - Diversion Programs
 - Youth Jobs
- Law Enforcement (Hot Spots Policing, Targeted Prosecution)
 - Prevention/Awareness Education
 - Mentoring
 - Other PYD Activities

*=Budget Earmark

[^]=Competitive Grant Program

⁺=Includes young adults (17-24)

Targeted Employment Programming

- **EOLWD:** \$16 mil for YouthWorks+
- **EOLWD:** \$30K for Dudley Street Neighborhood Initiative*
- **DESE:** \$2.4 mil for YouthBuild+
- **DESE:** \$50K for More Than Words*+
- **DESE:** \$135K for “Gang to College Program” in Boston*+

**FY2020 Total:
\$18.615 mil**

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^=Competitive Grant Program
+=Includes young adults (17-24)

Behavioral Health Services

- **MassHealth:** \$262 mil for CBHI
- **DMH:** \$94 mil for Child & Adolescent Services
- **DPH:** *\$150 mil for BSAS#*
- **DPH:** *\$1.5 mil for family/early intervention#*
- **DPH:** *\$3.5 mil for prevention, intervention and recovery grants#*
- **DESE:** \$3.1 mil for Recovery High Schools

**FY2020 Total:
\$514.1 mil #**

*=Budget Earmark
^=Competitive Grant Program
+=Includes young adults (17-24)
#= This is full budget, not just portion dedicated to youth

Positive Youth Development

- **DPH:** \$7.1 for Secondary Violence Prevention Matching Grants (PYD Programming)
- **DESE:** \$1 mill for Mass Mentoring Partnerships*
- **DESE:** \$8.3 mil for After School/Out of School Programming^

**FY2020 Total:
\$16.4 mil**

*=Budget Earmark

^=Competitive Grant Program

+ =Includes young adults (17-24)

Additional Sources of Funding

- **EOPSS:** \$265 K in JJDP Federal Grants for Diversion/Alternatives to Detention[^]:
 - 69K For Salvation Army Bridging the Gap
 - 47K for South Coast Youth Court
 - 73K for Worcester DA DV Diversion Program
 - 76K for RFK Detention Diversion Program
- **EOPSS:** JJPD Grants for Law Enforcement/Youth Summer Day Programs: \$124K[^]
- **AG:** One-time funds from settlements
 - \$250K for MH services for high-risk youth in Franklin County
 - \$250K for UTEC
 - \$250K for New Bedford MHAP

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^=Competitive Grant Program
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Funding for Youth Detention & Commitment

- **DYS: \$178.6 mil**
 - **Secure facilities for committed youth: \$115.8 mil**
 - **Pre-trial detention: \$28.2 mil**
 - **Community-Based Services: \$24.8 mil**
 - **Overnight Arrest Facilities: \$2.4 mil**
 - **Enhanced salaries for teachers: \$3 mil**
 - **Administration: \$4.4 mil**

Juvenile Delinquency Breakdowns Not Available:

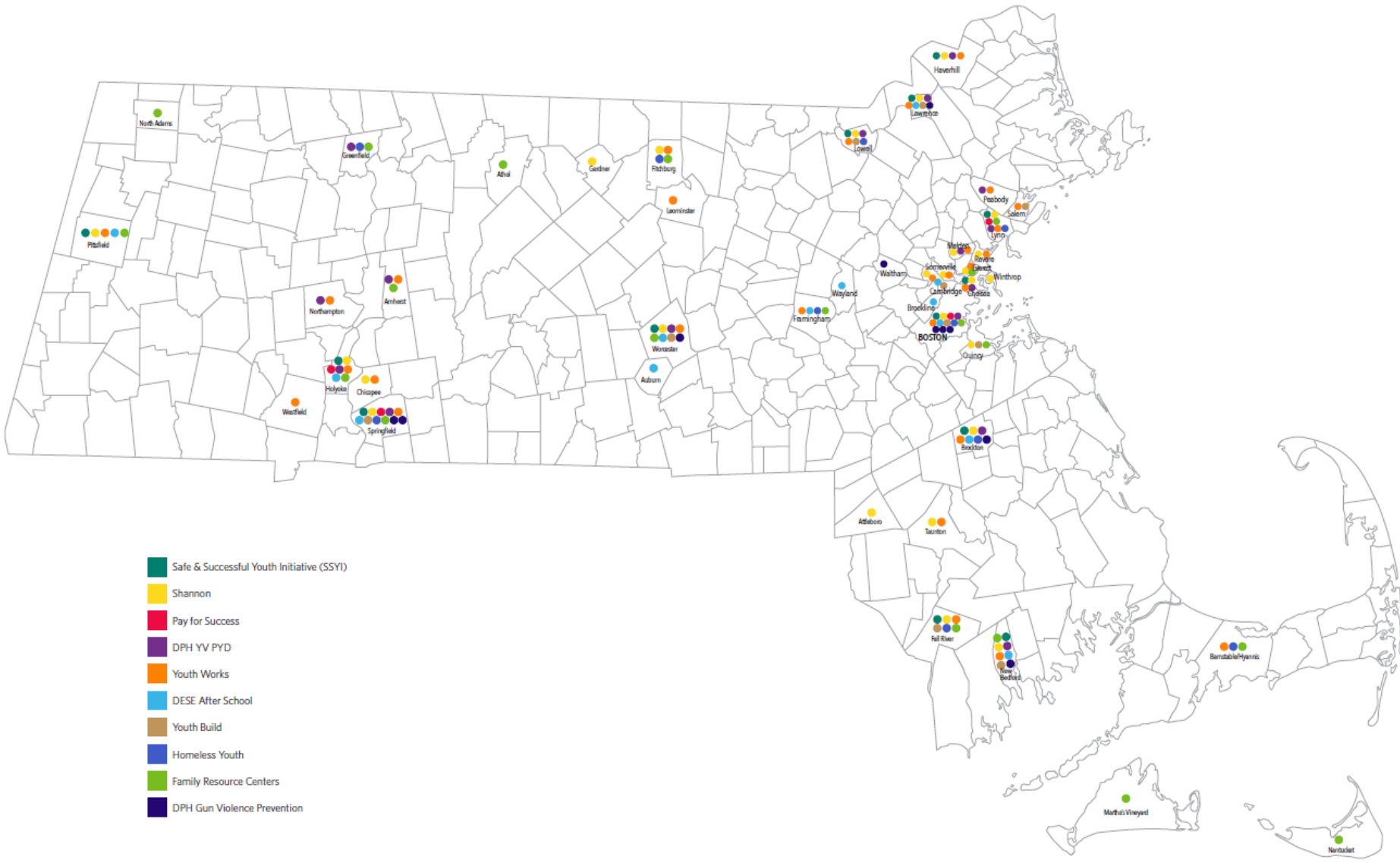
- Local Law Enforcement
- District Attorneys
- Youth Advocacy (CPCS)
- Juvenile Court
- Juvenile Probation

Funding Growth

- Funding for a variety of programs has grown in recent years, including:
 - Shannon Grants
 - Secondary Violence Prevention
 - Safe & Successful Youth
 - Family Resource Centers
 - Substance Use Services (BSAS)
 - After School/Out of School Grants
 - Youth Works (Jobs)
- *See MassBudget's Children's Budget for Inflation-Adjusted Funding History*

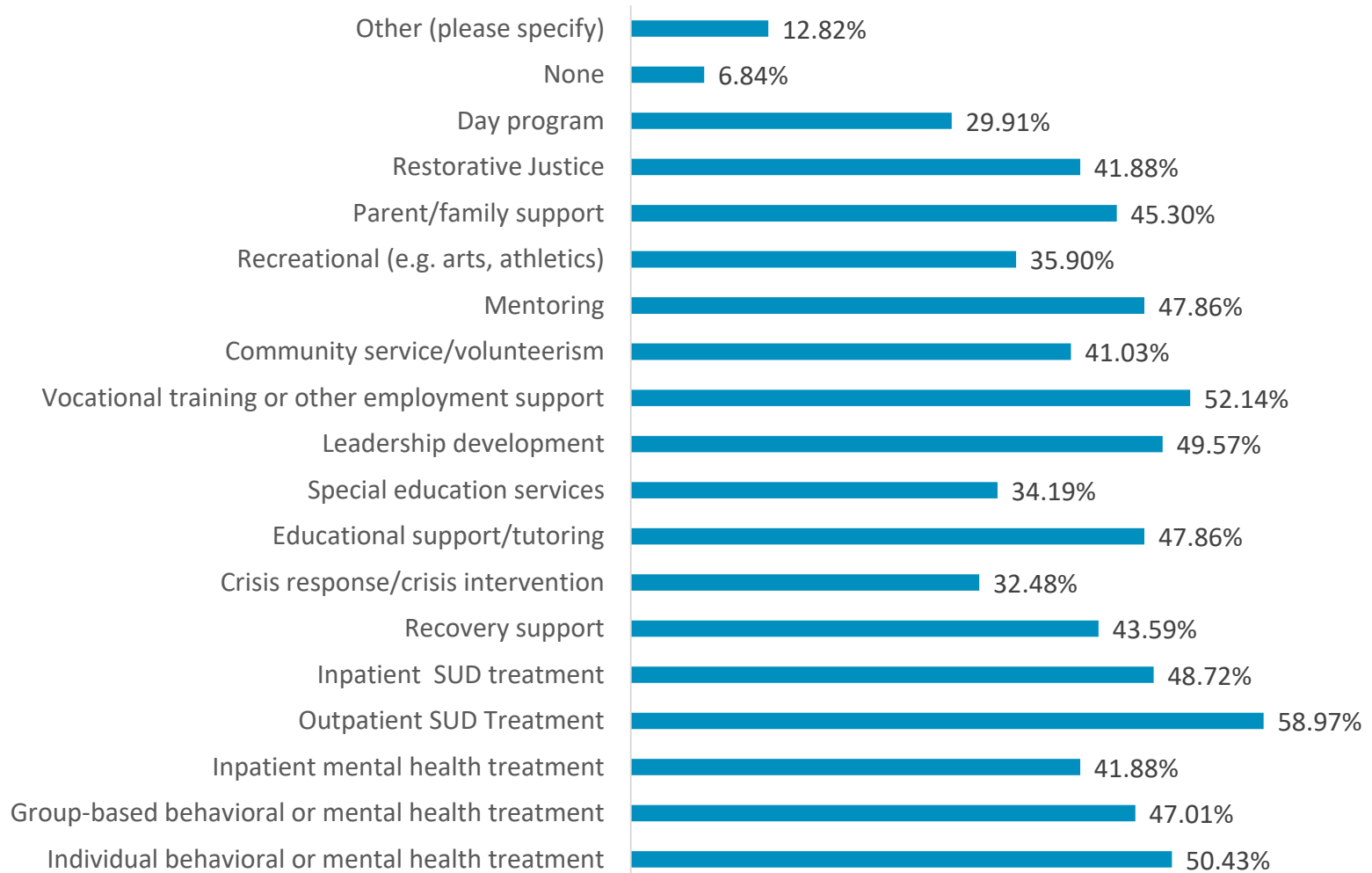
DRAFT YVPP MAP

Statewide Youth Violence Prevention Programs



REFERRER SURVEY REMINDER:

Percentage of Respondents Identifying Service Type is Under-Resourced in Their County



Service Availability & Utilization: Initial Takeaways

- There are gaps in referrer awareness of certain services
 - At the county level, it seems that services exist but not all respondents know about the services
- Referrers are aware of more services than they actually make referrals to
- Percentage of respondents who make referrals for behavioral health treatment is significantly lower in some counties
 - Is this driven by lack of need, lack of awareness, lack of availability, or respondent make-up?

Takeaways & Questions

- Diversion-specific state funding is very limited
- There has been growth in several line items that support programming that is/could be used for diversion
- Are there opportunities to make it easier to connect diversion-eligible youth to state-funded services?
 - Increased support for service navigation
- Do we have the right service array for target population(s)?
 - To what extent are funds spent on evidence-based services and/or targeted toward high risk/need youth?
- Programming clustered in urban areas
 - How to make programming more accessible in rural areas?

DYS PRESENTATION ON JDAI GRANT PROGRAM

Next Meeting Date

- September 16th, 2-4pm
- Please fill out Oct-Nov-Dec Doodle