



INTERIM REPORT
OF THE
JUVENILE JUSTICE COMMISSION
JANUARY 2008



Juvenile Justice Commission
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January 1, 2008

Governor Bill Richardson, Children Youth and Families Department, Secretary Dorian Dodson, State Legislators and Fellow New Mexicans:

As we submit this report, it is clear that the New Mexico juvenile justice system is at a crossroads. We believe there are two paths ahead: that of further criminalizing the state's juvenile justice system or working to create a comprehensive system that truly offers hope and help for New Mexico's troubled young people.

The first path leads to a traditional, punitive correctional approach in dealing with delinquent teens. The move toward this approach is evident in the sizable budget increase sought by the state's Department of Corrections. The assumption is that more adult beds will be needed, in part to house many of the youth currently in the juvenile justice system. There is very little consideration given for helping these children overcome their daunting life circumstances and choose a productive way of life.

The second path that lies before us is quite different. This path creates a system that gives youth the services and treatment they need early on, while keeping them close to home. Highly trained staff members create equitable, effective therapeutic environments within every aspect of juvenile justice. State and counties work hand-in-hand with families and communities to bring institutionalized children back home as fully functioning members of society. This is a path that yields a high return on taxpayers' investment and leads to safer, more productive communities.

The following report sets forth some preliminary observations and recommendations for creating a juvenile justice system that truly values New Mexico's greatest resource – our youth. The report is a result of hours of collaboration and conversation among juvenile justice experts and staff from every level and sector of juvenile justice. We are deeply grateful for their dedication, commitment and wisdom.

It has been an honor to participate in this historic Juvenile Justice Commission through its early deliberations. We want to thank you and the members of the commission for the trust and hope placed in this process. While much work remains to be done, it is clear that New Mexico is poised to lead our nation in meaningful juvenile justice reform.

Sincerely,

Thomas E. Swisstack, Director
Bernalillo County Juvenile Detention Center

Honorable Tommy Jewell, (Ret.)
Facilitator,
Juvenile Justice Commission

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EXECUTIVE SUMMARY

In November, 2006, Children, Youth and Families Cabinet Secretary Dorian Dodson called for a Juvenile Justice Commission to be created in New Mexico. This innovative working group was charged with evaluating the juvenile justice system from first point of contact to intake to release. The 10-member commission was also tasked with ensuring that its recommendations supported the state's agreement with the American Civil Liberties Union and that it considered recommendations made by the New Mexico Legislative Finance committee. This interim report covers the initial working period in which the commission focused on youth in committed institutions. Approximately 300 youth are currently housed in eleven (11) facilities: the Youth Diagnostic and Development Center, the Boys' Reintegration Center and the New Mexico Girls' School in Albuquerque, the John Paul Taylor Center in Las Cruces, Camp Sierra Blanca near Ruidoso, Area One in Springer, Santa Fe and San Juan regional facilities, and reintegration centers in Carlsbad, Alamogordo and Eagles Nest. The map on page 4 provides a summary of each secure site's services and capabilities. The map on page 5 shows where the facilities are located by healthcare collaborative region. Please note that the reintegration center near Alamogordo will no longer be available to CYFD effective May 1, 2008.

Eight subcommittees made up of probation, parole and correctional officers, facility line staff and managers, legislators, members of the Children's Court and experts in human relations, education, mental health and health care were assigned specific areas of study. Subcommittees made recommendations on the following topics: facility accreditation, facility use and security, staff development and empowerment, staff recruitment and retention, staff training, behavioral health services, and education for youth within facilities.

Detailed recommendations from each subcommittee are found in this report. Subcommittee proposals are summarized in the following key recommendations:

- Provide a stand-alone system of juvenile justice services in regional areas throughout the state, allowing youths to remain close to their families and communities throughout probation, diagnostic testing, commitment and aftercare. For the purpose of this discussion, “stand-alone” means that every facility will be able to provide all or almost all of the needed services under its own roof instead of having to rely on other JJS facilities
- Accredite every secure state and county facility through two national accrediting bodies: the American Correctional Association and the National Commission of Correctional Health Care
- Decentralize behavioral health care services. Create a standardized, comprehensive set of diagnostic tests to be administered in each region, including current 15-day evaluations
- Give facility superintendents greater autonomy, empowering them to choose the programs, services and safety protocols that best fit their population, environment and community within national best practice standards
- Create a central, residential training academy for all juvenile justice and county detention employees that includes separate education tracks for educators, management, health care providers and administrators
- Increase pay for juvenile correctional officers and juvenile probation and parole officers in order to build a more skilled, stable workforce
- Provide a seamless educational process for youth transitioning into and out of the juvenile justice system. Provide educational programs equal to those in public schools

In addition to the subcommittees' recommendations, the Juvenile Justice Commission recommends the following:

- Create age appropriate programming for committed youth. Committed youth ages 17 through 21 now account for 65 percent of all committed juveniles. This age group has unique behavioral, therapeutic and educational needs that will only be met through age-appropriate programming
- Create a system to foster and monitor continuous improvement in the juvenile justice system
- Integrate two and four year higher education institutions into ongoing juvenile justice system development

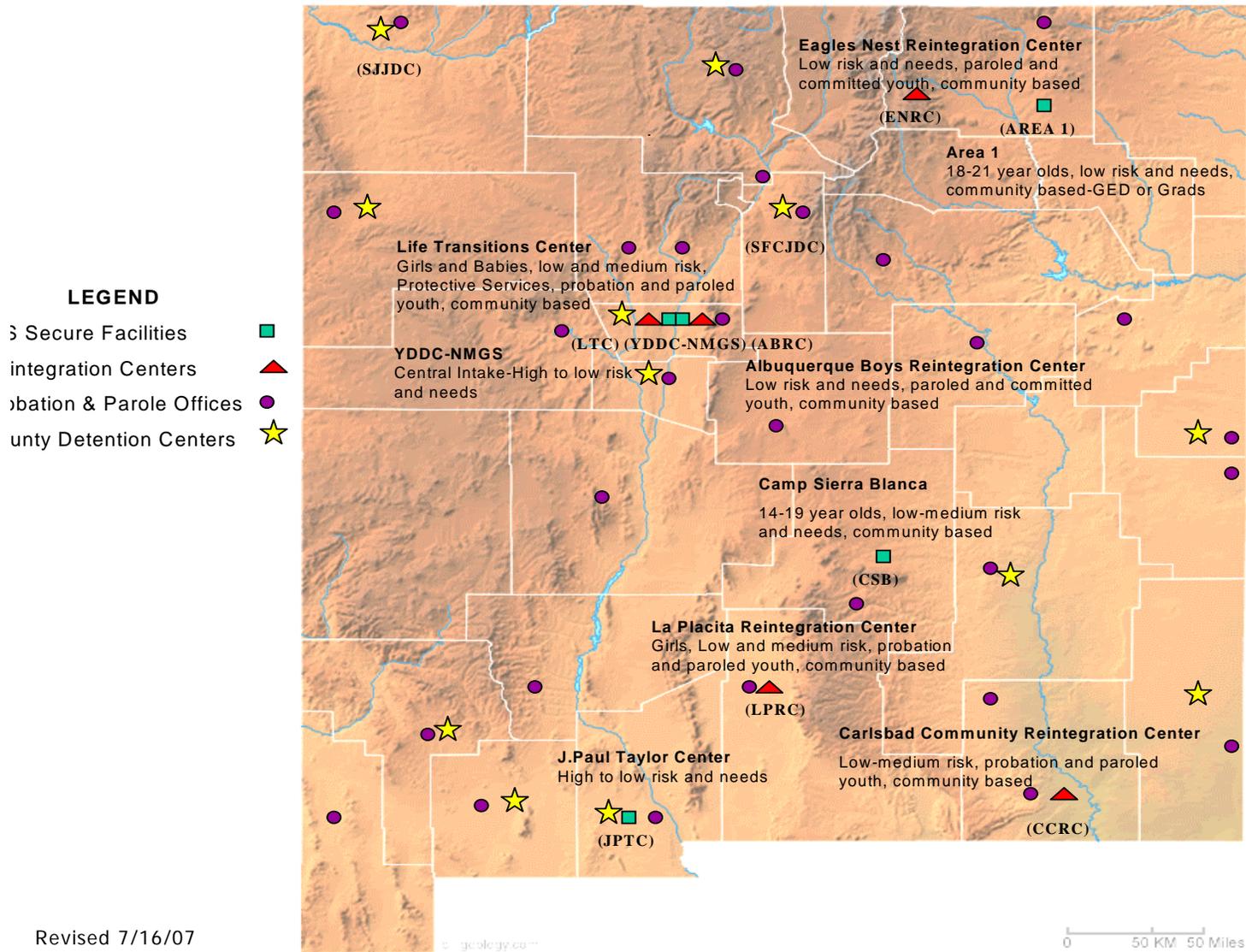
Since 2000, New Mexico has made significant strides in improving its juvenile justice system, following patterns of successful juvenile detention reform nationwide. In New Mexico, the number of committed youths has dropped from over 600 to less than 300. The number of available beds has also been reduced. Community-based programming is intended to reduce our reliance on incarceration, allowing youth and their families to get the help that they need at home. Efforts at reforming pre-trial detention have yielded modest results in reshaping the system.

The Bernalillo County Juvenile Detention Center (BCJDC) is at the forefront of the national detention reform movement and is a starting point for continued statewide reform. Under the leadership of Rep. Tom Swisstack (BCJDC Director), the center became one of four Annie E. Casey model detention reform sites in 2005.

Since 1999, BCJDC has lowered its average daily population from 120 to 58, reduced the number of youth booked into the facility each year from 2,697 to 1,516 and shortened the number of days youth are held in secure detention. BCJDC reforms were based on the Casey Juvenile Detention Alternative Initiative model which includes: finding alternatives to incarceration, expediting case processing, focusing on reducing racial and ethnic disparities and improving conditions of confinement.

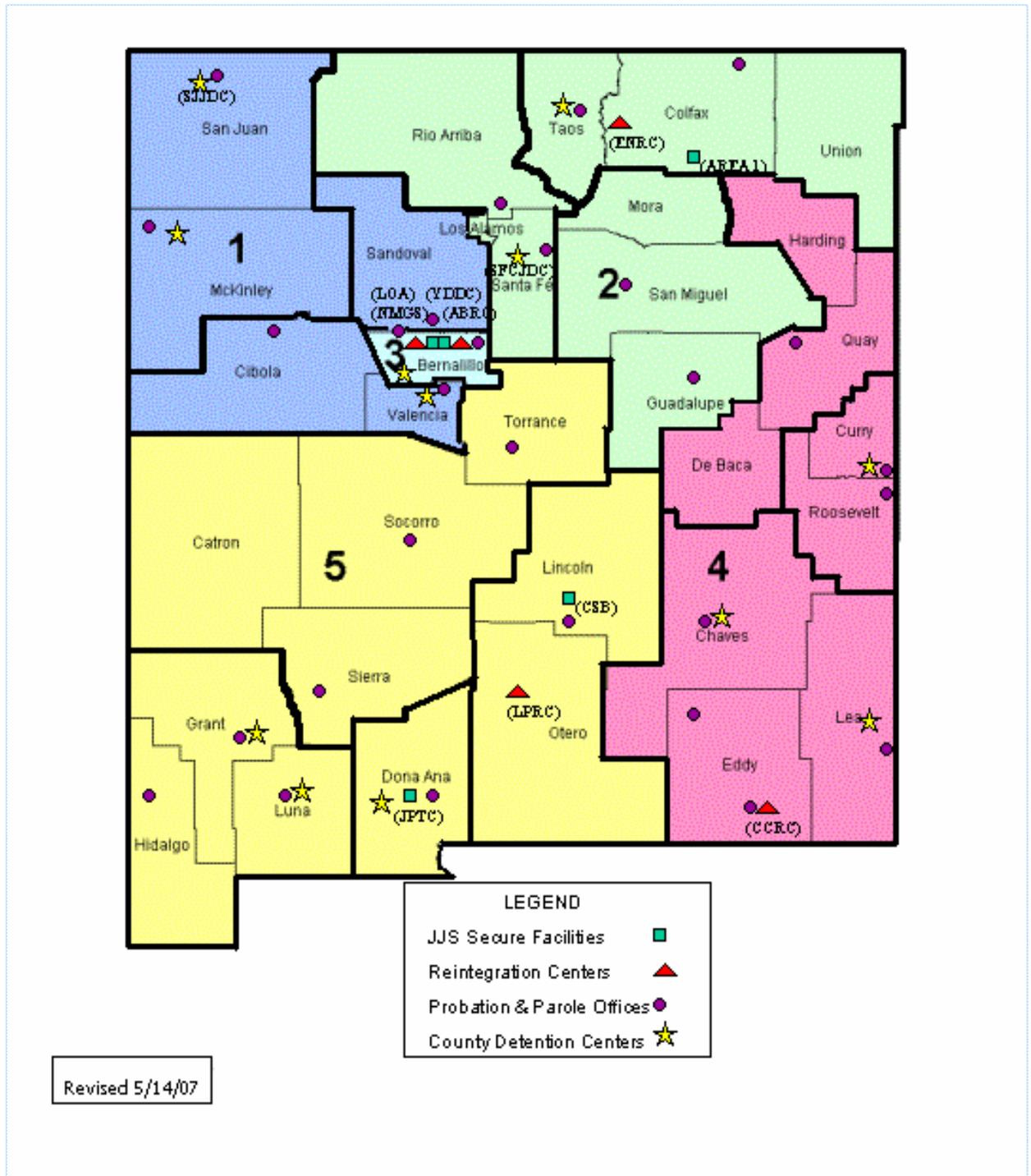
Building a high-quality juvenile justice system in our state will require a long-term commitment from legislators, state departments, members of the juvenile court system, and county and community leaders and families. However, it is a challenge that can be met. Together, we can help at-risk children overcome their hardships and become productive members of society.

MAP II-A – JJS Facility Map of Services and Capabilities



Revised 7/16/07

Map II-B -- Map of Juvenile Justice Facilities



Juvenile Justice Commission Guiding Principles

- Youth should be treated with respect and kindness, recognizing their need for safety and stability
- Staffs who work most closely with youth and families should have a powerful voice in decisions regarding policy and operations
- Communities should be part of a seamless juvenile justice system that includes families, service providers and every level of Children, Youth and Families' staff
- Juvenile justice leadership should foster open communication inside and outside the system and value innovation and change
- Fairness demands gender specific services and intentional efforts to reduce significant racial and ethnic disparities among youth in the state's juvenile justice system

JUVENILE JUSTICE COMMISSION

Honorable Tommy Jewell, Facilitator

Retired Children's Court Judge

Thomas Swisstack, Chair

Bernalillo County Juvenile Detention and Youth Services Center Director

Dave Schmidt, Vice Chair

Executive Director of the New Mexico Council on Crime and Delinquency

George Davis, MD

Child and Adolescent Psychiatry

Honorable Fernando Macias

Third Judicial District Court Judge, Children's Division VIII

Lisa Bond-Maupin PhD

Associate Professor of Criminal Justice and the Director of the Women's Studies Program at New Mexico State University

Sandra K. Perez

State Personnel Office Director

Danny Sandoval

CYFD Deputy Secretary, Retired

Julienne Smrcka,

Director, New Mexico Children's Cabinet

Mark Steward

Director, Missouri Youth Services Institute

SUBCOMMITTEE CHAIRS

Education

Chair: Rick Miera, Representative of District 11

Co-Chair: Tara Ford, CO-Director of Pegasus Legal Services for Children

Facility Accreditation

Chair: Carolyn Scott, Superintendent, John Paul Taylor Center, CYFD

Facility Security and Classification

Chair: John Dantis, Deputy County Manager for Public Safety, Bernalillo County

Milieu and Programming Behavioral Health

Chair: Marisol Atkins, Deputy Cabinet Secretary for CYFD

Co-Chairs: Kim Cobb, Bureau Chief, Community/Behavioral Health Services, CYFD/Family Services

Dr. Leslie Dozzo, Clinical Director and CEO, Children's Treatment Center

Recruitment and Retention and Human Resources and AFSCME Relations

Chair: Bob Cleavall, CYFD, Deputy Director in Juvenile Justice, Retired

Co-Chair: Ron West, Regional Administrator, North Juvenile Justice Service Field Offices

Specialization and Use of Facilities

Chair: Honorable Michael Martinez, Retired

Staff Development and Empowerment Communication

Chair: Doug Mitchell, JDAI Coordinator, Bernalillo County Juvenile Detention Center

Training

Chair: Elizabeth Alarid, Bureau Chief, Professional Development CYFD

THE JUVENILE JUSTICE COMMISSION

The New Mexico Juvenile Justice Commission was formed to evaluate the state's changing juvenile justice system and make recommendations for improvements in the system.

The Commission was created through an inter-governmental contract between Bernalillo County and the Children, Youth and Families Department (CYFD). The county received approximately \$140,000 from CYFD to fund a support staff that assembled and managed eight subcommittees made up of volunteers from every area of juvenile justice, state and county governments, service agencies, educational institutions and mental health specialties.

"It's time to step back and look at the entire array and coordinate it," CYFD Cabinet Secretary Dorian Dodson said when she mandated the commission earlier this year. "This is not a quick and dirty fix where we pat ourselves on the back in a few weeks and say 'we did it.' We're in this for the long haul, for as long as it takes. This is the challenge of going from a corrections model to a rehabilitation model."

HISTORY

Twenty years ago, New Mexico was part of a national movement that believed troubled juveniles were becoming violent "super criminals" that must be locked up to protect the public. Between 1985 and 1995, the number of youth in juvenile detention nationwide increased by 72 percent, from 60,000 to 320,000. By the mid-1990s, New Mexico was incarcerating more than 600 youth each year, with several hundred other pre-adjudicated teens spending weeks in county detention centers. The subsequent overcrowding problems were addressed by building the 48-bed John Paul Taylor Center in Las Cruces, and opening Camino Nuevo, a 90-bed maximum security facility in Albuquerque.

Although juvenile crime increased during this period, the majority of the youths sentenced to secure detention were not the anticipated “super criminals.” In fact, less than 30 percent had been charged with violent offenses, and more than half were 15 or younger. But this new generation of troubled teens did have increasingly significant mental health and substance abuse issues. Research conducted by the Annie E. Casey Foundation in the early 1990s uncovered some disturbing facts about the youth who were being committed:

- 84 percent had a diagnosable mental illness
- 81 percent had substance abuse issues
- 34 percent had planned or attempted suicide
- 27 percent had been hospitalized for psychiatric problems
- The majority had no relationship with their fathers and/or had parents who never married
- Many had parents with mental health or substance abuse issues
- A large percentage had learning disabilities

Continued research found that detention actually increased a youth’s chance for recidivism compared to those in community programs. Young people came out of state facilities in worse shape than when they came in. Experts and researchers soon realized that using scare tactics on teens while housing them in facilities modeled after adult prisons did not work. As Dodson said, it was time for New Mexico to move from a “corrections model to a rehabilitation model.”

Juvenile Detention Reform in New Mexico

In the early 1990s, the Casey Foundation began a major juvenile detention reform effort. Tom Swisstack, director of the BCJDC, was one of the first in this state to implement that reform. Casey’s Juvenile Detention Alternatives Initiative (JDAI) maintains four objectives:

- Eliminate the overuse of secure detention
- Minimize failure to appear and delinquent behavior for pre-adjudicated youth

- Redirect public finances from building secure facilities to creating responsible alternative strategies
- Improve conditions in secure detention facilities

Swisstack worked with judges, probation and parole officers, police departments, mental health providers, community service organizations and CYFD to get the troubled youth of Bernalillo County the help they needed without holding them in secure facilities for long periods of time. Only youth who were at risk for re-offending and/or for non-appearance in court remained in the detention center until their hearings. Swisstack and his team also streamlined the county's juvenile justice system so that both confined and non-confined youth were not subject to unnecessary delays as they moved through the court process.

BCJDC now has an average daily population of 58, down from 120 in 2000. The number of youths booked into the facility annually has dropped from 2,697 to 1,516. The facility built one of the nation's first free-standing mental health clinics and created a GPS tracking system that allows pre-adjudicated youth to remain in their communities.

The Detention Center's community custody programs are increasingly successful, progressing from a 72 percent success rate in 2002 to a 93 percent success rate in 2006. In 2005, the center became one of only four model Casey JDAI sites in the nation.

In 2004, CYFD began its own reform efforts, moving youth out of secure detention and into community programs. The population within state facilities dropped from more than 600 to about 300. The New Mexico Boys' School and Camino Nuevo were closed. Nationally-recognized family rehabilitation programs -- Multi-systemic Therapy and Functional Family Therapy -- were begun statewide. Programs and services within local communities began to expand.

Challenges

Although there have been positive changes in New Mexico's juvenile justice system, statewide reform is far from complete. The system, which has been in flux for several years, is faced with several significant challenges not the least of which is the geographic inconsistency of available services, others include:

- Need for increased resources for increased behavioral health and educational services for state facilities
- Increased strain on secure facilities as a result of closing the Boys' School and Camino Nuevo within a relatively short period of time
- Increasing numbers of females and youth age 17 and older in secure detention
- A disproportionately high number of ethnic minorities in state and county facilities
- Lack of community programs and local mental health services in some areas of New Mexico
- Consideration and implementation of recommendations and mandates from different sources such as the Legislative Finance Committee Audit of the Juvenile Justice system and the contract with the American Civil Liberties Union respectively

A REGIONALIZED JUVENILE JUSTICE SYSTEM

Subcommittees:

Facility Security and Classification

Facility Use and Specialization

Recommendations:

Create a complete system of juvenile justice services in at least five regions across New Mexico.

Regionalization is a concept that emphasizes therapeutic group processes and personal development for youth and staff. It rejects the traditional correctional model of isolation and punishment.

In a regionalized system, families and home communities are an integral part of a youth's treatment and rehabilitation. Families can stay connected and have the opportunity to grow and change together. Local schools are able to coordinate a youth's education during incarceration and after release. Community members and business owners can invest in helping local teens succeed, knowing that their communities will benefit from the investment.

Services in each region would include:

- Smaller, home-like facilities for committed youth
- Partnerships with local communities to provide therapeutic services, mentoring and vocational training for committed youth and those on parole or probation
- One case manager to oversee each youth from the time he or she enters custody through aftercare
- Therapy and assistance for the families of youth in the system
- Comparable services and programs for males and females

- A therapeutic approach to every interaction between staff and youth in every area of juvenile justice

Consistency With Other Juvenile Justice Reform Initiatives

The committees' recommendations parallel recommendations from the Legislative Finance Committee and the American Civil Liberties Union agreement that call for smaller, accredited facilities that provide quality health care as well as the strategic plan being developed within CYFD. Excerpts from a 2006 LFC juvenile justice oversight report include:

“Based on regional commitment levels, southeast and northwest New Mexico communities lack department secure facility bed space to provide regionally-based programming to juveniles from those areas of the state.” Facility needs should be addressed “by promoting small, regionally-based facilities, should new facilities be needed in the future.”

“Revise regulations and policies to implement a performance-based monitoring system for all facilities and contracted facilities.”

Regionalization In New Mexico

Successful Juvenile Justice reform across the nation has consistently demonstrated the need for small, home-like facilities. New Mexico's larger facilities should be redesigned and managed in a way that creates several smaller living environments within the whole. Smaller, available structures should be redesigned to house committed youth within their regions.

The commission recommends that regionalization efforts utilize the existing infrastructure, including the state's four secure facilities and six reintegration sites. New programs will eventually need to be developed to accommodate regionalization. The

Facility Security and Classification and Facility Use and Specialization subcommittees further recommend:

- Begin regionalization in Southern New Mexico, at the John Paul Taylor Center in Las Cruces, in one of the center's 12-bed pods. The 12 teens will be immersed in a therapeutic milieu that permeates every moment of their day, from meals to school to free time
- Enroll every committed teen in high school, distance learning, community college or a vocational training program. Connect them to mentors from the business community as well as local service providers
- Re-train the staff and management working with the youth, utilizing experts from the Missouri Youth Services Institute
- Assign a case manager to every youth who comes into custody in Southern New Mexico. The case manager will oversee the young person through confinement, discharge and for three to six months after release
- Assign discharged teens a tracker – typically a college student or member of the youth's home town – to help them find jobs, enroll in school and reintegrate with their families and communities

After a regionalized system is in place in Southern New Mexico, the commission recommends that regionalization continue in Central New Mexico at the Youth Diagnostic and Development Center in Albuquerque. Next would be Northern New Mexico at the Eagle Nest Reintegration Center, followed by Southeastern New Mexico at Camp Sierra Blanca. Other facilities within the areas listed above will be incorporated into the regionalization plan.

FACILITY ACCREDITATION

Subcommittee:

Facility Accreditation

Recommendation:

Earn dual accreditation for all secure facilities from the American Correctional Association and the National Commission of Correction Health Care.

National accreditation establishes a baseline of acceptable practices that allow for consistency in administration and operations across secure facilities. Accredited sites must meet more than 490 standards developed by experts in the fields of law, corrections and health care.

Achieving accreditation improves staff morale, training and professionalism, reduces liability insurance costs, provides a stronger defense against litigation and creates a safer environment for staff and youth. Additionally, accreditation standards provide performance-based data that can be used in the day-to-day management of a facility and serve as a measuring stick of its strengths and weaknesses.

Although the state facilities were accredited in the past, only one of New Mexico's secure facilities have national accreditation status at the present time. Eagle Nest Reintegration Center has maintained its accreditation. The commission recommends that accreditation efforts initially focus on the John Paul Taylor Center in Las Cruces, followed by the Youth Diagnostic and Development Center in Albuquerque, Camp Sierra Blanca near Ruidoso and Area 1 in Springer. Accreditation for the state's other reintegration centers will follow.

Accreditation In New Mexico

Funding for initial accreditation must be secured. Cost for accreditation with the American Correctional Association will be \$11,300 for the state's four primary secure facilities, for a total of \$45,200. For the state's five reintegration centers, the cost will be \$6,700 each for a total of \$33,500.

Initial accreditation with the National Commission on Correctional Health Care will be \$3,830 for YDDC and \$2,930 for the state's other three secure facilities. Annual costs to maintain accreditation will be about half of the initial start-up costs.

The Facility Accreditation subcommittee recommends the following:

- Assess the strengths and weaknesses of each facility, including sanitation, crowding and quality of life
- Determine the accreditation history of each facility
- Align current policies and procedures with accreditation requirements
- Assign one person within each facility to oversee the accreditation process

LOCAL, STANDARDIZED BEHAVIORAL HEALTH

Subcommittee:

Milieu and Programming Behavioral Health

Recommendations:

Provide a complete range of local, standardized behavioral health services, including court-ordered 15-day evaluations, within regional areas.

Currently, all 15-day evaluations are conducted at the Youth Diagnostic and Development Center in Albuquerque. As a result, many children who are committed for testing are miles away from home during the evaluation process, disconnected from their communities, schools and families. This disruption significantly reduces the likelihood of creating a community-based support system for the youth in the hometowns they will eventually return to.

When there is capacity in every region to administer standardized evaluations, judges will have the option of allowing children to stay in their communities during testing. Youth will be placed under community supervision or placed in a local facility if a secure placement is deemed necessary. Supportive relationships will be fostered among the youth, community members and service organizations.

Because more than 60 percent of incarcerated youth have a diagnosable mental illness, individualized health services must be made available to youth in every area of the state. Facilities and service providers will partner with the Behavioral Health Purchasing Collaborative to identify gaps in services and provide adequate treatment options in every region.

Localized Behavioral Health Care In New Mexico

The first step in providing adequate behavioral health care to all youth in the juvenile justice system is to establish a comprehensive, real-time database of therapeutic and community services across the state.

Currently, judges, juvenile probation and parole officers, and juvenile corrections officers struggle to find effective mental health care that satisfies a youth's treatment plan. A database will allow decision makers to find the most appropriate care in the least restrictive environment for both residential and non-residential youth. The database will also highlight programs for families and identify gaps in services.

The Facility Programming and Behavioral Health subcommittee recommends the following:

- Partner with the Behavioral Health Purchasing Collaborative, Value Options, Juvenile Justice Advisory Committee (JJAC) and the New Mexico Sentencing Commission to conduct a comprehensive inventory of community resources for every population of youth and identify gaps in service and develop an online statewide map of effective rehabilitative services
- Build and maintain a behavioral health data base, incorporating existing New Mexico Sentencing Commission, CYFD and the Behavioral Health Collaborative cross agency data warehouse project databases into the system
- Administer a standard set of diagnostic tests in every region to determine a child's need level and risk to community safety to reduce duplication and conflict in testing
- Work with the Behavioral Health Purchasing Collaborative to provide comprehensive behavioral health services for all juvenile justice youth in the least restrictive environment consistent with their legal status

Consistency With Other Juvenile Justice Reform Initiatives

The committees' recommendations parallel recommendations from the Legislative Finance Committee that calls for localized diagnostic testing and safe, therapeutic facilities. According to a 2006 LFC juvenile justice report:

“The continued need for a centralized evaluation center appears unnecessary considering the increase in behavioral health staff across the state, county detention reforms, and less than ideal housing of juveniles that may not need secure facility placement.”

The CYFD Agreement with the ACLU also underscores the importance of more local evaluations.

EMPOWERMENT OF FACILITY SUPERINTENDENTS AND STAFF

Subcommittee:

Staff Development and Empowerment Communication

Recommendation:

Expand and enhance the roles of facilities and superintendents and empower staff.

Superintendents are in the best position to determine how well their facility is functioning. Superintendents who are empowered to make appropriate operation and program adjustments can create safer, more therapeutic environments and provide continuity in services.

Staff consistently report that they are not considered when policy and procedural changes are made. Staff are also concerned that their safety and well being is secondary to the needs of the residents. Improving internal communication will improve morale and increase buy-in from staff.

When superintendents are empowered and staff has buy-in and greater job satisfaction, institutions will be safer, more stable and better able to rehabilitate and educate youth.

Empowerment Of Superintendents And Staff

The Staff Development and Empowerment Subcommittee recommends the following:

- Give superintendents primary responsibility for determining how to make their facility safe and secure, including the physical plant, program applications and special activities
- Hold superintendents accountable for balancing operational needs with program needs, adhering to national standards and being ultimately accountable to the secretary of CYFD
- Increase communication among staff and management, ensuring that line staff have access to decision makers
- Give staff who work most closely with youth a stronger voice in decisions about policy, operations and programs, providing staff with program and operational meeting minutes
- Formally recognize and reward staff who are performing well
- Limit the use of administrative leave for staff who are involved in incident investigations
- Re-evaluate current restraint methods and provide adequate training and practice opportunities for the techniques

INCREASED, STANDARDIZED STAFF TRAINING

Subcommittee:

Training

Recommendations:

Create a centralized training academy that reports to the secretary of the Children, Youth and Families Department.

A residential New Mexico juvenile justice training academy should be created, consisting of a reality based primer to the Juvenile Justice System. The training will meet or exceed ACA and NCCHC guidelines comprising of classroom, on the job training and e-learning platforms. The academy will ensure that consistent training is given to all CYFD and county juvenile detention employees. Training can also be made available to other system partners.

Staff should learn to create safe, secure environments by forming personal, therapeutic relationships with the young people in their care. Staff should also learn to incorporate positive behavior modification into every interaction they have with the children.

Special emphasis should be given to teaching de-escalation techniques and effective restraint methods that do not cause injuries to staff or residents. Training recertification should be required every year with refresher courses available as needed.

The juvenile justice training academy should provide:

- Specialized training tracks for youth workers, educators, administrators, health care providers, management and others.
- A curriculum that includes safety and security training, crisis and reality-based training, as well as behavioral management and de-escalation techniques

- Partnerships with higher education institutions and county detention centers to supply instructors, internships and practicum opportunities

Establishing A Centralized Training Academy In New Mexico

Training classes are in the process of being standardized and have had some requirements for staff from reintegration centers and facilities. Existing classes do not include training specific to management, education and health care employees. The training subcommittee recommends the following:

- Secure a facility to house the statewide training academy and develop the training curricula
- Assemble an oversight committee made up of key CYFD personnel, community advocates and others to design an evaluation system and provide recommendations for continuous improvements
- Develop a budget that includes expenses for travel, instructors, printed materials, technical equipment and graduation ceremonies
- Create an e-learning program for the training academy

Consistency With Other Juvenile Justice Reform Initiatives

The committees' recommendations parallel recommendations from the Legislative Finance Committee, legislative memorial studies and the American Civil Liberties Union agreement that call for more training and higher pay for CYFD employees.

STAFF RECRUITMENT AND RETENTION

Subcommittee:

Recruitment And Retention And Human Resources And AFSCME Relations

Recommendation:

Recruit and retain qualified staff within every category of juvenile justice.

Committed youth have increasingly higher needs and risk factors, which require a more educated and skilled staff. In order to recruit and retain those employees, salaries must be commensurate with those of surrounding states. A stable, satisfied work force not only reduces training and human resource costs, it allows staff the opportunity and fosters their desire to develop therapeutic relationships with the children in their care. A system of ongoing dialog among staff members (as was implemented by this subcommittee) insures a staff voice in departmental decision making.

The Subcommittee made eight recommendations that are in current use in CYFD. Four pertain to recruitment:

- A Recruitment budget for human resources
- Expedited background and drug screens for newly hired employees
- Reshape recruitment policies and procedures to expand recruitment and make recruitment tools user friendly
- Increase job fairs

Four other recommendations regard the retention of qualified employees:

- Elimination of the two year experience requirement as a qualification requirement
- Activation of labor management committee provision of the collective bargaining agreement
- Development of a pay matrix plan
- Development of an employee incentive plan

IMPROVED EDUCATION IN SECURE FACILITIES

Subcommittee:

Education

Recommendations:

Provide a seamless educational process for committed youths.

Committed youth have a right to a free appropriate public education – something that will require specific planning and possibly regulatory change.

Currently, youth are at significant risk of inappropriate or inadequate educational opportunities while they are committed and when transitioning into and out of the juvenile justice system. Often, students are denied enrollment into their local schools after discharge. Coordinating the Children, Youth and Families and the Public Education Departments while working with local schools will ensure that committed students do not lose educational skills and credits and keep on track for graduation and secondary studies.

The Education Subcommittee recommends the following:

- Hire a full-time liaison to coordinate efforts between secure facilities and public schools
- Provide pay incentives for teachers in secure facilities to ensure ability to recruit, multiply endorsed, highly trained school staff
- Include facility schools in the state's education funding formulas and school improvement initiatives
- Ensure enrollment in local schools when youth are released from residential facilities
- Transfer educational records between public schools and state facilities in a timely manner

- Include educational credits earned while in the juvenile justice system on a child's permanent educational transcript
- Increase special education services inside facilities

Increase educational opportunities within secure facilities, including vocational and technical training.

The education committee believes that all youth in the juvenile justice system must first and foremost have access to educational services (including special education services) and course work that will allow them to graduate with a regular high school diploma. This is the primary recommendation of the education committee.

It is important not to create a system of education that discourages teens from pursuing post-secondary education. For those youth in CYFD custody who have met the criteria to graduate from high school with a regular diploma, they should have access to post-secondary education as well as vocational/technical training.

In addition, many teens in the juvenile justice system may not pursue higher education; efforts must be made to equip them with usable jobs skills. The ability to secure and keep a job after release from a commitment reduces a youth's chances of repeating criminal behavior.

The Education Subcommittee further recommends the following:

- Establish partnerships with vocational schools and higher education systems
- Create more on-line and distance learning opportunities
- Provide certifications in welding, construction trades, movie industries, information and health care technologies and other job opportunities unique to New Mexico
- Develop relationships with local business communities to create job and career opportunities for teens when they are released from incarceration

Building A Solid Educational System In New Mexico's Secure Facilities

In order to ensure an equal education inside secure facilities that easily transfers to public schools, the following steps should be taken:

- Hire in-house technical assistance to build and maintain an educational database
- Obtain adequate classroom, library and office space within facilities
- Develop educational curricula that is evidenced-based, aligned with state standards and appropriate to the needs of individual students
- Ensure that the needs of state-supported schools are considered in general school improvement initiatives in New Mexico

SUBCOMMITTEE REPORTS

More than 70 people made up the eight subcommittees of the New Mexico Juvenile Justice Commission. Participants represented areas of juvenile justice, state and county government, service agencies, education, mental health specialties and community advocates.

Subcommittee members reviewed current practices and made recommendations for short and long-term improvements in residential facilities in the juvenile justice system. Members have and will assist in implementing those recommendations.

The subcommittee recommendations paralleled many of the recommendations made by the Legislative Finance Committee report, portions of the ACLU Agreement and, importantly, many of the initiatives already underway at CYFD.

The people of New Mexico who care about and work with our most trouble youth are united in their approach on how to best meet the needs of these vulnerable children. A continued joint effort that reaches across departments, silos and bureaucracies will bring crucial juvenile justice reform to our state in the near future.

Education Subcommittee Members

Chair: Rick Miera, State Representative, District Eleven

Co-Chair: Tara Ford, Co-Director of Pegasus Legal Services for Children

Members: Damien Aragon, ITS, Bureau Chief, CYFD
Tonna Burgos, Executive Director of Student Services, Rio Rancho Public Schools District Office
Dr. Sue Cleveland, PHD, Rio Rancho Public School
Sandra Crane, Director of Treatment Services, John Paul Taylor Center
Jean Davidson, CYFD Education Superintendent
Denise Fischer, Principal at Foothill High School, YDDC
Roger Gillespie, Juvenile Justice Services Director for CYFD
Dr. Lisa S. Grover, PHD
Joe Herrera, Deputy Superintendent, John Paul Taylor Center
Debra Pritchard, Office of the Secretary, CYFD

Issue Statement, Recommendation and Desired Outcome

Statement of the Issue	Strategy for addressing the issue	Resources needed to address the issue	Expected outcomes
<p>Youth in CYFD custody through the juvenile justice system are entitled to free appropriate public education and CYFD must develop service structure capable of meeting the educational needs of the youth in its custody.</p>	<ul style="list-style-type: none"> • Develop an educational data base • Obtain adequate classroom, library and office space • Use of evidenced based educational curriculum aligned with state standards and appropriate to the needs of individual students. In addition, provision of curriculum of positive behavioral support as required by IDEA should be maintained. • Employ highly qualified teaching staff and experienced related service personnel. • Ensure that needs of state supported schools are considered in general school improvement initiatives in New Mexico. 	<ul style="list-style-type: none"> • Assistance from IT folks in terms of building a database and hiring of in house educational IT people to maintain the database • CYFD Superintendent time to identify and purchasing educational database software. • Dollars to establish and maintain the database • Capital outlay for classroom, library and office space • CYFD Superintendent time to identify appropriate curriculum for students and resource allocation to purchase. • CYFD Superintendent time to hire appropriate staff and resource allocation sufficient to attract multiply endorsed, highly qualified and experienced staff (including pay incentives). • Superintendent/CYFD counsel time to review educational legislation proposed for each legislative session. • Support from the JJS Commission and CYFD 	<ul style="list-style-type: none"> • Ensure that adequate information is available regarding the educational needs of students to enable full program planning. • Student mastery of content required by state standards. • Individual learning needs of students met. • Higher educational outcomes achieved for students upon release. • Increased academic skills for students to support their future educational endeavors.

SUPPORTING INFORMATION:

- There is need for significant infrastructure development for CYFD provision of education to youth in custody.
- Provision of education is a right and not just a “program” for the benefit the youth. There should be a full analysis of proper relationship of education of other programs in the delinquency system.
- CYFD is currently established as a state supported school. Full analysis of implication of this designation should be undertaken.

Issue Statement, Recommendation and Desired Outcome

Statement of the Issue	Strategy for addressing the issue	Resources needed to address the issue	Expected outcomes
<p>Youth are at significant risk of receipt of inappropriate or inadequate educational services when they are transitioning into and out of the juvenile justice system.</p>	<ul style="list-style-type: none"> • Establish requirement for timely transfer of educational records. • Clarify that youth are able to enroll in their local schools once discharged from facilities • Establish relationship between PED and CYFD to provide assistance with issues related to obstacles encountered as student’s transition into and out of CYFD educational programs. • Establish relationship between CYFD and home schools of youth in custody. • Create additional resources for credit recovery. 	<ul style="list-style-type: none"> • Legislative clarification in Open Enrollment Act to ensure that youth are able to enroll in their local schools once discharged. • Establish legislative or regulatory requirement for timely transfer of records. • PED assistance in developing and supporting programs for credit recovery for students changing districts. • PED FTE to act as liaison to coordinate efforts between CYFD and PED/local schools. • Support from the JJS Commission and CYFD 	<ul style="list-style-type: none"> • Students do not lose educational skills/credit as a result of involvement in juvenile delinquency system. • Students are able to successfully transition back into their local schools. • Students on track for timely receipt of high school diploma or post secondary education.

SUPPORTING INFORMATION:

- Students are often denied enrollment in their local schools upon discharge.
- Failure to provide timely transfer of educational records impacts ability of CYFD to provide individualized and appropriate educational services
- Because different school districts have different graduation requirements, CYFD needs to establish and plan for individual students based on educational requirements in their home community.
- Students whose education is interrupted due to involvement in the juvenile justice system are at greater risk to have graduation delayed.

Issue Statement, Recommendation and Desired Outcome

Statement of the Issue	Strategy for addressing the issue	Resources needed to address the issue	Expected outcomes
<p>A percentage of the youth in CYFD custody through the juvenile justice system have met the criteria to graduate from high school with a regular diploma. In limited cases, individual students may have obtained a GED (although if entitled to special education, they still have right to receipt of educational services). These youth should receive vocational/technical training as well as access to post secondary education.</p>	<ul style="list-style-type: none"> • Youth who have graduated with their high school diploma will be afforded the opportunity to continue their education. • Development of post secondary educational curriculum for youth in custody. • Development of an array of vocational/technical programs. 	<ul style="list-style-type: none"> • Dollars to fund vocational/technical programs • Relationships established with post secondary educational institutions. • Internet capability and access to computers with appropriate software. • Resource allocation for necessary staff, supplies and space. • Administrative and staff support for the Superintendent of education to grow these programs. • There needs to increasing flexibility to provide services off site, including transportation to community programs. • Support from the JJS Commission and CYFD 	<ul style="list-style-type: none"> • Enable youth to return to their home communities with skills necessary for future employment or pursuit of post secondary options. • Prevent re-entry of youth into the criminal justice system.

This recommendation is important to allow continuing education for older youth. However it is not intended to suggest that youth should be encouraged to pursue a GED in place of a standard diploma. A standard diploma ensures that youth have mastered required course content. In addition to ensuring that youth in custody have access to the same academic content provided to other students in New Mexico, the standard diploma is economically worth more to the young person over time.

Facility Accreditation Subcommittee Members

Chair: Carolyn Scott, Superintendent, John Paul Taylor Center, CYFD

Members: Paul Archuleta, Program Manager, ENRC, CYFD
Janet Berry-Beltz, Director of Nursing, YDDC
Michael Kear, (Ret.) CYFD
Bruce Langston, Superintendent, YDDC
Greg Nelson, Programs Director, Juvenile Justice Services, CYFD
Robert Pacheco, Program Manager, Office of Quality Assistance, CYFD

Issue Statement, Recommendation and Desired Outcome

Statement of the Issue	Strategy for addressing the issue	Resources needed to address the issue	Expected outcomes
<p>New Mexico Juvenile Justice Facilities do not have consistent accreditation standards.</p>	<ul style="list-style-type: none"> • Research the benefits of being accredited • Research what accreditation bodies would best fit the needs of JJS. • Contact accreditation bodies to establish costs of becoming accredited. • Contact facilities including contract facilities and reintegration facilities to determine if they had been accredited in the past and what files are left. 	<ul style="list-style-type: none"> • Contract numbers of accreditation bodies to gather information from. 	<p>Showing that accreditation would provide:</p> <ul style="list-style-type: none"> • Improved staff training • Establishment of measurable criteria for upgrading operations • Improved staff morale and professionalism • Safer environment for staff and clients • Performance based benefits.

Facility Security And Classification Subcommittee Members

Chair: John Dantis, Deputy County Manager for Public Safety, Bernalillo County

Members: Ken Errico, Unit Operations Program Manager, Bernalillo County
Juvenile Detention Center
Denise Fischer, Principal at Foothill High School, YDDC
Leslie Jiron, Program Manager JDYSC, Bernalillo County Juvenile
Detention Center
Greg Nelson, Programs Director, Juvenile Justice Services, CYFD
Art Ramirez, Program Manager, CYFD
Susan Sisneros, Regional Manager, Region 2, CYFD
Debra ca Taylor, Central Intake Bureau Chief JJS, YDDC
Maria Trujillo, Juvenile Corrections Officer Lead worker, CYFD

AND

Specialization And Use Of Facilities Subcommittee Members

Chair: Hon. Michael Martinez, Ret.

Members: Mark Caldwell, Deputy Superintendent, YDDC and the New Mexico
Girls' School
Jean Davidson, CYFD Education Superintendent
Roger Gillespie, Juvenile Justice Services Director for CYFD
Ron Lucero, Statewide Truancy Prevention Coordinator, Public
Education Department
Doug Mitchell, JDAI Coordinator, Bernalillo County Juvenile
Detention Center
Bill O'Neill, Executive Director, Juvenile Parole Board
Kirk Rowe, Step-down Programs Superintendent, CYFD

Desired Outcome:

- Provide a complete juvenile justice system in reach region
- House committed youth in smaller, more home-like facilities
- Infuse therapeutic treatment into every aspect of correctional programs
- Develop positive peer groups
- Assign one service coordinator to oversee each youth from the time he or she enters custody through aftercare
- Develop community services for youth on probation or parole
- Provide comparable services and programs for female youth as male youth

Milieu And Programming Behavioral Health Subcommittee Members

Chair: Marisol Atkins, Deputy Cabinet Secretary for CYFD

Co-Chairs: Kim Cobbs, Bureau Chief, Community/Behavioral Health Services, CYFD/Family Services

Dr. Leslie Dozzo, Clinical Director and CEO, Children's Treatment Center

Members: Becky Balantine, Tribal Liaison for Juvenile Justice Services
Linda Begay, New Mexico Girls School YDDC, Mental Health Services Director
Dr. George Davis, Director of Psychiatric Services, Juvenile Justice Division, CYFD
Francesca Duran, Peanut Butter and Jelly Family Services
April Land, Professor of Law, University of New Mexico
Richard Lindahl, Federal Programs Supervisor, CYFD
Laura Nall, High School Principal, Special Education Coordinator, Camp Sierra High School
Greg Nelson, Programs Director, Juvenile Justice Services, CYFD
Mike North, Clinical Director/Juvenile Reintegration Centers and Community Based Treatment Programs, CYFD
Kirk Rowe, Step-down Programs Superintendent, CYFD
Keith Smith, Statewide Milieu Director, CYFD/Juv. Justice Services
Phyllis Suban, Attorney, Justice Systems' Leadership, Development and Training Consultant
Gregory Webb, Executive Director, NM Commission for Community Volunteerism, CYFD

Issue Statement, Recommendation and Desired Outcome

Statement of the Issue	Strategy for addressing the issue	Resources needed to address the issue	Expected outcomes
<p>New Mexico lacks a comprehensive database system that identifies - in real time - quality services available to youth involved in the Juvenile Justice System</p>	<ul style="list-style-type: none"> • Partner with the NM Sentencing Commission (MOU) to develop a statewide behavioral health resource inventory • Merge and update the NMSC and CYFD databases to develop expanded/enhanced core database • Contact VONM to get information re: their provider and services database • Contact JJAC reps to get a list of current contractors • Coordinate with the Behavioral Health Purchasing Collaborative (BHPC) cross agency data warehouse project 	<ul style="list-style-type: none"> • Collaboration and commitment to partnership from the agencies where information is being requested • An FTE to assist in the data collection and system maintenance • Assistance from IT in terms of building a database • Dollars to establish, maintain and update the database • Support from the JJS Commission, CYFD and BHPC 	<ul style="list-style-type: none"> • Youth, families, JJS staff, providers, the judiciary and other interested parties will have easy access to quality information re: efficient and effective services available • Increase in service access in the least restrictive environment • Participation in such programs will increase for youth and families involved in the JJS • Penetration of youth into JJS facilities will decrease • Identification of service gaps

**It is essential to be as specific in each of the process areas as possible.
The more specific, the better the chance a group has for reaching the desired goal.

Recruitment And Retention And Human Resources And AFSCME Relations Subcommittee Members

Chair: Bob Cleavall, CYFD, Deputy Director in Juvenile Justice (Retired)

Co-Chair: Ron West, Regional Administrator, North Juvenile Justice Service Field Offices

Members: Carter Bundy, Political and Legislative Director, AFSCME New Mexico
Parnell Fielder, Lead Worker Correction Officer, YDDC
Kimberly Hamerdinger, Recruiter Employee Support Services, CYFD
Debra Pritchard, Office of the Secretary, CYFD
Andrea Rivera-Smith, State Personnel Office Human Resource Manager
Julienne Smrcka, Executive Director of the New Mexico Children's Cabinet

Recommendations

The Recruitment and Retention committee was productive and effective with several recommendations going back to its first meeting in April, already being adopted and implemented by CYFD.

Recruitment Recommendations:

- The committee recommended a recruitment budget for HR to assist in recruiting along all lines in JJS and CYFD. Included in this is a targeted job fair and JJS new employee orientation as well as a JJS media campaign. This recommendation has been adopted and is now included in the CYFD budget to perform this task.
- Time-line for new hires:
Due to the delay in bringing in new hires, the committee recommended quicker background checks, quicker drug tests where applicable, and screening. These recommendations were received for all phases related to hiring and are being implemented by CYFD.
- The committee recommended educating, promoting, and broadening recruitment policies and procedures as well as best practices in JJS. This includes a more user friendly state personnel and CYFD website. Those recommendations have been received and CYFD and state personnel are working on this at this time.

- **Job Fairs:**
The committee recommended increasing the use of CYFD job fairs where interviews and introductory paperwork can begin immediately. Also recommended was advertising JCO jobs and PeopleSoft. These recommendations have been received and job fairs have increased.

Retention Recommendations:

- The committee recommended eliminating the two year experience requirement for qualifying so that supervisors could bring in staff at a higher level of pay. This recommendation was received and implemented immediately.
- The committee recommended kick-starting a Labor Management Committee as required in the bargaining agreement. This recommendation was received and the Labor Management Committee was implemented shortly after.
- The committee recommended that CYFD developed a pay matrix plan. This recommendation was received by CYFD and staff is working on this plan.
- The committee recommended the development of an employee incentive plan.
- The committee recommended adopting a career ladder plan for JJS employees.

Desired Outcome

- Recruiting, maintaining, and retaining the highest qualified workforce possible was the desired outcome of this effort. Fortunately, the process was a part of the desired outcome, in as much as avenues of ongoing staff input have been opened. Management and case planning decisions will reflect previously omitted, however vitally rich, information. The work of this committee is ongoing collaboration, a primary source of the synergy that will be needed for continued progress in the juvenile justice system.

Staff Development And Empowerment Communication Subcommittee

Members

Chair: Doug Mitchell, JDAI Coordinator, Bernalillo County Juvenile Detention Center

Members: Elizabeth Alarid, Bureau Chief, Professional Development, CYFD
Carter Bundy, Political and Legislative Director, AFSCME New Mexico
Jean Davidson, CYFD Education Superintendent
Bruce Langston, Superintendent, YDDC
Deborah Martinez, PIO, Children, Youth and Families Department
Jeanne Masterson, Chief Juvenile Probation Parole Officer
Brenda Perry, Deputy Superintendent, YDDC
Debra Pritchard, Office of the Secretary, CYFD
Andrea Rivera-Smith, State Personnel Office Human Resource Manager
Carolyn Scott, Superintendent – JPTC/CYFD
Marc Valenzuela, Juvenile Correctional Officer, YDDC

Issue Statement, Recommendation and Desired Outcome

Statement of the Issue	Strategy for addressing the issue	Resources needed to address the issue	Expected outcomes
<p>CYFD Juvenile Justice Institution Superintendents lack the authority and responsibility to effectively manage their assigned institutions.</p>	<ul style="list-style-type: none"> • Role and responsibilities of the Superintendents be expanded and enhanced to allow more direct responsibility for the operations of their assigned juvenile correctional facilities. This should include both operations, security, and programming as follows: <ul style="list-style-type: none"> ○ Operations- the Superintendent should direct the operations of the facility and should balance operational needs with program needs. The Superintendent should have final determination as to when programs are offered in order to assure the facility is maximizing the opportunities for residents to rehabilitate themselves and avail themselves of the opportunities the facility offers. The superintendent is best suited to determine how each of the different disciplines should function with the facility. This does not imply the Superintendent should try to mandate or become involved in program content but rather the operational aspect of programming. The Superintendent would only be concerned about program content if some aspect was adversely affecting the safety and security of the facility. Superintendent and/or designee should be involved in any discussion involving new programming or program changes. ○ Security-the Superintendent has the primary responsibility for determining how to assure the facility is safe and secure. This is to include the physical plant, program applications, and special activities. ○ Programming-the Superintendent will collaborate with the different Program Directors, e.g., Education, Behavioral Health, Medical, and Classification to determine when services should be offered in order to assure the facility's basic operations and functions are not adversely affected. This may require services to be offered at or during non-traditional work hours and days of the week. Program Directors will discuss with the Superintendent different or unusual aspects of their programming that may adversely affect the safety and security of the facility before proceeding. 	<ul style="list-style-type: none"> • None other than CYFD change of practice and/or policy and procedure 	<ul style="list-style-type: none"> • Stabilize the institutions and improved implementation of the CYFD mission for institutions

Issue Statement, Recommendation and Desired Outcome

Statement of the Issue	Strategy for addressing the issue	Resources needed to address the issue	Expected outcomes
<p>Lack of appropriate and consistent training is contributing to unsuccessful outcomes for residents of the institutions</p>	<ul style="list-style-type: none"> • Targeted training and staff development needs to be expanded and formalized through the development of a professional and comprehensive training academy that would include the following: <ul style="list-style-type: none"> ○ Training academy would exist in a residential setting where new JCO employees would be housed while they participate in comprehensive, multi-week training. Emphasis should be given to the behavioral health model the agency is utilizing, as well as, safety and security. ○ Employees should participate in On-The-Job (OJT) training and/or mentoring by selected experienced staff before they are allowed to independently supervise residents. ○ CYFD should develop proficiencies that are measurable to help the employee in their career development and to fairly and consistently assess their job performance. 	<ul style="list-style-type: none"> • Development of a comprehensive training academy similar to the training academy of the Corrections Department in terms of physical plant and capabilities but not course content. 	<ul style="list-style-type: none"> • Staffs who are better prepared to implement the CYFD mission for institutions and are invested in successful outcomes for the residents. • Facilities that are safer environments for both staff and residents. • Increased staff satisfaction with their employment status.

Issue Statement, Recommendation and Desired Outcome

Statement of the Issue	Strategy for addressing the issue	Resources needed to address the issue	Expected outcomes
<p>Staff has voiced concerns that their concerns are not considered when CYFD policy makers make decisions about the direction of the agency.</p>	<ul style="list-style-type: none"> • Staff empowerment and communications need to be improved and thoughtfully considered in order to improve morale and the ownership each employee takes for the success of the residents. It is suggested the following be considered. <ul style="list-style-type: none"> ○ The present restraint method seems to be a major concern to some staff. It appears from initial analysis of the data that some staff is not as comfortable with the Safe Crisis Management (SCM) as they were with the Handle With Care (HWC) method. The perception among some staff is that the SCM system has caused more injuries to staff during training activities and in actual application of SCM. Data needs to be comprehensively gathered and evaluated as to effectiveness of the two systems and staff injuries need to be a factor in considering which system, if either, serves the youth and facility best. It is recommended that consideration be given as to whether the present system is suited for the age and physical strength of the older residents, particularly those who have reached the age of majority. The sub-committee recognizes that CYFD has been given a difficult task of determining what physical restraint system can work best because of the need to manage both young adolescents and youth adults. Staff should be given time at least quarterly to practice what they have learned with the training staff in order to assure they are using the selected system correctly and develop comfort and proficiency in applying the techniques. ○ Communications to the staff can be enhanced by allowing meeting minutes to be dispersed within the facility via electronic methods and this should include both program and operation meeting minutes. <p>A representative sample of staff should regularly participate in focus groups at each facility to discuss the facility progress, pressing matters, or operational or program changes that will impact staff. Written recommendations should be forwarded to the superintendent and Director. Communications need to go in both directions and mechanism put in place to assure staff has access to decision makers.</p>	<ul style="list-style-type: none"> • Changes within CYFD policy/procedure/practice not requiring additional resources. 	<ul style="list-style-type: none"> • Staff who feel empowered to perform their duties with a corresponding increase in job satisfaction.

Issue Statement, Recommendation and Desired Outcome

Statement of the Issue	Strategy for addressing the issue	Resources needed to address the issue	Expected outcomes
	<ul style="list-style-type: none"> ○ Methods need to be developed to assure staff is not unnecessarily stressed when there is an investigation. Staff does not always need to be put on administrative leave for accusations and the superintendent should be informed and consulted in this regard. Guidelines should be developed by Human Resources as to what type of alleged infractions should result in administrative leave. Administrative leave should not be the first option or only option for protecting staff and residents during formal investigations. When possible the review or investigative teams should include at least one staff person with direct knowledge of the type of setting that gave rise to the alleged incident. It appears the present system makes the accused staff feel they are guilty until proven innocent rather than the other way around. It is hard to feel empowered when the employee does not feel trusted. ○ Some staff has reported to feel they are considered less important than the residents and would prefer a system that they are considered less important than the residents and would prefer a system that they feel is fair in which consideration is given equally to both residents and staff. ○ It is suggested that more time be given when implementing changes before more changes are required or mandated. New Practices need time to develop and staff needs to understand why the change is necessary and how it will make their working environment better and/or at the minimum how it will help the resident have more positive outcomes. ○ It is recommended that consideration be given to allow the managers and supervisors to formally recognize staff when they are doing a good job. Superintendents and/or other facility Managers should discuss ways this can be accomplished and that all CYFD facilities have a formal plan on how and when this will take place. <p>It is recommended that CYFD continue to do a bi-annual survey and that a plan be developed to link the results of the survey to decisions made at the policy level. This will inform staff of the relationship between their input and participation and the agency decisions. Managers should impress on staff the importance of this mechanism to inform decision makers as to concerns, suggestions, and/or matters that would enhance the working environment.</p>		

Training Subcommittee Members

Chair: Elizabeth Alarid, Bureau Chief, Professional Development, CYFD

Members: Michaelann Apodaca, Staff Training Manager, Bernalillo County
Juvenile Detention Center
Linda Begay, YDDC Mental Health Director, CYFD
Mario Garcia, Juvenile Justice Service, Facility Training Advisor,
CYFD
Mark Gomez, Juvenile Justice Service, Training Supervisor,
Professional Development Bureau, CYFD
Fabiola Gutierrez, Juvenile Correction Officer, John Paul Taylor
Center
Tomas Lucero, Principal Aztec Youth Academy, John Paul Taylor
Center
Mike Martindale, Sr. Human Resources Administrator, Bernalillo
County
Greg Nelson, Programs Director, Juvenile Justice Services, CYFD
Kirk Rowe, Step-down Programs Superintendent, CYFD
Bobby Tafoya, Chief of Staff, CYFD

Issue Statement, Recommendation and Desired Outcome

Statement of the Issue	Strategy for addressing the issue	Resources needed to address the issue	Expected outcomes
<ul style="list-style-type: none"> • Juvenile Corrections Officer (JCO) New Employee Orientation (NEO) Classes in facilities and reintegration centers are not standardized. • Need for an Educational employee track • Need for a training track for Facility & Reintegration Center leadership, medical and behavioral management track, educational employee track (teachers), administrative staff track for facility personnel • Reintegration Centers have a different set of training requirements than facility personnel • Need for a JPPO leadership Track. • Need for on-going regional training for JPPO personnel. • If Accreditation committee recommendations are adopted NEO training will increase from 120 hrs to 140 hrs and the medical and behavioral health staff will be required to attend 40 hrs of training. 	<ul style="list-style-type: none"> • A training academy be created for all Children Youth and Families Department/Juv. Justice Services (CYFD)/(JJS) training that reports directly to the Office of the Secretary • Provide specialized tracks for educators, administration, health care, providers and managers • Develop JPPO leadership track • Develop on-going training for JPPO field personnel • Develop five week JCO curriculum that includes behavioral management, crisis management and reality based training 	<ul style="list-style-type: none"> • Staffing Needs <ul style="list-style-type: none"> ○ One Administrative Assistant. ○ Four additional Trainers. • Write curricula. • Present curricula. • Develop evaluation process. • Budget consideration for payment of graduation ceremony; class manuals; travel to regional locations; formal JJS training of instructors; differential pay for adjunct trainers; information technology equipment in all Juvenile Reintegration Centers (JRC) <ul style="list-style-type: none"> ○ Polycoms Proximas, laptops, computer labs etc. • E-learning system and software housed at Training Academy and available to all facilities and reintegration center personnel • Establish a centralized training budget to be controlled by the Training Academy with an average cost per CYFD-JJS employee to be determined each year during the budget cycle 	<ul style="list-style-type: none"> • Responsible for the coordination, standardization and presentation of all JJS curricula • Operate as a clearinghouse and repository for all curricula for all CYFD service areas. • Ensure that the overarching function across all program areas and the need to stay current when changes in the department's philosophy and mission occurs. • Serve as an umbrella operation that would ensure standardization of all JJS training throughout CYFD and contract County facilities • Responsible for CYFD employee-training records and providing required information to the respective counties for those employees that attend training at this academy • Present courses that facilitate and demonstrate inter-departmental cooperation and collaboration

Statement of Issue	Strategy for addressing the issue	Resources needed to address the issue	Expected outcomes
<ul style="list-style-type: none"> • Juvenile Corrections Officer (JCO) New Employee Orientation (NEO) Classes in facilities and reintegration centers are not standardized • There is substantial turnover in facilities • Regional training is needed for both Facility, reintegration and JPPO field personnel • The NM Association of Counties spearheaded the standardization of all JJS County trainings throughout the State, which took approximately 6 months to complete due to the commitment and cooperation of the committee members 	<p>•Partnerships with higher education institutions (Community colleges & Universities) and County Detention Centers to establish internships and practicum requirements (universities & colleges) as well as provide adjunct trainers</p>	<ul style="list-style-type: none"> • Curricula could be adjusted to accommodate CYFD/contract county facility needs within a standardized framework • Establish dialogue with institutions of higher education regarding partnerships • Investigate federal/private grant opportunities for JJS training and higher education partnerships. • Coordinated collaborative training pilot program with BCJDC 	<ul style="list-style-type: none"> • Establish curriculum that provides a reality-based primer on the juvenile justice system that allows students to receive some Core training modules prior to formal employment with CYFD/JJS. • Developing a pool of CYFD, Bernalillo County Juvenile Detention Center (BCJDC), university and community college instructors that would serve as Regional Instructors for JJS curricula at CYFD, BCJDC and higher education institutions. • Providing internship/practicum requirements for Criminal Justice and related fields in State/County facilities and JPPO offices. • Establishing increased placement of students in the JJS system post graduation and increasing retention of JJS employees. • Establishing a reality base for testing of Juvenile Justice theories. • Allows for additional research opportunities to support evidenced based decision-making.

Issue Statement, Recommendation and Desired Outcome

Statement of the Issue	Strategy for addressing the issue	Resources needed to address the issue	Expected outcomes
<ul style="list-style-type: none"> • Juvenile Corrections Officer (JCO) New Employee Orientation (NEO) Classes in facilities and reintegration centers are not standardized. • Concerns from the JCO ranks were voiced regarding the SCM training provided in the NEO not being sufficient. 	<ul style="list-style-type: none"> • Create a continuous improvements oversight committee 	<ul style="list-style-type: none"> • Develop quality assurance program • All JJS adjunct trainers (classroom & OJT instructors) will attend & become certified through the Training Academy’s Train the Trainer program. • Research e-learning course development and associated costs. • Evaluate training academy space/resource needs to accommodate additional training tracks for JPPO & JCO employees and management. 	<ul style="list-style-type: none"> • Curriculum and method of presentation of all state JJS trainings would be monitored on a quarterly basis by a quality control and continuous improvement oversight committee using best practice benchmarks • Make recommendations regarding curriculum, content, course platform, trainer presentation etc. • Continuously assess and improve JJS training programs on an on-going basis, providing just in time training

Supporting Information:

A gap analysis was conducted during the spring of 2007. The data was collected from a variety of sources including:

- Focus groups facilitated by JJS Training sub-committee members at CYFD committed facilities and reintegration centers
- Juvenile Correctional Officer new employee training evaluations
- Facility Advisory Committee members
- JJS Staff Development & Empowerment Committee
- Informal conversations with facility management/employees.
- Evaluate training academy space/resource needs to accommodate additional training tracks for JPPO & JCO employees and management.
- Begin to identify in-service training needs (re-certification for JCO/JPPO personnel dependent on client needs).

APPENDIX A

Biographies

Honorable Tommy Jewell, Ret.

Tommy Jewell was an Albuquerque trial judge for 21 years. He was the presiding judge of the Second Judicial District Children's Court when he retired in September, 2005.

Jewell chaired the Juvenile Detention and System Reform effort in Bernalillo County from 1999 until 2005. He was named Outstanding Judge by the Albuquerque Bar Association in 2001 and was profiled at the Governor's Prayer Breakfast in 2006.

Jewell received the Distinguished Achievement Award from the University Of New Mexico School Of Law Alumni Association in 2006. He works as a juvenile justice consultant and mediator. He continues to practice law on a limited basis.

Rep. Thomas E. Swisstack

Tom Swisstack has been the director of the Bernalillo County Juvenile Detention Center and Youth Services Center since 1999. He is also a member of the New Mexico State Legislature and is running for the mayor of Rio Rancho – a position he held from 1987 to 1994.

Under Swisstack's leadership, the Bernalillo County detention center has become one of four model sites in the nation. Swisstack has also been a part of joint juvenile detention reform efforts with the Children's Court, the Children, Youth and Families Department, Albuquerque Public Schools, the Annie E. Casey Foundation and other service providers.

During his 25 years in the corrections field, Swisstack has worked as a federal probation officer and an assistant chief for juvenile probation.

David R. Schmidt

Dave Schmidt has been the executive director of the New Mexico Council on Crime and Delinquency since 1971 and a registered lobbyist since 1972. He serves as chairman of the Federal Advisory Committee on Juvenile Justice and the New Mexico Juvenile Justice Advisory Committee. He is also the vice-chairman of the National Coalition for Juvenile Justice.

Schmidt is active in 12 non-profit service organizations in New Mexico. He frequently consults, trains and lectures across the nation.

Dr. George Davis

George Davis is a child and adolescent psychiatrist dedicated to providing public-sector care for underserved and severely disabled populations. His specialties include forensic psychiatry, extreme behavior disturbances in young children, behavioral consequences of neglect and abuse and developmental delays.

Davis is the former medical director for the Children, Youth and Families Department, former vice-chairman for child psychiatry at the University Of New Mexico School Of Medicine, and a former staff psychiatrist for Indian Health Services. He is currently a partner in Zia Behavioral Health, where he treats delinquent adolescents who are in CYFD custody.

Honorable Fernando Macias

Fernando R. Macias is a Children's Court Judge for the Third Judicial District Court, County of Dona Ana. He was appointed to the Bench in August of 2006 by Governor Bill Richardson and shortly thereafter was elected to the position.

He practiced law for sixteen years in Las Cruces, including three years as District Public Defender. He received his Bachelor of Arts Degree from New Mexico State University and his Juris Doctor Degree from Georgetown University Law Center.

He was a member of the New Mexico State Senate for sixteen years including five years as Chairman of the Senate Judiciary Committee and served on various legislative interim committees that studied juvenile justice related issues and also served as the chairman of the Dona Ana County Commission.

His past employment includes Executive Director for New Mexico Legal Aid, General Manager of the Border Environment Cooperation Commission, an international institution between the United States and Mexico and as Dona Ana County Manager.

He is married to Claudia and has four daughters.

Lisa Bond-Maupin

Lisa Bond-Maupin is an associate professor of criminal justice at New Mexico State University, researching and teaching about all aspects of the juvenile justice system. She also directs the Women's Studies Program at NMSU.

Bond-Maupin serves as chairwoman of the John Paul Taylor Center Community Advisory Board in Las Cruces and is a board member of Youth Advocates Alliance, Inc. She is a past director of Aqui Se Puede, an arts-based delinquency and violence prevention program for youth.

Sandra K. Perez

Sandra Perez was appointed as the New Mexico State Personnel director in 2004. She is implementing an innovative strategic human resource plan that will serve as a model for other states. Perez has more than 25 years of professional human resource and executive management experience in the private and public sectors.

Danny Sandoval

A New Mexico native from Stanley, Danny Sandoval began work for the New Mexico Human Services Department in 1987, becoming the deputy director of protective services in 1989.

After the Children, Youth and Families Department was created, Sandoval became the deputy director for administrative services. He was named as the deputy cabinet secretary for CYFD in 2004. Sandoval recently retired from state government.

Mark D. Steward

Mark Steward is the director of the Missouri Youth Services Institute, a not-for-profit organization that is dedicated to juvenile justice reform in state and county systems throughout the country. As a counselor in Missouri's Division of Youth Services in 1970, he piloted the first therapeutic group treatment approach, which is still the basic framework of Missouri's juvenile justice system.

Steward retired as the director of MDYS in 2005 after more than 17 years in the position. During his tenure, Missouri developed one of the nation's most successful juvenile justice programs, significantly lowering recidivism and improving outcomes for children.

Julienne Smrcka

As Director of the Children's Cabinet which is chaired by Lieutenant Governor Diane Denish, she works with fifteen of New Mexico's Cabinet Secretaries on policy initiatives that affect children and youth in New Mexico. With graduate study in clinical psychology, Ms Smrcka has provided mental health services for children and families for over 20 years. She has worked in multiple settings that include schools, communities, and in-patient hospitals. She has also conducted research in both the basic sciences and in the social sciences. She has worked in the areas of research ethics, delivery services, and multicultural issues as they relate to clinical practice. Her research work has resulted in professional presentations at both the national and international levels. As a member of the Blue Ribbon Commission of Children of Incarcerated Parents and Blue Ribbon Commission on Disproportionate Minority Contact, she is mindful of how the Juvenile Justice Commission affects the communities of color in both the rural and urban areas of New Mexico.

APPENDIX B

NEW YORK TIMES EDITORIAL

October 28, 2007

The Right Model for Juvenile Justice

With the prisons filled to bursting, state governments are desperate for ways to keep more people from committing crimes and ending up behind bars. Part of the problem lies in the juvenile justice system, which is doing a frighteningly effective job of turning nonviolent childhood offenders into mature, hardened criminals. States that want to change that are increasingly looking to Missouri, which has turned its juvenile justice system into a nationally recognized model of how to deal effectively with troubled children.

The country as a whole went terribly wrong in this area during the 1990s, when high-profile crimes prompted dire predictions of teenage “superpredators” taking over the streets. The monsters never materialized. In fact, juvenile crime declined. But by the close of the decade, four-fifths of the states had made a regular practice of housing children, even those who committed nonviolent crimes, in adult jails. Studies now show that those children were considerably more likely to become serious criminals — and to commit violence — than children handled through the juvenile justice system.

But all juvenile justice systems are not created equal. Most children taken into custody are committed to large, unruly and often dangerous “kiddie prisons” that very much resemble adult prisons. The depravity and brutality that characterizes these places were underscored in Texas, where allegations of sexual abuse by workers prompted wholesale firings and a reorganization of the state’s juvenile justice agency.

Missouri has abandoned mass kiddie prisons in favor of small community-based centers that stress therapy, not punishment. When possible, young people are kept near their homes so their parents can participate in rehabilitation that includes extensive family therapy. It is the first stable, caring environment many of these young people have ever known. Case managers typically handle 15 to 20 children. In other state systems, the caseloads can get much higher.

The oversight does not end with the young person’s release. The case managers follow their charges closely for many months and often help with job placement, therapy referrals, school issues and drug or alcohol treatment. After completing the program, officials say, only about 10 percent of their detainees are recommitted to the system by the juvenile courts.

A law-and-order state, Missouri was working against its own nature when it embarked on this project about 25 years ago. But with favorable data piling up, and thousands of young lives saved, the state is now showing the way out of the juvenile justice crisis.