

Aftercare for Juveniles Improves Public Safety and Pays for Itself

State Can Enhance Reentry Services and Still Save Money

Executive Summary

Improving services for juveniles after they leave residential programs will substantially reduce recidivism and save Maryland money, based on a detailed analysis by Advocates for Children and Youth. Too many of the State's youth receive little or no services when they return to their communities, and this is a major reason why more than 50 percent are rearrested within a year. High quality aftercare costs additional money, but, as the study shows, it pays for itself by reducing the need for expensive placements in juvenile jails.

Background

Juveniles leaving residential programs have high recidivism rates in Maryland. Almost 60 percent are rearrested within a year. A major factor is the quality of case management and services received by youth in the months leading up to and after release.¹ Advocates for Children and Youth examined the extent to which Maryland can afford to enhance aftercare.

Analysis

The cost of quality aftercare is about \$7,500 per youth.² Thus, the total cost of providing better aftercare to 1,600 youth in FY 2011 is \$12 million.

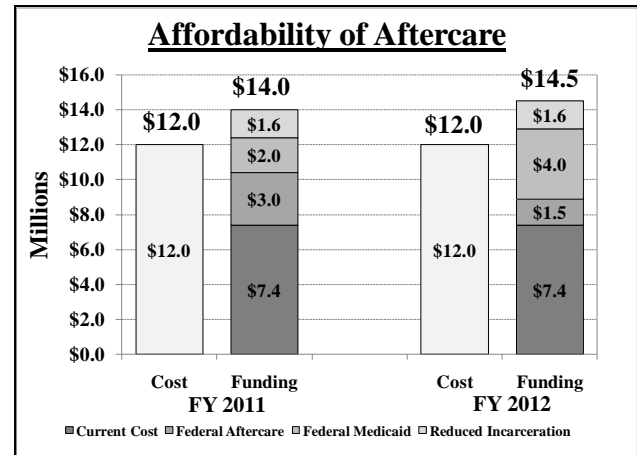
Resources are available to help Maryland improve its aftercare. The State already spends \$7.4 million on aftercare for these youth.³ The State can tap into

¹ See Advocates for Children and Youth, *Roadmap to Better Aftercare, Reduced Recidivism* (Apr. 2010)

² E.g., Maryland received a \$3 million grant to provide enhanced aftercare at a cost of \$7,500 per youth.

³ The FY 2011 budget includes \$56.7 million for DJS regional community operations staff costs and funding for 784 regional community operations positions, at an average cost per position of \$72,235. Statestat data report an average of 463 case-carrying case managers and aftercare as 35.7 percent of the workload for these case managers. The total estimated staff costs of case managers providing aftercare is \$11.9 million or \$4,644 for each of the 2,569 youth who currently receive aftercare. This equals \$7.4 million for 1,600 youth.

federal resources and will spend less because aftercare reduces recidivism.



First, the State received a \$3 million federal grant for aftercare.⁴ The State is seeking a second grant.⁵

Second, upon reentry into their communities, most of the youth are eligible for Medicaid, which pays for mental health and other aftercare services.⁶ The case management part of aftercare is currently not eligible for Medicaid reimbursement. However, Maryland is currently negotiating with the federal government to receive Medicaid funding for case management.⁷ The State should receive at least \$2 million in federal funds for Medicaid in the next

⁴ The U. S. Department of Labor is funding the *Continuum of Opportunity Reentry Program & Services* (CORPS) initiative for 400 Baltimore City youth, both boys and girls, ages 14 years and older.

⁵ The U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance, and Office of Juvenile Justice Delinquency and Prevention are seeking applications for the Second Chance Act Adult and Juvenile Offender Reentry Initiative.

⁶ Medicaid includes the Early and Periodic Screening Diagnosis and Treatment (EPSDT), which requires regular health assessments and all "medically needed" treatment services, including mental health services, for Medicaid beneficiaries under 21.

⁷ The Medicaid state plan amendment will include targeted case management services as an eligible Medicaid service.

fiscal year, and this amount will grow in future years when case management funding is available.

Finally, effective aftercare reduces recidivism by at least one-third.⁸ This saves money because fewer youth are arrested, processed, adjudicated and incarcerated. Overall, the savings are \$1.6 million. The large majority of reduced costs, or about \$1.4 million, comes from reduced re-commitments and re-incarcerations.⁹ Reducing re-adjudications and re-

⁸ See, e.g., Steve Aos, *Washington State's Family Integrated Program for Juvenile Offenders: Outcome Evaluation and Benefit-Cost Analysis*, Washington State Institute of Public Policy (Dec. 2004); Jeffrey A. Bouffard, & Kathleen J. Bergseth, *The Impact of Re-entry Services on Juvenile Offenders' Recidivism*, *Youth Violence and Juvenile Justice*, 6: 295-318 (2008).

⁹ ACY calculated the number of avoided DJS residential admissions by reducing recidivism by 33 percent in state facilities and private, in-state and out-of-state placements. Admissions, length of stay and per diem data for state facilities are from the FY 2011 state budget. Admissions and length of stay data for private residential placements are from DJS StateStat data. Per diem data for in-state and out-of-state placements were provided by the Department of Legislative Services (DLS).

ACY projected a savings in reduced marginal costs in state facilities and avoided residential per diems. A youth committed to DJS is placed both pre-disposition and post-disposition for two "placement episodes" per commitment period. ACY calculated the percent of admissions for pre-disposition youth for each state facility and the percent of admissions of post-disposition youth for appropriate programs in state facilities and for private providers. To calculate residential savings, the number of youth that avoided placement is distributed to each pre-disposition and post-disposition placement type.

ACY also estimated a savings from reduced length of stay in placement for youth that were re-committed. See *supra* note 1 for improvement in average length of stay for placed youth. These youth were also distributed to both pre-disposition placements and post-disposition placements for each commitment period.

For re-incarcerations, ACY calculated the ratio of avoided incarcerations to total correctional intakes and applied this ratio to total inmate marginal costs in state correctional facilities. See the DPSCS, Division of Corrections, *FY 2009 Annual Report* for average daily population data of 21,758. FY 2011 funding for DOC marginal costs is currently \$194.5 million. Marginal costs are dietary services; clinical and hospital services; classification, religious, and recreation services; and substance abuse services for pretrial detention facilities and state correctional facilities

convictions saves about \$100,000.¹⁰ Reducing re-referrals and re-arrests also saves \$100,000.¹¹

Summary

As shown in the chart above, the \$12 million needed for quality aftercare in FY 2011 would be offset by \$14 million in savings, for a net gain of 2 million. In FY 2012, the gain would increase as the federal Medicaid funding would increase more than the reduction in anticipated federal aftercare funding.

¹⁰ ACY determined the ratio of avoided juvenile adjudications or avoided adult convictions to total adjudications or convictions by reducing recidivism by 33 percent. See DJS, *FY 2009 Annual Statistical Report*, Section 1, page 5 for a "Flowchart of Referrals in the Maryland Juvenile Services System." There were 16,890 court dispositions for DJS youth. See Managing for Results statement for DPSCS, Division of Probation and Parole for data on the percent of total probation cases referred through the courts and the percent of probation cases served vs. total cases served.

ACY applied this ratio to DJS non-residential contractual services for adjudications and DPSCS probation contractual services for convictions. The FY 2011 allowance for contractual services in the DJS Regional Community Operations is \$70.3 million. The DLS FY 2010 budget analysis for DJS estimated residential per diems of about \$43 million. ACY used DLS data on the rate of decreased funding in FY 2010 to estimate FY 2011 funding for residential per-diems of about \$40.8 million. The estimated non-residential per diem funding for FY 2011 is about \$29.4 million.

¹¹ There were 2,002 releases from committed placements. See DJS, *FY 2009 Annual Statistical Report*, Section II, Table 71. Based on a 25-percent reduction, ACY calculated the ratio of avoided intakes or arrests over total intakes or arrests. ACY used this ratio to adjust savings projections to reflect a statewide arrestee estimate. For intake data, see DJS, *FY 2009 Annual Statistical Report*, Section 1, Table 1. There were 48,608 intake cases. See the Department of Public Safety and Correctional Services, Division of Pretrial Detention and Services' Managing for Results data in the FY 2011 budget. There were 73,326 arrestees processed through Central Booking and Intake Facility in 2009 which handles Baltimore City arrests. DJS committed youth from Baltimore City released from placement were 22.3 percent of total releases.

ACY applied this avoidance ratio to DJS central administrative staff costs for avoided intakes and Department of Public Safety and Correctional Services pretrial and detention staff costs and marginal inmate costs in detention/booking centers. FY 2011 spending are from the FY 2011 Governor's proposed budget and do not reflect upcoming legislative action.