



Study of Youth Residential Centers for Juvenile Offenders

Pursuant to Senate Substitute for House Bill 2588

Ray Roberts, Secretary of Corrections

Kansas Department of Corrections

January 21, 2015

A Report on Youth Residential Center II (YRCIIs) in the State was Submitted to the Legislature on 1-15-15

- **Under Senate Substitute for House Bill 2588 a study of YRCII costs and services was requested by the 2014 Legislature**
 - ✓ Detailed analysis of allowable expenses necessary to meet the minimum requirements for:
 - A. Licensure of a YRCII by KDHE
 - B. Service under contracts with the KDOC
 - C. Compliance with PREA
- **Other than secure Juvenile Correctional Facilities, YRCII placements constitute the largest youth programming expense in the KDOC budget**

Data Elements for the Study were identified by a Provider Advisory Group (PAG)

Consisted of a five-member group tasked with creating a data collection methodology and examining strategies to meet the needs of youth ordered to out-of-home placements

- ✓ Providers were selected from various service types, business structures, and metro and rural regions

Provider Advisory Group		
Name/Provider Name	Levels of Service	Locations
<ul style="list-style-type: none"> • Sylvia Crawford • The Villages, Inc. 	YRCII	Topeka, Lawrence
<ul style="list-style-type: none"> • Kit Parks • DCCCA, Inc. 	YRCII, JJFC, Foster Care	Topeka, Lawrence, Jetmore, Larned, Atchison, Sublette, Pittsburg
<ul style="list-style-type: none"> • Crystal Welborn • FootPrints, LLC 	TLP	Lawrence
<ul style="list-style-type: none"> • Dennis Vanderpool • Associated Youth Services 	YRCII, JJFC, Foster Care	Kansas City, Garden City, Hutchinson, Larned, Pawnee Rock, Jetmore, Ottawa, Garfield
<ul style="list-style-type: none"> • Dorothy Lloyd • Ozanam Pathways 	TLP/CIP	Kansas City, Wichita

YRCII Description and Program Goals

- **Kansas courts through a disposition of a juvenile offender case place youth**
 - ✓ Committed acts that, if committed by an adult, would constitute the commission of a felony or misdemeanor
- **YRCIIs are 24-hour non-secure residential facilities that meet KDHE licensing requirements**
 - ✓ Serve youth ages 10-22 with well-established patterns of behavior that is antisocial, aggressive, abusive, impulsive or high risk
- **Program goals:**
 - ✓ Provide an environment that helps achieve a higher level of functioning
 - ✓ Avoid future placement in a more highly structured facility
 - ✓ Improve and teach decision-making, coping skills, and social skills
 - ✓ Address underlying problems affecting a successful transition back to their family and/or community

Resident Demographics

- **927 youth discharged from YRCIs from 12-20-13 through 11-20-14 were included in the report**
- **Age** - Nearly 90% were between the ages of 14-18
- **Gender** - 161 (17.4%) were female
- **Race** - 69.5% (644) were Caucasian, 28.3% (262) were African American, 1.7% (16) were Indian/Pacific Islander and the remaining five were other races or unknown
 - Of all 927 discharges, 20.7% (192) were Hispanic

KDOC Currently Contracts with 15 YRCII Providers

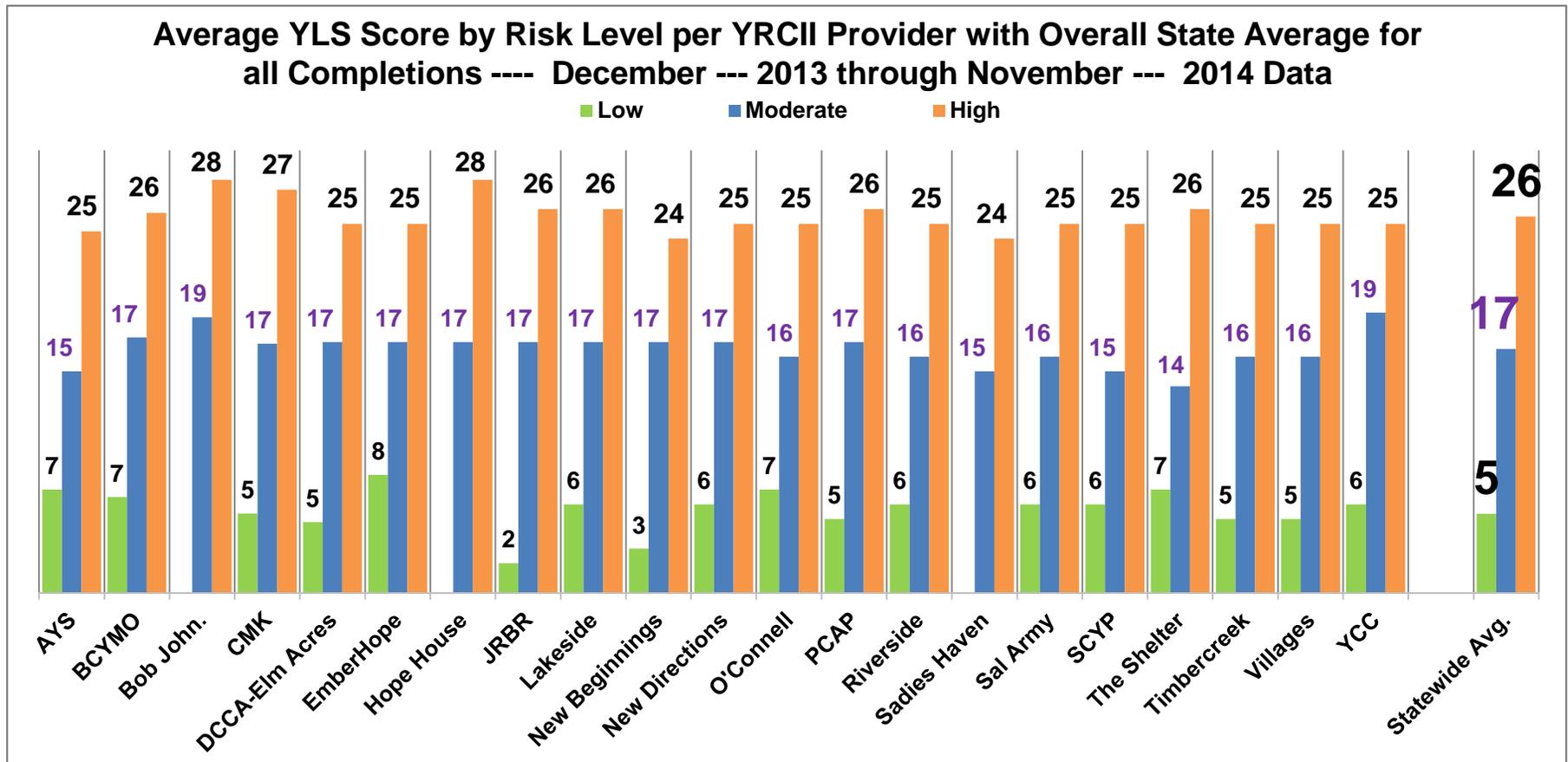
YRCII Providers				
Provider Name	Provider Type*	Contracted Capacity	Gender Served	KDOC Contract Revenue**
Associated Youth Services, Inc.	Non-Profit	10	Male	\$360,990
Barton County Young Men's Organization, Inc.	Non-Profit	7	Male	\$269,640
Kelley Youth Center	Profit	42	Male	\$1,548,162
DCCCA, Inc./ Elm Acres	Non-Profit	20	Male	\$1,340,010
EmberHope, Inc.	Non-Profit	14	Male	\$826,056
Hope House, Inc.	Non-Profit	10	Male	\$497,448
New Beginnings for Youth	Non-Profit	14	Male	\$314,748
New Directions	Profit	40	Male	\$518,238
O'Connell Youth Ranch	Non-Profit	16	Male	\$527,310
Pratt County Achievement Place, Inc.	Non-Profit	11	Male	\$485,352
Salvation Army	Non-Profit	30	Male	\$1,187,298
Sedgwick County Youth Program	Public	20	Male	\$562,716
Sequel of Kansas/ Lakeside	Profit	45	Male	\$2,020,914
Sequel of Kansas/ Riverside	Profit	14	Female	\$621,684
The Villages, Inc.	Non-Profit	70	Male/Female	\$1,986,642

* Information for Profit or Non-Profit was found on October 14, 2014 at the Kansas Secretary of State website: <https://www.kssos.org/business/business.html>

** Revenue is for YRCII contracted as of 8-1-14 and does not equal total expenditure for YRCII by KDOC-JS due to other YRCII's no longer under contract

YRCII Youth Risk Levels

The below table reflects the average risk score for each level (**low** n=88, **moderate** n= 630, **high** n= 209) by individual YRCII and statewide

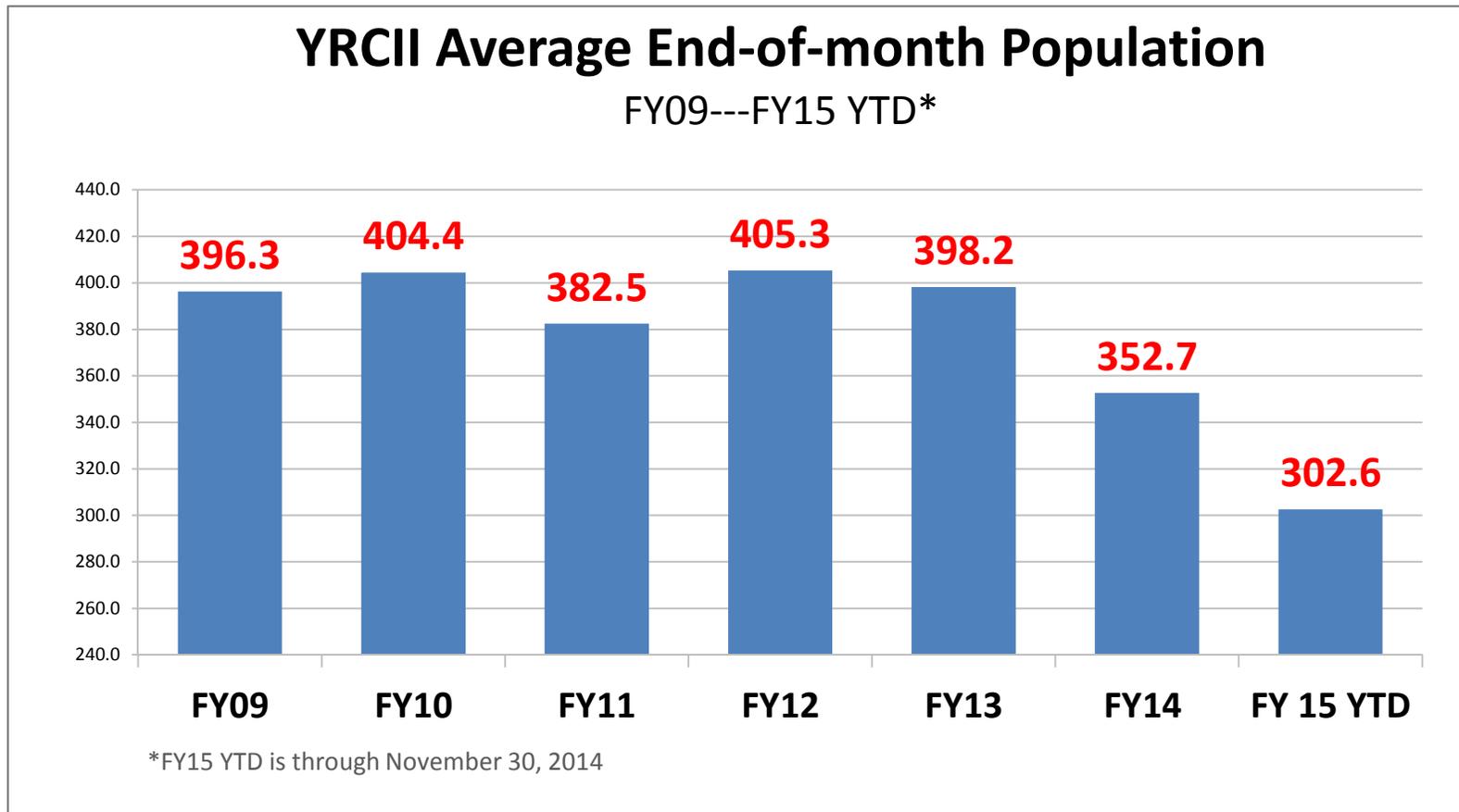


Youth Residing in Juvenile Detention, Correctional and/or Residential Facilities in the U.S.

Rank		Rate	Rank		Rate	Rank		Rate
1.	District of Columbia	618	18.	Louisiana	222	35.	Kentucky	163
2.	South Dakota	492	19.	Michigan	221	36.	Maryland	153
3.	Wyoming	433	20.	Idaho	213	37.	Washington	150
4.	Nebraska	337	21.	Florida	203	38.	New York	148
5.	Oregon	281	22.	Virginia	203	39.	Minnesota	145
6.	West Virginia	278	23.	Missouri	202	40.	Oklahoma	141
7.	Alaska	270	24.	Ohio	200	41.	Arizona	130
8.	Indiana	258	25.	Utah	200	42.	Maine	129
9.	Kansas	255	26.	Alabama	198	43.	Tennessee	116
10.	Nevada	245	27.	Delaware	194	44.	New Jersey	106
11.	North Dakota	241	28.	Georgia	184	45.	Massachusetts	95
12.	Pennsylvania	238	29.	Rhode Island	180	46.	Mississippi	77
13.	Colorado	234	30.	Texas	175	47.	New Hampshire	76
14.	California	233	31.	Wisconsin	174	48.	Connecticut	75
15.	New Mexico	229	32.	South Carolina	173	49.	Hawaii	75
16.	Iowa	225	33.	Illinois	171	50.	North Carolina	74
17.	Arkansas	224	34.	Montana	169	51.	Vermont	59
							United States	196

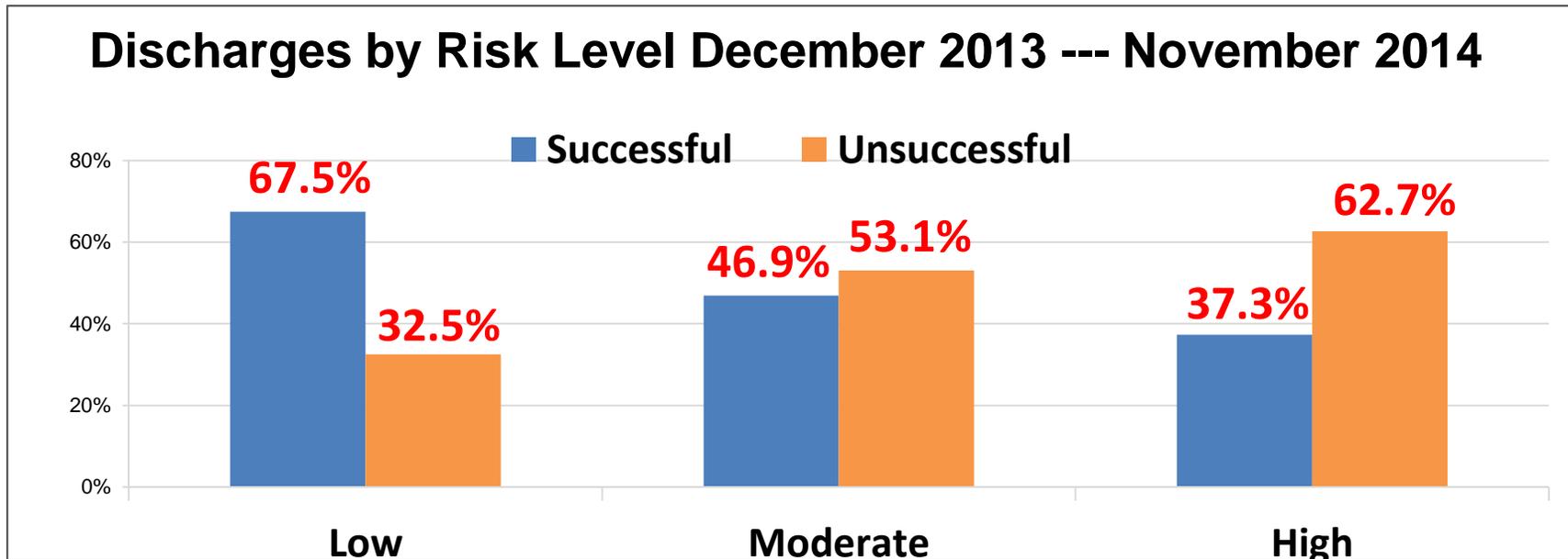
YRCII Population Trends

Part of Kansas' high ranking can be attributed to the utilization trends of YRCII placements

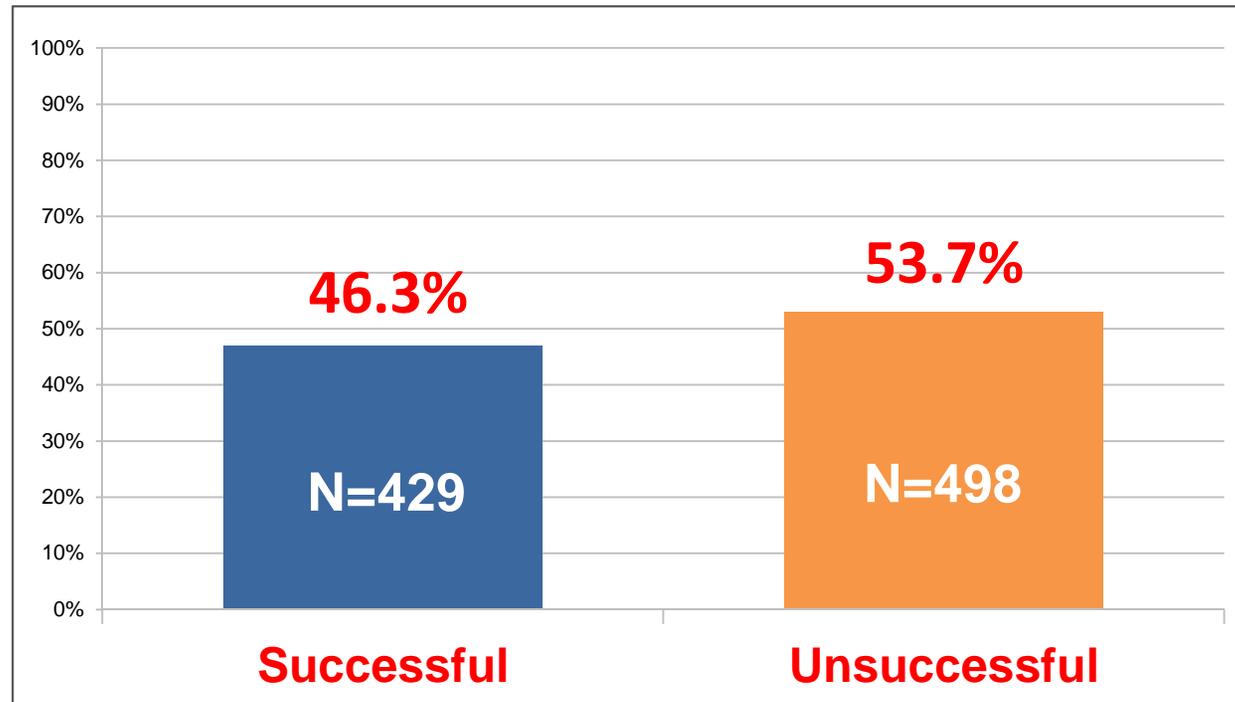


Success Rates by Risk Level

- Successfully discharged youth are defined as those who are released from court supervision to a home or a less intensive placement type
 - Low-risk youth comprise the highest successful discharge percentage



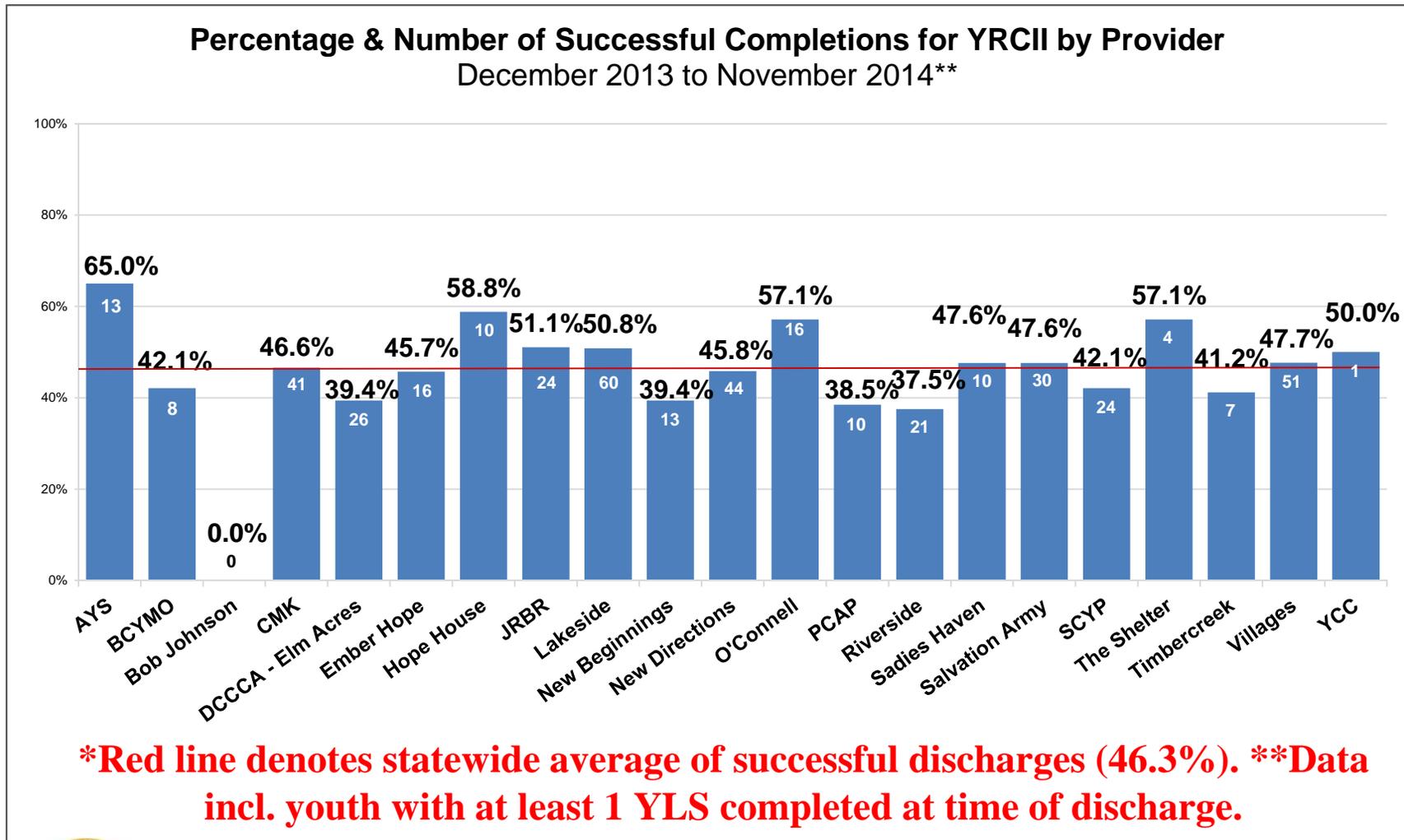
Most YRCII Discharges are Unsuccessful



Unsuccessful discharges are due to behavior problems, revocations, new charges, regulatory removals or leaving the facility without permission (AWOL). Does not take into account behavior post-discharge or re-offending

Successful Discharge Rates by Facility

Successful discharge rates, all YRCIs ranged (37.5% to 65%)



Six Months – Post Discharge Status

- **Successful vs. unsuccessful discharge represents only one outcome measure at a given point in time**
 - ✓ Examining post release status provides more data about the long-term impact of YRCII programming
 - ✓ Reviews have been conducted on 500 of the 927 youth six months post discharge
- **Cases Closed or at Home:**
 - ✓ 6 months post discharge, less than half (48.8%) of all discharges either had cases closed or were at home (if case was still open)
 - ✓ However, successfully discharged youth were - ***More than twice as likely to have their cases closed and to be at home if their case was still open***

- **Continued Out-of-home Placement:**
 - ✓ 51.2% of discharged youth (successful or not) remained in an out-of-home placement 6 months later
- **Of successfully discharged youth, 31% (70 out of 226) remained in an out-of-home placement. This group was:**
 - ✓ *Much less likely to be at a juvenile correctional facility*
 - ✓ *Slightly less likely to be returned to another YRCII*
 - ✓ *Slightly more likely to be in juvenile detention, adult jail, or AWOL*

Of Youth with Open Case	# of Successful Discharges	% of Successful Discharges	# of Unsuccessful Discharges	% of Unsuccessful Discharges	Total	Total %
Have been committed to JCF at some point during 6 months	13	5.8%	49	17.9%	62	12.4%
Have new court adjudication (may or may not have been sent to JCF)	23	10.2%	41	15.0%	64	12.8%

Data Collection (Expenditures)

Report required specific expenditure data from each YRCII

- ✓ Providers ranged from small businesses were the YRCII is the only program to large corporations with numerous programs and annual revenues from multiple sources
- ✓ One publicly owned facility operated by a local government
- ✓ Each provider has individualized recordkeeping practices and accounting procedures
 - 14 of 15 providers under contract as of 8-1-14 submitted financial information
 - Provider expenditure data for the periods of SFY 13 and SFY 14 were requested and reported

Data Collection Methodology

- Cost data was gathered in 12 cost centers and focused on the provision of basic services, including Prison Rape Elimination Act Standards (PREA) compliance and programs
- Cost centers were broken down by salaries, fringes, and other operating expenditures
- The cost report format attempted to isolate costs to allow for accurate comparisons across all providers

Cost Centers

- Administration
- Physical Plant
- Direct Care
- Food Service
- Medical and Dental
- Education
- Social Services and Counseling
- Transportation
- Youth Work Programs
- Laundry and Housekeeping
- PREA
- Add-Ons

YRCII Base Rate Calculation

Base rate determination was challenging due to the variations in structure and organization of each YRCII, to include:

- ✓ Utilization of parent home model or an institutional model
- ✓ Co-location with other residential programs
- ✓ Independent operations do not incur corporate overhead or indirect costs
- ✓ For-profit organizations incur unique costs (e.g., property and sales taxes)
- ✓ Non-profit and publicly operated YRC IIs can participate in the School Lunch/School Breakfast program
- ✓ Benefits offered
- ✓ Economies of scale
- ✓ Organizational decisions (e.g., staffing, administrative structure, medical and educational services)

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- **A base rate was determined by removing expenses not required to provide a base level of service that meets KDHE regulations**
 - ✓ To account for the overall decreases in population from FY 13 to FY 14, the average and median cost over the two-year period was calculated
 - **Expenses removed are as follows:**
 - ✓ Nursing contracts, physician contracts and associated operating costs
 - ✓ Tutors, instructors and other education staff
 - ✓ Grounds maintenance provided by the county at no cost
 - ✓ Sales taxes paid
 - ✓ Tablets
 - ✓ Restaurants
 - ✓ Staff uniforms
 - ✓ Owner back wages
 - ✓ Add-on services
 - ✓ Assistant directors/operations directors for facilities with low ADP
 - ✓ FY 14 indirect rates for providers who experienced an increase from FY13 capped at FY 13 rates

YRCII Key Findings

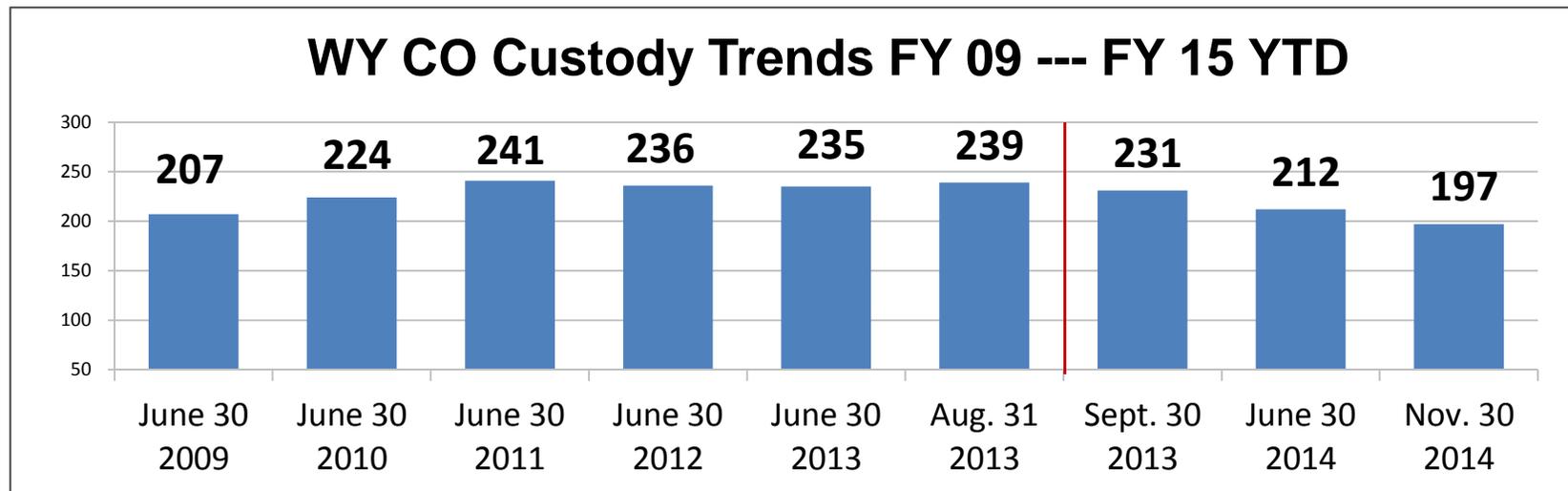
- **Kansas uses secure/non-secure placements at a higher rate than other states (9th nationally)**
- **Placements are costly - \$45,990 per bed annually**
 - ✓ Median administrative costs comprise more than 30% of YRCII expenditures in FY 13 and FY 14
- **Most discharges are unsuccessful (54%) despite the \$16 million dollar investment**

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- **Placements do not appear to produce long-term positive outcomes for youth**
 - ✓ Most discharges (51.2%) remain in an out-of-home placement 6 months later. Of those, only 14.1% are in a placement considered to be of a lower level of care
 - **Juvenile justice research, based on other states' experience and a pilot program within Kansas, shows that it is possible to get better outcomes for youth, families, and communities in a more cost-effective manner**

MST Program in Wyandotte County

A Multi-systemic Therapy (MST) pilot program was launched September 2013

- ✓ Invests state funding through a KDOC contract in Wyandotte County to serve youth and families in their home and community
- ✓ Implemented in collaboration with Wyandotte County and representatives from court, probation, schools and a community mental health center, the Annie E. Casey Foundation and National Council on Crime and Delinquency
- ✓ **Decreased youth in custody (in various levels of service) by over 17%** from 239 to 197 from 8-31-13 to 11-30-14



Reducing Recidivism and Key Outcomes

- **In July 2014, the KDOC was selected for a new Council of State Governments (CSG) initiative, “Reducing Recidivism and Improving Other Key Outcomes for Youth in the Juvenile Justice System Pilot Project”**
 - ✓ Led by CSG in partnership with the MacArthur Foundation, Bureau of Justice Assistance and the Office of Juvenile Justice and Delinquency Prevention
 - ✓ CSG’s site visit is scheduled in March 2015 when draft results will be presented to the KDOC, the Legislature and other key stakeholders
 - ✓ Final report is estimated to be completed in mid 2015
- **Recommend that KDOC and Legislature utilize the CSG initiative to examine all aspects of the Kansas system, not just YRCIIs**
 - ✓ With a comprehensive assessment, the executive, legislative and judicial branches can utilize the opportunity to significantly reform the juvenile justice system, including YRCIIs, in the 2016 Legislative session

Path to Improving Results

- **Promote using risk levels to determine eligibility for YRCII and other placements, targeting high-moderate and high-risk youth**
- **Recommend legislative approval to reinvest out-of-home placement savings from FY 15 in FY 16**
 - ✓ Redirect funds to add evidence-based programs that provide alternatives to YRCII/residential placements
- **Examine feasibility of YRCII facilities serving populations of like risk**
- **Use remaining human services consensus caseload savings to fund contracts for community-based services such as statewide sex offender treatment**
- **Continue to measure/monitor performance of YRCII (and other placements) and report the findings to key stakeholders**
- **Based on this report, recommend a rate adjustment from \$126.00 to \$127.78 per bed day to continue existing services**
 - ✓ Approved increases would have to be financed through the human services consensus caseload process

End

