

INSTITUTE FOR SOCIAL RESEARCH  
UNIVERSITY OF NEW MEXICO

Working Paper No.: 12  
**PROGRAMS FOR  
JUVENILES AND JUVENILE OFFENDERS  
IN NEW MEXICO**

Prepared for the  
New Mexico Criminal and Juvenile Justice Coordinating Council

June, 1996

**NOTE:**

This working paper provides research information for  
the New Mexico Criminal and Juvenile Coordinating Council.  
It is **not** a statement of the Council's views or opinions.

## **INSTITUTE FOR SOCIAL RESEARCH**

### **Research Team for this Working Paper**

Moira Murphy Aguilar: Research and Writing  
Edward Gilliland, Ph.D.: Writing and Editorial Supervision  
Christopher Birkbeck, Ph.D.: Editorial Supervision  
Stella Anagnostakos: Research Assistant  
Erin Donaldson: Research Assistant  
Mercedes Murphy: Research Assistant  
Matthew Pacheco: Research Assistant  
Linda Rosingus: Research Assistant

<b>TABLE OF CONTENTS</b> .....	<b>Page</b>
<b>I. EXECUTIVE SUMMARY</b> .....	<b>1</b>
<b>II. INTRODUCTION</b> .....	<b>4</b>
<b>III. PREVENTION PROGRAMS</b> .....	<b>6</b>
Types of Prevention Programs .....	6
Program Descriptions .....	7
<b>IV. PROGRAMS FOR FAMILIES IN NEED OF SERVICES (FINS) CLIENTS</b> .....	<b>14</b>
FINS Pilot Programs .....	18
<b>V. EARLY INTERVENTION AND DIVERSION PROGRAMS FOR JUVENILE OFFENDERS</b> .....	<b>19</b>
<b>VI. PROGRAMS IN JUVENILE DETENTION CENTERS</b> .....	<b>20</b>
Types of Programs .....	20
Program Descriptions .....	22
Program Budgets .....	25
Program Evaluations and Participation Rates .....	26
<b>VII. ALTERNATIVE SUPERVISION PROGRAMS FOR JUVENILES AWAITING ADJUDICATION</b> .....	<b>27</b>
Program Descriptions .....	27
<b>VIII. INTERVENTION PROGRAMS FOR JUVENILES ON PROBATION (OR PAROLE)</b> .....	<b>29</b>
Regular Probation Programs .....	29
Intensive Probation Programs .....	30
<b>IX. PROGRAMS IN CONFINEMENT CENTERS</b> .....	<b>32</b>
Types of Programs	33
Program Descriptions: Correctional Confinement Facilities .....	33
Program Descriptions: Reintegration Facilities .....	36
Program Descriptions: Therapeutic Confinement Facilities .....	39
Program Descriptions: Community Residential Facilitie .....	40
<b>X. CONCLUSION</b> .....	<b>43</b>
<b>XI. REFERENCES</b> .....	<b>44</b>
<b>APPENDIX I</b> <b>List of Detention Facilities Contacted</b> .....	<b>45</b>
<b>APPENDIX II</b> <b>Summary of Programs in Confinement Centers</b> .....	<b>48</b>

## **I. EXECUTIVE SUMMARY**

- Prevention, supervision, and treatment programs for juveniles vary in content, context and frequency of application, depending on resources, program purpose, type of facility and the specific facility in which they are implemented.
- Types of programs can be divided by purpose along a continuum which starts with prevention and, if prevention, diversion and intervention programs are not successful, terminates with custodial confinement.
- Prevention programs are defined and administered differently throughout the state. There are several programs which are offered in most districts and others which are county and district specific. Often, programs such as DARE are adapted to local needs.
- Families in Need of Services (FINS) clients are generally given low priority within the established service network. Agency officials stated that the FINS program started without the appropriate funding attached.
- Five pilot projects aim to process FINS clients by referring them to services directly from the referral source, eliminating the need for Protective Services and Social Services to get involved.
- Juveniles in detention centers are presumed innocent. Therefore, these centers focus their programs on supervision, sometimes combined with minimal treatment programs.
- Programs in detention centers focus on four main areas: education, health care, religion, and recreation. Education is mandated. The other areas are optional but are offered in most facilities.
- Detention centers rely on volunteers and donated services to run many of their programs. Therefore, program stability and continuity are in constant flux. Detention facilities located near post-secondary educational institutions, such as community colleges and four-year colleges, are more apt to use academic resources to offer a wide variety of programs to their residents.
- Juvenile expenditures are not currently itemized within overall detention budgets. Therefore, there is no system established to pinpoint funds spent in the juvenile facilities. Budgeting is further complicated by the high reliance on donated services and supplies. Starting next fiscal year (7/1/96), some facilities will start to break out at least part of the budget for juveniles from the overall budget for a given detention center.

- Very few evaluations exist for programs other than the mandatory education programs in juvenile detention facilities. Often times administrators and supervisors are not aware of evaluation results. Very few statistics are maintained on the number of juveniles served per year by specific programs.
- Alternative supervision programs provide community-based supervision of alleged juvenile offenders while they are awaiting adjudication. These programs monitor the alleged juvenile offender within the community while allowing him or her to remain in the home (or some alternate placement). By providing the level of supervision appropriate to the juvenile and the alleged offense, these programs seek to minimize the flight risk posed by the juvenile and the probability that the juvenile will re-offend.
- Alternative supervision programs currently in use in New Mexico include electronic monitoring, home detention (community monitoring), day reporting centers, residential shelters, and release to the custody of a parent or other responsible adult. Most of these programs (except for release to parents) are currently available only in a handful of New Mexico communities, and they are more likely to have been implemented in urban areas than in rural areas.
- Adjudicated juvenile delinquents who are placed on probation may be assigned to regular probation, or to an intensive supervision program. Regular probation often includes conditions that the youth participate in prevention or intervention programs, and may also require community service, restitution, counseling, and victim-offender mediation programs. Intensive probation provides a higher level of supervision and imposes stricter probation requirements. The main intensive supervision programs in New Mexico are Juvenile Intensive Probation and Parole Services (JIPPS), Violence Intervention Probation Services (VIPS), and Juvenile Community Corrections (JCC).
- There are two types of juvenile confinement facilities: *correctional confinement* facilities and *therapeutic confinement* facilities. Adjudicated juveniles are housed in correctional confinement facilities. Juveniles in therapeutic confinement facilities exhibit violent behavior but have not necessarily been convicted of a crime. There are two types of correctional confinement facilities: secure facilities such as the New Mexico Boys' School and *reintegration centers* which serve as a bridge between the secure facilities and release into the general community.
- Programs in secure correctional confinement facilities focus on behavior modification, anger management, and other treatment areas. Programs in reintegration centers continue the focus on treatment but also include life skills, employment programs, independent living arrangements and other skill development areas which will prepare the juveniles for life in the general community.

- *Community residential facilities* (often grouped with reintegration facilities) provide group-home based services for juveniles. Residents do not necessarily have a criminal record although, in reality, most of them have been adjudicated.

## **II. INTRODUCTION**

The current Working Paper provides the reader with an overview of prevention, supervision and treatment programs for juveniles, juvenile offenders, and FINS (Families in Need of Services) clients in New Mexico. The programs described serve various strata of the youth population: children and youths who have not yet come into contact with the juvenile justice system (prevention); youths who have begun to exhibit delinquent behavior or committed minor offenses (early intervention and diversion); alleged juvenile offenders awaiting adjudication (detention or noncustodial supervision); adjudicated delinquents who have been placed on probation; adjudicated delinquents who have been transferred to the custody of the Children, Youth and Families Department (correctional confinement); and adjudicated delinquents and other juveniles with demonstrated therapeutic confinement needs (therapeutic confinement).

We gathered information on programs for juveniles using three methods: telephone surveys of facility administrators, Juvenile Probation and Parole Officers (JPPOs), and program providers; personal interviews with prevention specialists and program providers; and analysis of secondary data. We asked facility administrators, JPPOs (district chiefs and county offices) and prevention specialists about programs for juveniles housed in their facilities, involved in their programs, and/or supervised under their jurisdiction. For prevention and probation programs, we contacted all providers mentioned by the JPPOs and prevention specialists, and interviewed them about the content of their programs. We requested hard copies of program descriptions, budget information, and evaluations for all programs. Additional information about programs was obtained from previously published reports.

The current Working Paper provides information about a continuum of programs offered in New Mexico, ranging from prevention programs to program offerings in confinement facilities. The organization of this paper generally follows the categorical order presented in the “Proposed Continuum of Care for Juveniles in New Mexico” currently under consideration by the Children, Youth and Families Department, Juvenile Justice Division (see Figure 1).

**FIGURE 1  
PROPOSED CONTINUUM OF CARE FOR JUVENILES IN NEW MEXICO**

<b>Prevention</b>	<b>Early Intervention</b>	<b>Diversion</b>	<b>Intervention</b>	<b>Intervention</b>	<b>Custodial Commitment</b>	<b>Custodial Commitment</b>	<b>Custodial Commitment</b>
<b>0</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>
Prevention	FINS	Referral to Juvenile Justice -Informal Probation	-Formal Probation	-ISS / JCC	Referral to Juvenile Justice (Commitment) -Work Camp	-YDDC -NMBS -NMGS	-Secure Facility
<b>PARTICIPANTS</b>							
-Schools (Alternative Special Need) (Truancy -Parents -Headstart -Day care support	-Schools -CYFD -Dept. of Health (Community Organizations)	-CYFD(JPPO) -Communities -Schools -Parents	-CYFD(JPPO) -Communities -Schools -Parents	-CYFD(JPPO) -Communities -Schools -Parents	-Staff -JPPO -Communities -Parents -JCC (After Care)	-Staff -JPPO -Communities -Parents -JCC (After Care)	-Staff -JPPO -Communities -Parents -JCC (After Care)
<b>PROGRAM</b>							
Phase Program Levels to be determined by Division of Juvenile Justice, Children Youth and Families Department (in planning stages)							
<b>TARGET POPULATION</b>							
Young Children	Truants, Runaways, Incorrigibles, Throwaways	Misdemeanors ( up to 3 )	Felony, 3 or more Misdemeanors	Felony-High Risk, Specialized	Felony - Nonviolent	Serious Felony	Violent Felony

CYFD = Children, Youth, and Families Department  
 JPPO = Juvenile Parole and Probation Officer  
 YDDC = Youth Development and Diagnostic Center

ISS = Intensive Social Supervision  
 JJC = Juvenile Community Corrections  
 NMBS = New Mexico Boys' School

NMGS = New Mexico Girls' School



### **III. PREVENTION PROGRAMS**

*Prevention programs* aim to keep juveniles away from contact with the juvenile justice system. Prevention programs are more likely to be found in urban areas, where people and resources are concentrated. Prevention programs range from early childhood educational programs (e.g., Head Start) to gang diversion and intervention programs. Technically, any activity (church groups, Boy Scouts, athletics, etc.) which presents a child with an alternative to getting into trouble can be termed a prevention program.

#### **TYPES OF PREVENTION PROGRAMS**

Prevention programs can be envisioned as the first phase on a continuum which starts with prevention and ends with custody and confinement. Successful primary and secondary prevention programs impede children and adolescents from entering into the formal or informal programs established by the juvenile justice system. Table 1 shows one possible classification of prevention programs, based on program philosophy and target population.

<b>Table 1</b> <b>Classification of Prevention Programs</b>	
<b>Primary Prevention</b>	These programs share two interrelated characteristics: 1) they identify risk factors in the community and 2) they address risk factors and operate on the assumption that any juvenile is potentially “at risk” for delinquent behavior. Some programs focus on risk factor identification and others on addressing risk factors. These programs focus on development of pro-social attitudes and of healthy social & family relationships. Programs in this category include Head Start, DARE, church groups, athletics, and programs funded under Title V of the Federal Juvenile Justice and Delinquency Prevention Act.
<b>Secondary Prevention</b>	These programs aim to prevent delinquent behavior. They target juveniles who can be considered to be slowly “sliding into” delinquent behavior. Through nurturing and behavior correction these programs try to divert youth from entering into a delinquent lifestyle. Programs in this category include FINS, First Offender Programs (FOPs), and Teen Court.
<b>Tertiary Prevention</b>	These programs aim to prevent recidivism. They target juveniles with a previous history of delinquent behavior. Programs in this category include community service, Intensive Social Supervision (ISS), Juvenile Intensive Probation and Parole Services (JIPPS), Violence Intervention Probation Services (VIPS), Juvenile Community Corrections (JCC), and other aftercare programs.

## **PROGRAM DESCRIPTIONS**

This section focuses on primary prevention programs. Secondary prevention programs are described in more detail in Section IV and Section V; tertiary prevention programs are addressed in Section VIII. Because any classification of prevention programs is somewhat arbitrary, some of the programs described in this section provide secondary and/or tertiary prevention services as well as primary prevention services.

The program descriptions provided here do *not* provide a comprehensive overview of prevention programs in New Mexico. Rather, the programs outlined below are those which JPPOs, Social Services and Protective Services administrators, and others in the field consider to be prevention programs. A precise definition of a “prevention program” does not exist, and there is no consensus regarding the appropriate content for prevention programs. Program offerings differ from one judicial district to another, and programs with the same name may be implemented differently in different communities. Several programs, such as DARE and GREAT, are active

throughout the state. Other programs are offered only in specific judicial districts or communities.

### **Federal Juvenile Justice and Delinquency Prevention Act Title V Programs**

New Mexico received funds through this Act to initiate a pilot risk assessment project. The Juvenile Justice Advisory Committee selected Española, Taos, and the Grants/Milan area of Cibola County as the pilot sites. Organizers also hope to establish the program in Las Cruces. The Act has several characteristics:

- it is Congressionally mandated;
- site selection is based on risk factors identified in the community;
- it requires community-wide public/private cooperation; and
- it is a strategic effort based on research findings about risk factors such as drop-out rates, incidences of domestic violence, health problems, and truancy rates.

The risk assessment project recently got underway and is still in the basic implementation stage. Organizers have proposed that each community form a Community Prevention Board. An analysis of risk factors for delinquency in each community will take place. Strategic approaches such as tutoring, recreational activities and economic development initiatives will be developed to address the identified risk factors in each community. An example of a prevention program included in this project is a Youth Court to address school infractions for students in Grades 6 through 8, started recently by a municipal judge.

### **Adopt a Cop**

This program, currently offered only in Portales, unites second graders with police officers. The officers attend special school functions, visit the classrooms once a week, and provide the children with baseball-type cards of the police officer whom they have adopted. Adopt a Cop replaced the DARE program in Portales. The program includes Babes, a puppet program designed to instruct children in anger management, decision-making, and the dangers of alcohol abuse. The “Babes” curriculum is also employed in Las Cruces and Santa Rosa.

### **Big Brothers / Big Sisters**

This program matches caring adults with children from single-parent homes who may be experiencing adjustment problems or loneliness. Volunteers usually spend a few hours a week with their “sibling”. Currently, there are nine Big Brothers and/or Big Sisters chapters throughout the state.

### **Committed Partners for Youth**

This program, administered by the New Mexico Youth at Risk Foundation, targets youth at risk for delinquent behavior from three middle schools in Albuquerque’s South Valley. The program begins with a five-day intensive course, which includes critical self-examination, goal-setting, conflict resolution, and rope climbing. Each youth is then paired with a volunteer adult mentor for one year following the course.

### **Drug Abuse Resistance Education (DARE)**

The primary goal of the New Mexico DARE program is to prevent adolescent drug use by having police officers teach children how to resist pressures to use alcohol, tobacco, and other drugs. The program offers preventive strategies focusing on self-esteem, empathy, conflict resolution and positive alternatives to drug use. The core program targets students exiting elementary school (Grades 5 and 6). Uniformed, certified DARE officers provide instruction based on a structured curriculum. DARE is the most widely active prevention program in the state. The DARE program is taught in 86 of New Mexico's 89 school districts, and state DARE officials estimate that the curriculum is taught to approximately 36,000 fifth and sixth grade students per year.

### **McGruff Puppet Program and Videos**

This program teaches youngsters in Grades 1-6 the dangers of strangers, delinquency and other anti-social activities, while also teaching them self-help skills. The program relies on the familiar television character McGruff, the crime-fighting dog. It is used to broaden and enhance DARE programs in Hobbs (Lea County), Lincoln County, and other communities.

### **Families and Youth Inc.**

Families and Youth Inc. provides several prevention programs in the Las Cruces area. Programs offered by the agency include the following:

- STAY: provides volunteer tutors and social services for youth suspended, expelled or disenrolled from school.
- AIDS Education: provided in both Spanish and English.
- Babes: aims to teach younger children about peer pressure and coping skills through an activity-based curriculum using puppets, stories and games.
- Peer Education: provides life skill classes on communication, presentation, decision-making, anger management, drug awareness, gang prevention, and the importance of education.

### **Gang Resistance Education and Training (GREAT)**

GREAT is sponsored by the Federal Bureau of Alcohol, Tobacco and Firearms (ATF). The program is designed to help middle school students learn to set and achieve goals, resist negative peer pressure, peacefully resolve conflicts, and understand how gangs negatively affect their quality of life. The GREAT curriculum is based on eight lessons contained in a student handbook. The lessons consist of tasks such as defining the word "gang" and situational exercises which ask the student to define specific problems, consider their alternatives, think about the consequences of their actions, choose the best alternative, decide how to implement it, and then reflect on whether that alternative was the correct choice. The GREAT curriculum is taught only by certified police officers. Our interviews indicate that this program is currently active in the city

of Alamogordo (Otero County), Bernalillo County, Chaves County, Doña Ana County, Grant County, McKinley County, Sandoval County, San Juan County, and Taos County. In addition, the city of Española (Rio Arriba County) plans to start a GREAT program in June 1996.

### **Criminal Offenders for Youth Awareness (COYA)**

Thirty graduates of the GREAT program in Taos County are transported to the state penitentiary to listen to presentations made by hard core inmates usually sentenced to life in prison.

### **New Mexico Center for Dispute Resolution**

This mediation center offers a variety of programs in the greater Albuquerque area and in Santa Fe. Primary prevention programs<sup>1</sup> provided by the Center include the following:

- The Parent/Child Mediation Program: assists families in settling disputes such as curfew times and phone privileges with the assistance of a neutral mediator.
- Mediation in the Schools Program: trains elementary and secondary school teachers and students to mediate campus disputes through a classroom curriculum and other methods.
- Releasing Anger Positively (RAP): teaches parents and middle school students how to react to anger, violence and conflict in their lives through a twelve session program and parenting skills class; clients are referred by school personnel, probation officers, or self-referrals.

### **New Mexico Police Athletic League (NMPAL)**

NMPAL teaches juveniles to improve their peer and familial relationships, handle conflict, increase their self-confidence, acquire life skills, increase creativity, become more environmentally aware, and to be cognizant of the effects of gang involvement, drug use and violence in their lives. NMPAL is a new effort. Although the Police Athletic League has been active in Albuquerque for many years, the organization is now in the process of initiating PAL programs in other areas of the state, including Native American country. NMPAL is an activity-based project. Programs include art classes, auto repair, boxing, bowling, computer classes, youth softball leagues, a gang intervention softball league, and track and field. Other programs offered by NMPAL include the following:

- Camp Courage: a reward program for youths who avoid delinquent behavior; Camp Courage is organized by NMPAL, the New Mexico National Guard Counterdrug Section, and the New Mexico Department of Public Safety; it serves 100 campers ages 11-13; the youths spend five days engaging in outdoor activities (camping, hiking, rafting, rappelling, etc.) and learning about the importance of remaining free of drugs and alcohol and of avoiding delinquent behavior; in 1996, Camp Courage served youths from a number of

---

<sup>1</sup>Tertiary prevention programs administered by the Center are addressed in section VIII.

communities, including Clovis, Gallup, Hobbs, Roswell, Cochiti Pueblo, Isleta Pueblo, the Jicarilla Apache Reservation, Picuris Pueblo, and San Ildefonso Pueblo.

- Run Against Gangs, Guns and Graffiti: supported by the Albuquerque Police Department (APD) and the New Mexico National Guard; this event consists of 5k and 10k runs and a one mile family walk; more than 500 people participated in 1995.
- Youth of the Month Award and Youth of the Year Award: recognizes outstanding youth in each community for their ability, leadership, team contribution and sportsmanship; one youth is chosen for the yearly award.

### **Peanut Butter and Jelly Therapeutic Preschool (PB&J)**

PB&J provides a number of prevention services for children and parents in Bernalillo County and Sandoval County. Programs offered by PB&J include the following:

- Project ImPACT: renews parenting skills of inmate parents and their children through an educational program, counseling, and family visits; eases the transition back into daily family life; and provides community services to inmates' children and spouses during their incarceration.
- Summer Wilderness Camp: overnight camping experiences for pre-schoolers that emphasize cooperation, sharing, and esteem-building.
- Substance Abuse Education: provides education for children and their parents, and activities that promote drug- and alcohol-free lifestyles.
- Partners in Parenting: provides home-based services to new and expectant high risk mothers in rural Sandoval County.

### **POUNDERS: Youth Against Crime, Drugs and Gangs**

POUNDERS promotes alternatives to gang involvement and drug abuse. The program unites families, youth, law enforcement, public officials and private actors in the fight against gangs and drugs. POUNDERS offers a variety of prevention programs throughout the state, including the following:

- The Options Program: consists of a 14-unit curriculum which teaches and encourages youths to make positive choices in their lives.
- The Actions Program and Volunteer Family Aids: trains volunteers to work with youth and their families who are experiencing difficulties such as domestic violence, involvement with the juvenile court system, or disengagement from gang activity.

- Victim Response Team: off-duty police officers or military personnel assist youth in the process of leaving gang activity who are threatened either physically or verbally by gang members.
- Law Enforcement Recognition Program: provides support and recognition for effective police work and community service efforts in drug law enforcement, gang intervention and violence prevention.
- Victim Impact Panel (pilot program): enlists offenders and victims to narrate their traumatic experiences to receptive youth.

### **Project Outgrowth / Project Crossroads**

This program initially started as a church restoration project in Santa Fe, then expanded to Doña Ana County and Zuni Pueblo. The approach employed is early intervention, and the program targets at-risk youth and juveniles who have had initial encounters with the juvenile justice system. Youth are taught the skills of their elders. For example, in Doña Ana County, a group of young men learned adobe-making skills and then renovated an old church. At Zuni Pueblo, elders teach youngsters the art of stone masonry while telling them stories. Program expansion plans include an oral history project in Las Cruces for delinquent youth and gang members.

### **Responsible Educated Adolescents Can Help (REACH)**

REACH provides substance abuse education to high school students and some middle school students. These students then teach elementary school students about the effects and dangers of drugs. REACH trains its own teachers, who then travel throughout the country and provide training for high school and middle school students. Although this program was initiated in New Mexico as a statewide prevention endeavor, the results of our interviews indicate that it is currently active only in Los Alamos County.

### **“Say No to Gangs”**

Created in response to the gang problem in Albuquerque, this program was started four years ago by two APD officers. The program works at diverting juveniles from gang activity, through services provided by volunteers from law enforcement, the business community, and college students. Prevention activities include free gymnastics classes, field trips to a detention center to witness life in detention, and trips to the mall for middle school students. Currently, “Say No to Gangs” is trying to start free ice skating and karate lessons for young people.

The program is comprised of three components:

- Gang Diversion: people deemed positive role models talk with students in grade school and junior high school about the advantages of not getting involved in a gang; confined gang members from the Bernalillo County Detention Center talk to the students about the disadvantages of gang affiliation (the gang members do not receive any compensation, such as “good time”, for their participation).

- Calendar Contest: drawings submitted by Albuquerque elementary students are chosen for inclusion in a calendar.
- Shadowing: pairs “at-risk” youth with mentors from the business community.

### **Students Taking All the Right Steps (STARS)**

STARS matches “at-risk” students with mentors and/or tutors who assist the youth in renewing a sense of hope, improving motivation and building confidence. Volunteers meet once a week on campus to provide academic help to students. This program is currently offered only in Otero County.

### **Wise Men & Women**

The purpose of this Albuquerque-based program is to help at-risk youth build positive solutions in their everyday life by establishing a caring relationship with a mentor. The program also aims to make adults aware of what they can contribute to the development of our youth. The target population consists of youth between the ages of 6 and 12 years who are in Albuquerque schools that are considered “pockets of poverty.”

### **Youth Commission MISSION**

This program, offered only in Los Alamos County, anticipates the educational, recreational and cultural needs of the youth in the county and coordinates community resources in order to improve their quality of life.

### **Youth Development, Inc. (YDI)**

YDI offers more than 30 different programs serving children, youth and families in the greater Albuquerque area (Bernalillo County, Sandoval County, and Valencia County). YDI adopts a holistic continuum of care approach. Prevention programs offered by YDI include gang prevention/intervention, stay in school programs, street outreach, violence prevention, substance abuse prevention, AIDS and health education, GED programs, sports and recreation, and music, drama and art programs.

### **Other Prevention Programs**

In addition to the programs described above, communities throughout New Mexico offer a variety of services that address prevention goals as part of their mission. For example, many towns and cities provide community centers or recreation programs for youth. Churches in nearly every community offer activities for young people, many of which stress the importance of avoiding delinquency, gangs, and substance abuse. Boy Scouts and Girl Scouts programs are active throughout the state, and many rural areas of New Mexico have active 4-H Clubs. Organized athletic activities, such as the Young American Football League, the Young American Soccer League, and Little League Baseball, are also available in many communities.

Our informants identified a number of other promising prevention programs that have been implemented in specific communities. For example, in Hidalgo County, Peer Facilitator



Training is provided for youths in Grades 7-12. The program instructs youth on how to facilitate conflict resolution, and also covers self-esteem, peer pressure, gang prevention, and AIDS/STD prevention. Portales has a Teen Care program, which provides mentors and tutors for school-age youth as well as correct parenting models; the program is a coordinated effort among the public schools, the Department of Public Safety, JPPOs, law enforcement agencies and community service agencies such as VISTA and Foster Grandparents. Roswell has "Boys Lunch Bunch," a program in which adult male role models from the area eat lunch with male students in the school to share their professional expertise and serve as mentors. Also in Roswell is the Student Justice Program, in which adults and students work to find positive solutions and an appropriate retribution scheme for student violence and other school problems. The city of Santa Rosa sponsors a Billboard Contest, in which young people create anti-delinquency messages that are selected through a competition for exhibition on highway billboards. Santa Rosa also has a Ropes Course; in this program, juveniles participate in a team obstacle course to build camaraderie, teamwork and other pro-social relationships.

#### **IV. PROGRAMS FOR FAMILIES IN NEED OF SERVICES (FINS) CLIENTS**

FINS focuses on child *and* family needs. The FINS function is primarily to address areas of child-parent conflict: assessment of the difficulty, crisis intervention counseling and referral to outside agencies (CYFD,1994:1). Four types of youth fit into the FINS category: runaways, truants, kick-outs, and those who refuse to go home.

FINS is considered a secondary prevention program, since FINS clients have not committed major offenses but are deemed to be at risk for delinquent behavior. The FINS program focus, then, is on modifying potentially delinquent behavior through early intervention.

The mention of FINS clients elicits a negative response from most JPPOs, Protective Services (PS; attached to CYFD) personnel, and Social Services (SS; attached to CYFD) employees. Workers in the field perceive that the state created a new category without attaching the appropriate funding. As one Protective Services employee stated, "FINS clients are considered low priority because the Children's Code did not attach any money. They expect agencies to pick up additional caseloads without adding any resources." Another stated, "FINS is a four letter word."

FINS clients are treated differently depending on the county in which they are processed. The case studies that follow, though not exhaustive, illustrate some of the processing procedures used for FINS clients.

---

**CASE #1: SAN MIGUEL COUNTY**

---

- Referral Source:** \*JPPO            \*Parents            \*Police Department
- Referred To:**            \*Protective Services (PS; part of CYFD)
- Processing:**            \*Initial processing completed by PS to try to identify a reason for the referral.  
                                 \*In some circumstances, such as abuse cases, the client is referred to Family Services and is no longer considered a FINS client.  
                                 \*PS tries to work with the client in non-abuse cases.  
                                 \*True FINS clients are referred to community services such as local counselors or therapists (in the case of runaways) or are hooked up to social activities such as anti-gang groups.
- Comments:**            \*If the parents have insurance or Medicaid, the family pays for the community services used.  
                                 \*If the family is unable to pay the juvenile is referred to the Community Mental Health Program for free services.  
                                 \*If the treatment plan does not produce results the juvenile is referred to the Child Review Panel and is placed in a Residential Treatment Center or a group home.

---

## **CASE #2: SANTA FE COUNTY**

---

Santa Fe County is initiating a new program for FINS clients on July 1, 1996. The information presented here describes the current process for FINS processing and then presents available information about the new program.

### **Current Process**

- Referral Source:** \*Various sources
- Referred To:** \*Protective Services (PS)
- Processing:**
- \*Truancy and educational neglect cases sent to JPPO.
  - \*JPPO often sends clients to a first offender program which consists of a structured parent/child program focusing on communication.
  - \*Family living arrangement cases (parents cannot live with child or vice versa) handled by PS.
  - \*PS refers its cases to Youth Shelter or The Family Institute, both of which are basically sliding scale counseling centers.
  - \*After voluntary services are tried and are unsuccessful, a FINS petition can be filed in court to order the family into therapy.
- Comments:**
- \*FINS can only be referred to sliding scale or free services because there is no funding for them.
  - \*One of the main problems with FINS is that referrals often come to PS after the clients have tried community resources and PS then has to refer them back to the same community services which have already been unsuccessful in working with the client.
  - \*In April 1996 there were eight FINS referrals: four went to the JPPO; one stayed within PS; and three went to the Youth Shelter.

### **Process to start 7/1/96**

- Referral Source:** \*Same
- Referred To:** \*Youth Shelter (Youth Shelter and The Family Institute are merging to become one program and there is a state contract to Youth Shelter).
- Processing:** \*In drug and alcohol abuse cases the client will be referred to La Nueva Vida or Pinon Hills for a free assessment and then will be referred to the proper agency.

---

### CASE #3: LUNA COUNTY

---

- Referral Source:** \*Various sources
- Referred To:** \*Protective Services (PS)
- Processing:**
- \*PS screens the cases to see if the child meets the FINS criteria and then categorizes the case as FINS or other.
  - \*If not classified as a FINS case the child is referred back to the referral Juvenile Justice (JJ).
  - \*PS or JJ makes the first contact with the family and develops a treatment plan. Many times the problem is solved with the first contact and there is little need of monitoring or therapy.
  - \*If the problem continues the cases is screened into the Families in Need of Treatment (FITS) Committee made up of schools, the Department of Health, Border Area Mental Health and other agencies involved with the family.
  - \*If the problem still continues the parents are taken to Family Court and PS tries to get custody of the child or court-ordered intervention.
- Comments:**
- \*The family, if able to do so, pays for the services rendered. There is some funding available through CYFD to pay for services. CYFD funding allocation is decided on a case-by-case basis.
  - \*FINS cases are a very low priority because the Children's Code did not attach any money. Agencies are expected to pick up the extra caseload without adding any resources such as staff etc.
  - \*Approximately 100 FINS clients are processed per year. Most are truancy and runaway cases.

---

**CASE #4: FIFTH JUDICIAL DISTRICT  
(Chaves County, Eddy County, and Lea County)**

---

- Referral Source:** \*Affidavit from the schools (only deal with kindergarten through sixth grade)
- Referred To:** \*Protective Services (PS) in stay-aways and forgotten children cases  
\*Social Services (SS) in runaway and delinquency cases
- Processing:** \*Referred to voluntary services.  
\*If voluntary services are refused, a FINS petition is filed in court for court- ordered services.
- Comments:** \*In many cases, FINS clients are given a different name so that they do not fit into PS but rather are sent to Children's PS and are therefore no longer considered FINS.  
free counseling to become available.  
\*Several psychologists in the community are available but they must be paid.  
\*The big problem with the FINS program is that the whole system does not understand the law and there is not enough money.

## **FINS PILOT PROGRAMS**

Five areas around the state are participating in pilot programs that address FINS clients in addition to other juveniles through grant money provided by CYFD. The participating communities are Clovis, Farmington, Las Cruces/Anthony, Los Lunas, and Raton. These programs entail a high level of coordination among various services within the communities. The two-year grant provided \$81,000 per year to the selected communities, and ends June 30, 1996.

The aim of these pilot programs is to establish a continuum of care by coordinating community service resources, and to contract with individual providers to fund programs for FINS clients. Communities were required to begin to envision the continuum of care in terms of available resources within the community, rather than the traditional agency-based approach. The rationale behind the pilot programs is 1) to make communities less dependent on the state's general fund, and 2) to enhance service delivery by adhering to Medicaid standards, which are higher than state requirements. The ultimate goal of the program is to regionalize the continuum of care offered to juveniles through local initiatives.

There seems to be a consensus among personnel in the field that the needs of FINS clients are not being addressed. According to officials, the legislation about FINS provides an escape clause which requires their treatment "when resources are available." In general, funds are not

available to assist FINS clients because there are other, more urgent cases which need to be addressed first. These pilot projects, which aim to improve services for all juveniles, including FINS clients, attempt to get communities, and eventually regions, to examine their resources along a continuum and, therefore, to tap all available local sources.

## **V. EARLY INTERVENTION AND DIVERSION PROGRAMS FOR JUVENILE OFFENDERS**

Juveniles alleged to have committed a delinquent act are referred to probation services. The juvenile probation and parole officer (JPPO) then makes a determination as to the need for court intervention. The JPPO may dispose informally of up to three misdemeanor referrals within a two-year period (NMSA 1978 § 32A-2-7 [1995 Repl.]). For example, the JPPO may counsel the juvenile, then release the youth to the custody of his or her parent(s) or legal guardian(s) (counsel and release); this approach is often employed in the case of first referrals for very minor offenses. Alternatively, the JPPO may place the juvenile offender on informal (administrative) probation. In this situation, the probation officer places certain conditions on the juvenile and monitors the juvenile's behavior, but the court is not involved. Many JPPOs consider informal probation to be equivalent to "babysitting."

If a juvenile has been referred for three or more prior misdemeanors within two years of the instant misdemeanor offense, or if the juvenile is referred for a felony offense, the case must be referred to the children's court attorney (CCA). Even after the CCA files a petition for a court hearing, the charges may be disposed informally, without judicial approval, if the child, through counsel, and the CCA agree to a waiver of time limitations. A time waiver defers adjudication of the charges, conditional on certain restrictions on the child's behavior. If the child completes the agreed upon conditions, and no new charges are filed against the child, the petition is dismissed (NMSA 1978 § 32A-2-7 [1995 Repl.]).

Informal dispositions of minor offenses often include a requirement that the juvenile offender participate in one or more early intervention programs. The hope is that participation in these programs will modify the juvenile's behavior and divert him or her from future delinquent behavior and future involvement with the juvenile justice system. Programs to which juveniles may be referred as a condition of informal probation or a time waiver include stay in school programs or GED classes, gang intervention, family or victim-offender mediation, substance abuse counseling or education, Big Brothers/Big Sisters, peer mentoring programs, twelve-step programs, individual, family or group therapy, prison visitation programs, and wilderness experiences. Juveniles may also be required to perform community service or to make restitution to victims.

In several communities, these juveniles also may be referred to a First Offender Program (FOP). These programs provide juveniles with the opportunity to undergo therapy, participate in self-help type groups, or partake in other activities designed to divert them from becoming repeat offenders. Our interviews indicate that first offender programs are currently offered in at least

seven New Mexico communities: Alamogordo, Española, Farmington, Gallup, Las Cruces, Lordsburg, and Los Alamos.

Finally, JPPOs and CCAs may refer juveniles charged with minor offenses to Teen Court. There are currently 21 active Teen Courts in New Mexico. These courts generally hear cases dealing with minor offenses, such as traffic offenses, drug or alcohol infractions, and shoplifting. In the Teen Court program, defendants admit guilt, and appear before a jury of their peers (other teenagers) to receive their sentence. These sentences often consist of highly creative community service requirements, and anecdotal evidence indicates that the teen juries tend to be tougher on the juvenile offenders than the juvenile courts. If the defendant does not obey the sanctions devised by the jury, he/she is referred back to the JPPO.

The Grant County Teen Court, started in 1992, is the pilot program for New Mexico. As of June 30, 1995, 672 defendants had passed through the Court with a recidivism rate of less than 10%. (Although not strictly comparable, the recidivism rate for the local JPPO is approximately 50-60%.) In Silver City, Teen Court sentences generally include four components: community service hours, alternative classes such as alcohol abuse classes, a jury term, and Grant County clean-up.

## **VI. PROGRAMS IN JUVENILE DETENTION FACILITIES**

Juveniles who are charged with serious offenses may be placed in a detention facility while awaiting adjudication. *Detention* is defined as “the legally authorized confinement of a person subject to criminal or juvenile court proceedings until commitment to a correctional facility or release” (Rush 1994, p. 107). Juveniles who are confined while awaiting and/or undergoing adjudication are held in detention centers. Juveniles may be confined for up to six hours in *holding facilities*, and for up to 48 hours in *short-term detention facilities*. Juveniles who are held for more than 48 hours must be placed in *long-term detention facilities*. Holding facilities and short-term facilities are not required to provide programs other than food service and basic medical attention. This section describes programs offered only in long-term detention facilities.

### **TYPES OF PROGRAMS**

Juveniles awaiting adjudication are presumed innocent because they have not been found guilty of a delinquent offense and/or disposed. For this reason, alleged juvenile offenders cannot be required to participate in therapeutic or rehabilitative programs. Therefore, the primary purpose of detention centers is to provide *supervision* to juveniles awaiting adjudication and/or disposition. Detention facilities are required only to provide food service, basic medical services, and basic education for juveniles in their custody who are required to be in school.

Nevertheless, New Mexico’s juvenile detention centers offer a wide variety of programs, which can be grouped into four broad categories: education, health, religion and recreation. Mandated basic medical care and food services are not included in our categorization. Table 2 shows the types of programs offered by each of New Mexico’s thirteen long-term juvenile

detention centers. The specific content of these programs differs from facility to facility. Participation in nearly all of these programs is voluntary, except for basic education classes. Many of the detention facilities rely on volunteers and community service organizations to provide these program offerings.

<b>Table 2</b>				
<b>Types of Programs Offered by Long-Term Juvenile Detention Facilities</b>				
(Based on self-reports by facility administrators)				
<b>Detention Facility</b>	<b>Types of Programs Offered</b> (✓=Yes, ✗=No)			
	Education	Health	Religious	Recreation
Bernalillo County	✓	✓	✓	✓
Chaves County	✓	✓	✓	✓
Curry County	✓	✓	✓	✓
Doña Ana County	✓	✓	✓	✓
Eddy County	✓	✗	✓	✓
Gallup-McKinley County	✓	✓	✓	✓
Grant County	✓	✗	✓	✓
Lea County	✓	✓	✓	✓
Otero County	✓	✗	✓	✓
Quay County	✓	✓	✓	✓
San Juan County	✓	✓	✓	✗
Santa Fe County	✓	✓	✗	✓
Taos County	✓	✓	✓	✓



### **Educational Programs**

These programs consist of mandatory basic education classes, special tutoring, self-paced education, and/or General Equivalency Diploma (GED) classes. The basic education classes are usually run by the school district in which the detention center is located.

### **Health Programs**

These programs consist of general and specialized counseling, self-help and support groups, and health education programs. Health education offerings include both general health education and specialized classes on topics such as sex education, AIDS (Auto-Immune Deficiency Syndrome) prevention, parenting skills and substance abuse issues.

### **Religious Programs**

These programs consist of religious services, bible study, and opportunities to talk with religious personnel from a variety of denominations.

### **Recreation Programs**

These programs range from general recreation periods to arts and crafts classes to directed exercise sessions.

## **PROGRAM DESCRIPTIONS**

The programs offered to juveniles in detention facilities vary in content, frequency, and administration. Several facility administrators commented that attendance at voluntary activities is generally high because juvenile detainees are often bored and welcome the opportunity to participate in activities while awaiting processing. The following descriptions provide insights into the programs offered.

### **Educational Programs**

Basic education classes and/or GED classes are standard offerings in all long-term detention facilities. The curriculum usually consists of basic math and literacy skills. Basic education classes at the facilities are usually mandatory unless a detainee has already earned the GED. Several facilities rely on volunteers to offer special educational services such as tutoring.

Basic education classes are administered by the public school district in which the facility is located. For example, the educational program at the Doña Ana County Juvenile Detention Center is administered through the Las Cruces Public Schools. The Roswell Independent School District handles the GED studies and basic education program at the Chaves County Juvenile Detention Center. The Quay County facility relies on the Tucumcari Public Schools to send in a teacher five days a week for approximately five hours a day, and to conduct an alternative school three days a week for appropriate detainees. Hobbs Municipal Schools provides a teacher four hours a day, five days a week during the academic year for the Lea County facility. The Santa Fe County facility currently offers an optional GED program for its detainees and is in negotiations with the Santa Fe Public Schools to establish a mandatory education program at the facility.

Some facilities have their own teachers on site. The Doña Ana County Juvenile Detention Center provides a full school education, with one full-time teacher, one full-time teacher's aide, and one part-time teacher. The Bernalillo County Juvenile Detention Center is a designated Albuquerque Public Schools (APS) alternative school, employs APS staff, and follows an APS curriculum. The Curry County Juvenile Detention Center has one full-time teacher and one school counselor one day a week, both provided by the Clovis Municipal School District. The Clovis facility has two student groups that rotate daily between academic work and physical education and life skill training units outside the classroom.

Other facilities bring in teachers from the public schools during specific hours or use computer-based curricula. The Gallup-McKinley County Juvenile Detention Center brings in an instructor from the Gallup-McKinley County Public Schools to provide basic education and nightly GED classes. Detainees at the San Juan County Juvenile Detention Center can have their schoolwork brought in from their own school or they attend the facility's education program. The Otero County Juvenile Detention Center offers a computerized self-paced tutorial, using a coursework program called PLATO. This computer learning curriculum includes basic and advanced literacy skills, social studies, geometry, life coping skills, and other academic and life skills lessons. The Santa Fe County facility offers computer literacy classes twice a week.

Some facilities rely on volunteers from nearby institutions of higher education to supplement their basic educational programs. For example, San Juan Community College provides an instructor for the GED program at the San Juan County detention facility.

The meeting frequency for basic education classes ranges from daily to several times per week. Detainees at the Grant County Juvenile Detention Center receive basic education classes three times a week for two hours a day. The residents at the Eddy County facility in Carlsbad have a teacher on site daily for eight hours a day.

## **Health Programs**

Ten of the thirteen juvenile detention centers in New Mexico offer health programs, including both counseling and health education. Several of the facilities rely on volunteers or community service groups to provide these services.

Counseling services are available in several detention facilities. These include individual and group therapy, self-help and support groups (Alcoholics Anonymous, Narcotics Anonymous, etc.), and specialized counseling programs. These services are offered either on a regular basis a few hours a week or on an on-call basis. The Las Cruces facility offers art therapy once a week for two hours and a group counseling session with a New Mexico State University (NMSU) social work professor and student intern. The Taos County facility provides optional counseling services Monday through Friday. At the Santa Fe facility, detainees work on anger management and stress management twice a week through voluntary role playing in psychodrama classes. Lea County offers group and individual therapy, provided by CYFD, the Guidance Center of Lea County, and religious personnel. The San Juan County facility offers weekly AA groups. Twelve-step groups are also available at other facilities throughout the state. Substance abuse counseling is provided at the Doña Ana County Juvenile Detention Center by Families and Youth Inc., a Las Cruces service organization.

Some facilities also offer health education programs, which may include general health education as well as specialized classes in topics such as sex education, STDs and AIDS prevention, substance abuse issues, and parenting skills. These programs are often provided by volunteer community groups. The Taos County facility offers daily general health classes. The Chaves County facility provides classes in disease prevention. Planned Parenthood provides sex education classes at the Doña Ana County Juvenile Detention Center; these include lessons in safe sex and prevention of sexually transmitted diseases, among other topics. At the Curry County facility, AIDS prevention classes are provided on a monthly basis by the local Public Health Department. The same facility offers its male residents a weekly class on male development through Youth Opportunity Unlimited. Bernalillo County Juvenile Detention Center offers parenting classes, taught by facility staff. The Curry County facility also plans to start a parenting skills class in June 1996; this will be taught by a social worker from the Community Corrections Division.

### **Religious Programs**

Detainees are given the opportunity to attend religious ceremonies or bible study classes at all but one of the detention facilities. Religious programs are provided by religious groups from the community in which the detention center is located. These programs are generally available from one to four times a week, and participation is voluntary. In most cases, various denominations provide religious programs. For example, at least four church groups are included in the weekly religious programming at the Curry County facility.

The religious programs range from formal bible study to informal opportunities to talk with representatives from different religious denominations. For example, the San Juan County facility offers religious services twice a week to its residents. The Curry County facility offers bible study, as does the Dona Ana County facility. Sunday services are available at the Grant County facility. Lea County offers church services on Sunday and Wednesday.

### **Recreation Programs**

Twelve of the thirteen facilities offer some type of recreational program for detainees. These programs range from sports activities to art projects. Specialized recreation programs often rely on volunteers. The Las Cruces detention center, located near NMSU, offers a wide variety of recreation programs (as well as other programs) through an internship arrangement with the university. Art classes are also provided at the facility by the local Arts Council. The Santa Fe County facility offers art classes and art therapy to its residents twice a week.

Physical recreation is available at many facilities. Detainees participate in activities which range from ad hoc basketball games to general recreation classes. The Grant County residents participate in daily activities such as baseball and weight lifting. Grant County residents also have access to a "Hard Body" program that meets three times a week and uses a Soloflex® machine. Lea County offers indoor games, such as board games and video games, and outdoor recreation which consists of basketball and volleyball.

Many recreational programs rely on volunteers and change with the interests of the detainees. For example, arts and crafts activities used to be held every day at the Quay County

Juvenile Detention Facility. Now, however, there is not enough interest on the part of detainees to sustain the program, according to administrators.

### **Future Plans**

Two sites indicated that they plan to implement new programs. The Curry County facility and the Doña Ana County facility both hope to start mentoring programs. The Doña Ana County facility also plans to propose two additional programs: a tutoring program and a grandparent program.

### **Observations**

The only program in common for all centers we contacted is basic education. However, detention facilities offer a wide range of programs to residents. The implementation and continuation of many of these programs depends on volunteers and community resources. Facilities located near post-secondary educational institutions (community colleges and four-year colleges) use student interns and faculty to enhance program offerings. A reliance on interns, however, also means uncertainty in program offerings and development, because of intern turnover. For example, an administrator at the Doña Ana facility, where programming is highly dependent on interns, expressed concern that once the current intern leaves, some programs may be discontinued. Several administrators remarked that most of their programs are run by volunteers for whom they must spend a great deal of time searching. Often program offerings fluctuate with the supply and interests of volunteers.

## **PROGRAM BUDGETS**

Administrators and supervisors contacted had difficulty breaking down their budgets by program or even by money earmarked for juveniles. Juvenile budgets are included under the general county budget for detention, and are not separated from the budgets for adult detention. Specific programs are not itemized in these budgets. Furthermore, many programs rely on volunteer labor and do not include a budget. The only item for which facilities could verify a budget is schooling. The education budget is provided by the appropriate school district, and the facility provides the physical plant and security.

At least one facility, Doña Ana County, plans to open a budget office for the juvenile center. Currently the juvenile center budget is not separated out of the overall detention budget for the county. At the start of the new fiscal year (7/1/96), however, Doña Ana County plans to start breaking out at least some juvenile budget items from the overall detention budget. According to officials there, the lack of fiscal support for the detention facility hurts operations. The budget generally goes toward facility maintenance and operations (guards, uniforms, etc.) and not toward programming.

Only two facilities provided budget figures for programs offered to detainees, and these were estimates. The Taos County center has a budget of \$200,000 for residents' programs. According to the official there, the budget cannot be broken down by program at the current time, but individual programs will be itemized in the budget for the new fiscal year (beginning 7/1/96). The Chaves County facility claimed a budget of \$0.00, remarking that all programs are donated or

rely on outside funding. For example, the Roswell Independent Schools pay for the educational program, Reach 2000 pays for the art program, and the state and other outside funds pay for the health program.

## **PROGRAM EVALUATIONS AND PARTICIPATION RATES**

Presumably programs need to be evaluated in order to gauge success rates, participation rates, and funding levels. However, most juvenile detention centers could furnish neither evaluations nor numbers on how many juveniles are served by a given program per year. Most of the programs in juvenile detention facilities have not been evaluated. Even at those facilities where an evaluation had been undertaken, several administrators remarked that the evaluators had not shared the results with them or that they did not have the information.

The education program at the Otero County facility underwent an evaluation through federal “Chapter I” standards. To date, however, the evaluators have not shared the results with the facility. The Drug and Alcohol Tracking Program at the Bernalillo facility was evaluated by a class in Public Administration at the University of New Mexico.

With the exception of mandatory education programs, which serve all eligible detainees,<sup>2</sup> none of the facilities we contacted was able to provide exact numbers of participants per year in the programs offered at their facilities. The numbers provided below are estimates provided by facility administrators.

The Curry facility provided estimates of participation rates per day in its programs. They reported 100% participation per day in the mandatory education and AIDS training programs and 75% participation in voluntary religious services. The Taos County facility estimated that 45-50% of its average 240 residents per year participate in the four programs offered: education, counseling, health, and recreation. At the Grants County facility, participation in the education and arts and crafts programs hovers around 100%, while the “Hard Body” exercise class attracts about 75% of the residents per year.

In San Juan County, 100% of the eligible detainees participate in the educational program; twelve residents participate in counseling services per year; eighty to ninety juveniles participate in AA meetings per year; eighty to ninety participate in religious services per year; and approximately ten detainees per year have their schoolwork brought in from their school. The Lea County facility provided the following annual participation figures: 225 residents in the education program; 275 in the religious programs; 275 in the recreation program; and 100 receive counseling.

---

<sup>2</sup> Note that “eligible detainees” does not necessarily mean 100% of the current population. Some detainees already have earned the GED, and detainees may be exempted from the classes for other reasons.

## **VII. ALTERNATIVE SUPERVISION PROGRAMS FOR JUVENILES AWAITING ADJUDICATION**

In New Mexico, secure detention is reserved only for alleged juvenile offenders who represent a danger to the community, to others, or to themselves, who will be subject to injury by others, or who have a demonstrated risk of failure to appear for court hearings (NMSA 1978 § 32A-2-11 [1995 Repl.]). As an alternative to secure detention, juveniles awaiting adjudication may be placed in community-based supervision programs. These programs monitor the alleged juvenile offender within the community while allowing him or her to remain in the home (or some alternate placement). Alternative supervision programs are generally appropriate for medium- and low-risk youths, that is, juveniles accused of minor to moderately serious offenses who pose no clear and present danger to the community, but who may pose some flight risk. By providing the level of supervision appropriate to the juvenile and the alleged offense, these programs seek to minimize the flight risk posed by the juvenile and the probability that the juvenile will re-offend.

### **PROGRAM DESCRIPTIONS**

Alternative supervision programs currently in use in New Mexico include electronic monitoring, home detention (community monitoring), day reporting centers, residential shelters, and release to the custody of a parent or other responsible adult. Most of these programs (except for release to parents) are currently available only in a handful of New Mexico communities, and they are more likely to have been implemented in urban areas than in rural areas. Alternative supervision programs are considerably less expensive than secure detention; to the extent that they provide effective supervision of alleged juvenile offenders, they are highly cost-effective.

#### **Electronic Monitoring**

Electronic monitoring provides the highest degree of supervision short of secure detention. In this program, the alleged offender is confined to the home (except in some cases for school and work), and is required to wear a nonremovable electronic device (usually an ankle bracelet). The device transmits signals through telephone lines to a computer at another location (the computer can be at some remove, and electronic monitoring services are often contracted out to third-party providers). The computer monitors the signal continuously, and if the transmission stops, the appropriate authorities in the community are notified immediately. According to self-reports from JPPOs, electronic monitoring programs are currently employed in Bernalillo County, Curry County, Guadalupe and De Baca Counties, Sandoval County, Taos County, and Valencia County.

#### **Home Detention (Community Monitoring)**

Home detention, with supervision provided by community monitors, has been employed successfully in a number of jurisdictions throughout the country. In this program, alleged juvenile offenders are confined to the home (or some alternate placement), except when attending school or work or when accompanied by the community monitor (or in some cases, by their parents). Intensive supervision is provided by community monitors, who typically supervise no more than

10-12 youths. These individuals are expected to have at least one visual contact and one or more telephone contacts with each juvenile on a daily basis, and also to have frequent contacts with parents, schools, and other agencies. In some jurisdictions, community monitors are also on call 24 hours a day for crisis intervention. Home detention programs in other parts of the country have had success rates of 80-90% or higher.

Bernalillo County has had a community monitoring program for several years. Home detention programs were implemented in several New Mexico communities in early 1995, with funds provided by the state and local governments. However, state funding for alternative supervision programs was not renewed, and most of these programs have since been discontinued. Our interviews indicate that at the current time, home detention programs are in place in Bernalillo County, Grant County, Hidalgo County, Luna County, Sandoval County, Santa Fe County, and Valencia County.

In most counties, judges sometimes place alleged juvenile offenders under house arrest, or release them conditionally, as an alternative to secure detention. These judgments frequently include restrictions on the juvenile's movements or conditions on his or her behavior (e.g., attendance at school), and the JPPO is expected to monitor the alleged offender to see that these conditions are being met. In principle, then, this program appears to be very similar to home detention. In practice, however, house arrest and conditional release are widely perceived to be highly ineffective. With caseloads generally exceeding the recommended maximum of 30 (New Mexico First 1995, p. 128), JPPOs are unable to provide adequate supervision for these juveniles.

### **Day Reporting Center**

In this program, alleged juvenile offenders attend a youth center during daytime hours which typically offers services such as education, recreation and meals. In some jurisdictions, youths attending these day programs remain under the supervision of the community monitors. These programs sometimes involve public-private partnerships, with day programs provided by community-based service providers. Such programs may be effective for medium-risk youths (charged with minor or moderately serious offenses) who are not in school and who have no supervision at home during daytime hours. Our research indicates that in New Mexico, only Bernalillo County has used day reporting centers; this program uses a youth center administered by Youth Development, Inc. (YDI).

### **Residential Shelters**

Residential shelters may be appropriate for medium-risk and low-risk alleged juvenile offenders who lack a suitable home environment. Residential shelters can also provide an alternate placement for medium-risk juveniles who are being supervised through a home detention program. Finally, these programs might be appropriate for holding some FINS referrals, such as runaways and kick-outs, while the case is being processed. In many jurisdictions, this alternative has been provided through public-private partnerships. At the current time, residential shelters appear to be in use only in the Tri-County Central Region (Bernalillo, Sandoval, and Valencia Counties), where shelter bed space is obtained on a contract basis from New Day Shelters, and in McKinley County.

### **Release to a Responsible Adult**

For juveniles awaiting adjudication for minor offenses, the most appropriate placement may be to release the juvenile to the custody of his or her parent, legal guardian, or another responsible adult. In this case, the responsible adult is expected to provide any supervision required and to ensure that the child appears for court hearings. This approach is employed throughout the state. In many jurisdictions, this is the only alternative to secure detention available to JPPOs and judges.

## **VIII. INTERVENTION PROGRAMS FOR JUVENILES ON PROBATION (OR PAROLE)**

Juveniles who are adjudicated delinquent may be placed on probation or committed to serve a fixed period of time in a correctional or therapeutic confinement facility.<sup>3</sup> Programs in confinement facilities are addressed in Section IX. This section addresses programs for juveniles who are placed on probation. Many of the programs described in this section are also provided for juveniles who are released on parole from confinement facilities.

There are basically two categories of probation. The majority of adjudicated delinquents are placed on regular probation, which includes supervision by a JPPO, and generally requires participation in certain activities or programs as a condition of probation. More serious offenders may be placed in an intensive social supervision (ISS) program as a condition of probation. Intensive probation programs provide more supervision and entail stricter requirements for program participation. In both regular probation and intensive probation, juveniles are required not to commit any new offenses during the period under supervision.

### **REGULAR PROBATION PROGRAMS**

Juveniles who are placed on regular probation are required to report regular to a juvenile probation and parole officer (JPPO). In addition, they are generally required to fulfill certain conditions before being released from probation. These conditions often include participation in a variety of intervention programs. These programs aim to modify the behavior of the juvenile offender and, as a result, to prevent recidivism. Thus, they would be classified as tertiary prevention programs according to the classification presented in Section III.

Probation conditions frequently include participation in prevention or early intervention programs that have been described earlier in this report. These include first offender programs (FOPs), education programs, family preservation programs, gang intervention, drug and alcohol education, mentoring programs (including Big Brothers/Big Sisters), arts and crafts programs,

---

<sup>3</sup> Juveniles also may be committed to spend a period of no more than fifteen (15) days in a certified juvenile detention facility. These juveniles would have access to the programs described in Section VI.



wilderness experiences, and parenting skills classes. For the most part, juveniles on probation are referred by the JPPO to community service providers who offer these programs. In addition, juveniles may be required to participate in intervention programs that are specifically targeted to juveniles on probation.

### **Counseling**

Counseling is frequently required as a condition of probation. This may include inpatient treatment, individual and/or family therapy, group therapy, substance abuse counseling, or counseling specifically targeted to sex offenders. Individual therapy, family therapy, and/or group therapy are frequently included as conditions of probation in nearly every county in New Mexico. According to self-reports from JPPOs, substance abuse counseling is sometimes required as a condition of probation in Bernalillo County, Guadalupe and De Baca Counties, Rio Arriba County, Sandoval County, San Juan County, San Miguel County, Sierra County, Socorro and Catron Counties, and Valencia County. Santa Fe County sometimes requires sex offender counseling as a condition of probation.

### **Community Service**

Juveniles on probation are often required to perform a certain number of hours of community service. This may consist of a variety of activities, including volunteer work in service organizations and clean-up details. In McKinley County, graffiti removal is sometimes included as a community service requirement. Bernalillo County has a Weed and Litter Program, which is designed to educate youth in the value of a clean and aesthetically pleasing community and of preserving the natural beauty of communities through community service projects funded by the “Keep Albuquerque Beautiful Project”. In 1995, 391 clients completed 6,868 hours of community service in this program.

### **Restitution**

Juveniles may be required to make restitution to victims as a condition of probation. This is a common condition of probation for property offenses.

### **Victim Offender Mediation Program (VOMP)**

This program brings together offenders and their victims in a face-to-face meeting with volunteer mediators to address the personal nature of the offense. According to our research, VOMP is used as a probation program only in the greater Albuquerque area (Bernalillo County, Sandoval County, and Valencia County), with mediation provided by the New Mexico Center for Dispute Resolution. In 1994, VOMP completed mediation in 238 out of a total of 533 active cases; restitution amounts ranged from \$10 to more than \$2,000.

## **INTENSIVE PROBATION PROGRAMS**

More serious juvenile offenders, and juveniles who have had repeated encounters with the juvenile justice system, may be placed in an intensive social supervision (ISS) program as a condition of probation. These intensive probation programs provide more supervision and have

stricter requirements than regular probation. The three major intensive supervision programs in New Mexico are Juvenile Intensive Probation and Parole Services (JIPPS), Violence Intervention Probation Services (VIPS), and Juvenile Community Corrections (JCC). JIPPS and VIPS are administered by the New Mexico Children, Youth and Families Department (CYFD), through the probation offices, whereas Juvenile Community Corrections programs are typically administered by community service providers.

### **Juvenile Intensive Probation and Parole Services (JIPPS)**

This program is designed to deal with high-risk juveniles who have exhausted all alternatives available through the Children's Court. Clients are seen ten to fifteen times a week, and they must submit to random urinalysis testing. In addition, clients must perform sixty hours of community service, attend drug and alcohol counseling, and perform 32 hours of school work, work, or participation in a treatment program. Random visits and telephone calls are made to insure that conditions and curfew restrictions are being met. To be eligible for placement in the JIPPS program, juvenile offenders must meet the following criteria:

- have five or more referrals with a history of failure in regular probation and/or treatment programs, and
- have a 15 day commitment to YDDC.

According to reports from JPPOs, JIPPS programs are currently active in the following communities: Bernalillo County, Doña Ana County, Chaves County, Lea County, McKinley County, Rio Arriba County, and San Juan County.

### **Violence Intervention Probation Services (VIPS)**

In this program, clients are supervised intensively by the JPPO, with random visits and telephone checks to monitor compliance. Clients must attend school, perform community service, and respect a 6:00 p.m. curfew; they are also required to attend interpersonal skills classes, and receive anger management counseling. In Bernalillo County and Sandoval County, some of these services are provided by the New Mexico Center for Dispute Resolution. To be eligible for placement in the VIPS program, juvenile offenders must meet the following criteria:

- exhibit violent tendencies at home or school, be a victim or perpetrator of domestic violence, be involved in drug and/or gang activity, and/or be a victim or perpetrator of physical and/or sexual abuse,
- age 13-16 and,
- not exhibit seizure disorders, signs of a head injury, or neurological problems.

At the current time, VIPS programs are employed in Bernalillo County, Los Alamos County, San Juan County, and Sandoval County.

## **Juvenile Community Corrections (JCC)**

These programs “are also designed to provide specialized treatment and intensive supervision services for high-risk youth who would otherwise be incarcerated” (New Mexico First 1995, p. 129). JCC programs are administered by community-based service providers, under contract to the New Mexico Children, Youth and Families Department. Clients are required to enter into and fulfill a treatment contract as a condition of probation; this may include education programs, job training, work requirements, substance abuse treatment, counseling, community service, and victim restitution. Random urinalysis may be included for clients diagnosed as substance abusers. The program requires intensive supervision, including daily contact with the client, during the first 45 days. Although the JCC program is designed to serve high-risk juvenile offenders, recent evidence suggests that the vast majority of clients in these programs actually fall into the medium-risk and low-risk groups.

Juvenile Community Corrections programs have been implemented in a large number of New Mexico’s communities. The following counties currently have JCC programs in place: Bernalillo, Chaves, Cibola, Colfax, Curry, Doña Ana, Eddy, Grant, Hidalgo, Lea, Los Alamos, Luna, Otero, Rio Arriba, Sandoval, San Juan, San Miguel, Santa Fe, Socorro and Taos.

## **IX. PROGRAMS IN CONFINEMENT CENTERS**

The disposition for adjudicated juvenile delinquents may include commitment to a confinement facility for a period of one year, two years, or, if the child is a youthful offender, until the age of twenty-one. *Confinement* is defined as the “physical restriction of a person to a clearly defined area, from which (a) he or she is lawfully forbidden to depart and (b) departure is usually constrained by architectural barriers and/or guards or other custodians” (Rush 1994, p. 68). A *confinement facility* is the physical structure within which detainees are housed.

There are two types of confinement facilities: *correctional confinement facilities* and *therapeutic confinement facilities*. Correctional confinement facilities house juveniles convicted of a crime. Therapeutic confinement facilities house juveniles who are currently confined for treatment reasons; not all residents of therapeutic confinement facilities are adjudicated delinquents. Both types of facilities emphasize treatment and rehabilitation rather than supervision.

There are two types of correctional confinement facilities: secure facilities, such as the New Mexico Boys’ School, and *reintegration centers*, which serve as a bridge between the secure facilities and release back into the general community. Programs in confinement facilities contain large treatment components focusing on rehabilitation. Often program attendance is mandated, not optional, for residents.

*Community residential facilities* (often grouped with reintegration centers) provide group-home based services for juveniles. Residents do not necessarily have a criminal record, but in reality most of them do. Juveniles are often placed in these facilities as a condition of parole.

## **TYPES OF PROGRAMS**

Programs differ in correctional confinement facilities, reintegration centers, therapeutic confinement facilities and community residential facilities. Each type of center houses different types of juveniles. Although the confinement centers all offer programs in education and counseling, program content differs according to the type of center, the nature of the clientele, and the individual facility. Confinement centers treat juveniles for longer periods of time than detention centers. Program participation is mandated in many circumstances. Therefore, programs in confinement facilities cannot be grouped easily into general program types. Rather, the programs offered in each type of confinement facility, and in each individual facility, must be described separately. Appendix II provides a summary of programs offered in confinement facilities.

### **PROGRAM DESCRIPTIONS: CORRECTIONAL CONFINEMENT CENTERS**

There are three correctional confinement centers in New Mexico (reintegration centers are treated under a separate heading): the New Mexico Boys' School, the Youth Diagnostic and Development Center and the New Mexico Girls' School (although under two names these facilities are in essence one facility treating different clients), and the Las Vegas Care Unit.

#### **New Mexico Boys' School (NMBS, "Springer")**

On the day we called, the New Mexico Boys' School, located in Springer, held 280 residents, 69 residents over capacity. Due to extenuating circumstances at Springer we had difficulty collecting all pertinent information.

Springer offers a wide variety of programs to its residents. The facility classifies the programs offered to juveniles as follows: lodge based programs, including living groups, gang intervention, religious services, recreation, Boy Scouts and token economy system; psychological and social services programs, including casework and social services, therapeutic/skills training programs, sex offender treatment, substance abuse therapy, anger management programs, and special management milieu programs for the Encino and Sequoia lodges; and educational programs, such as career and education guidance, transitional employment and life skills training, GED preparation, and competency based vocational education.

Most NMBS residents participate in the living group program; each resident is assigned to one of three living groups. These groups serve as a family-like support system for the residents. Groups are required to clean certain sections of the lodge and to be responsible for group members. Living groups are rewarded for outstanding work with outings and attendance at special events on and off campus.

The intensive care program at the Aspen Lodge provides twenty-four hour care, supervision, counseling services and other appropriate services for juveniles temporarily considered too violent for the lodge setting. In addition, the special management unit (Sequoia) is a very secure, self-contained, living unit which houses violent and emotionally disturbed residents.

Psychological and Social Services, which in the past served only 10% of the resident population, now serves all residents. Sex offender treatment programs serve an average of 5-8% of residents.

The education program includes special education and GED classes. All residents participate in the education program. The education program assists students to achieve the following goals: develop realistic career plans; master basic skills and critical thinking skills at least to their grade level; pass the GED exam or return to school at grade level; develop job competency skills; and build a positive, socially acceptable, self-concept. The education program cooperates with various community resources, such as UNM and the Los Alamos National Laboratory, to expose its residents to wider opportunities through, for example, summer institute hands-on science programs.

Every resident also participates in an individualized treatment program. Several types of therapy are available, including aggression redirection and a sexual offender treatment program. A special anger management program (ART: Aggression Replacement Training) involves about 60 residents per year. This program is oriented toward violent inmates and teaches them behavior modification. Currently, about 65% of residents are served by ART and by FY 97, all residents will be served.

Teen fathers participate in a teen parenting program. About 50 younger residents participate in the Boy Scouts. In addition, all residents are active in student government. About 150 residents per year are active in a volunteer program.

In 1996, Springer started a pre-release program which involves 40 juveniles. The program aims to prepare the youth for their next placement (reintegration center, parole, etc.).

Other programs include a recreational program focusing on skill-building and sportsmanship, and opportunities for religious practice. Lodge residents engage in fundraising activities and work projects in order to raise money for their recreational programs.

The NMBS plans to develop a formal evaluation component for every treatment program offered. In addition, the facility plans to conduct a scientific recidivism study and to expand the role of parents in the therapeutic process.

### **Youth Diagnostic and Development Center (YDDC) / New Mexico Girls' School (NMGS)**

YDDC and NMGS are physically contiguous facilities located in Albuquerque. YDDC receives both male and female offenders. The NMGS receives only female offenders. The centers share administrators and a campus. However, they differ in the length of commitment.

YDDC juveniles can receive one of two commitments: 15 days (diagnostic) or one year. Those receiving a 15 day commitment receive mental health services (including need-based counseling), recreational opportunities and tutoring. Those receiving a one year commitment are provided rehabilitative programs.

NMGS receives only female offenders. These can be committed for up to two years. The program focus at NMGS is rehabilitative.

All YDDC and NMGS juveniles committed for longer than the diagnosis period participate in the following programs: education, aggression replacement training (ART), and chemical dependency counseling. Each juvenile is given thirty minutes of individual counseling per week, and five hours of group counseling per week, which can include ART. Medical

treatment is available when necessary, and the range of medical services offered is augmented by the University of New Mexico Medical School.

Foothill High School provides a fully accredited curriculum to the confined juveniles. After assessment, each juvenile is placed in an educational program appropriate to his/her needs: special education, GED, or gifted.

ART teaches juveniles alternative methods for resolving conflict. It aims to teach the youth how to avoid violent reactions.

Chemical dependency counseling addresses assessment, treatment, and other aspects of chemical addictions. Youth are provided with both therapy and educational classes relating to substance abuse.

YDDC and NMGS offer other programs for which participation rates are not recorded. The ROPES course, which places residents in physically, emotionally and intellectually challenging situations, assists them in developing skills such as problem solving, self-awareness, and goal setting.

Youths are paired with a community volunteer in the one-on-one volunteers program. The volunteer visits the youth regularly. The aim of the program is to help with the effects of family separation and to provide a link to the community. The Foster Grandparents program provides further social contact for the youth.

YDDC and NMGS also host a program called "Success Through Speaking," run by volunteers, modeled after the Toastmasters program. The aim is not necessarily to improve public speaking but rather to instill confidence and build self-esteem.

As juveniles advance through the system, other programs become available to them. The work release program is accessible to those who have completed their GED (in some cases Pre-GED), range in age from 16 to 18, and are recommended by the treatment team. The program allows youth who have met the appropriate program and security requirements to pursue post-secondary education, find employment, or receive vocational training.

Confined juveniles are given the opportunity to provide restitution to the community through the "Good Neighbor Community Program." Projects have included speaking in the public schools, graffiti clean-up, and neighborhood clean-up excursions.

The treatment team refers eligible youth for the pass and furlough program. Juveniles in this program discover community resources and reestablish familial and other social ties.

Juveniles with adjustment problems participate in a wilderness course called the "Santa Fe Mountain Center Wilderness Experience." The program is part of the Santa Fe Mountain Center, Inc. and is funded by CYFD, the Mental Health Division, and the Education Department. The course consists largely of backpacking. Juveniles develop outdoor skills such as back country travel, cooking, map and compass skills, and first aid. Participants are taught technical rock climbing, peak climbs, and canyoneering, and they also are given time alone, called "solo," to think.

The facility maintenance crew provides one-on-one skill training to male and female residents in the "maintenance program." Instruction in custodial, mechanical, plumbing, electrical, building and landscaping skills are part of this program, which is funded through the Incentive Pay Program and arranged through vocational efforts at Foothill High.

### **The Las Vegas Care Unit (LVCU)**

The LVCU serves male sex offenders age 13 to 18. Juveniles stay in the facility from 16 to 24 months depending on the severity of their offense. Presently, 90% of the inmates are adjudicated and 10% are not adjudicated. The LVCU offers the only program in the state specifically for juvenile sex offenders. The center has 16 beds.

The LVCU bases its programs on relationship therapy, invitation to responsibility, group work, non-abusive relationships, and a trauma outcome process. There are three main programs offered at LVCU: special education on campus, wilderness programs, and a milieu group. The number of clients served by each program depends on client turnover and characteristics. According to LVCU officials, in some cases committed juveniles are not capable of participating in programming until eight months after their commitment because of psychoses or other severe problems.

In the wilderness program, which includes ROPES participation, juveniles learn to help others and be responsible for others. The number of juveniles participating in the wilderness program, like the other programs, depends on client turnover. Currently, ten juveniles participate in the program.

All residents participate in special education and in the milieu group. The milieu group focuses on interrupting disruptive behavior. It meets four or five times a week in large and small groups.

The LVCU is administered by the Health Department, not by the Department of Children, Youth and Families. Therefore, its evaluations are undertaken by the Joint Commission of Accredited Hospital Organizations (JCAH) and Medicaid. Evaluation results indicate that the facility is in compliance with the appropriate guidelines.

At the present time, there is no continuum of services for juvenile pedophiles in New Mexico. According to officials at the LVCU, it is difficult to find community support for these offenders upon their release. At least part of the difficulty stems from the fact that no one wants to discuss juvenile sex offenders. Even in the initial sentencing phase, many juvenile sex offenders are committed to general population juvenile centers, where they do not receive the specialized treatment and rehabilitation services that they need. Even juvenile sex offenders at "high risk" for reoffense are sometimes released into the community without the appropriate support services, because other programs are not willing to take them.

### **PROGRAM DESCRIPTIONS: REINTEGRATION FACILITIES**

The three New Mexico reintegration centers share five characteristics: they house only male juveniles, they are minimum security facilities, they aim to prepare juvenile offenders for reintegration into the general community, they are accredited by the American Correctional Association (ACA), and they operate as part of the Children, Youth and Families Department (CYFD), Institutional Care Division. However, the program emphasis and content differ from facility to facility.

### **Portales Reintegration Center (PRC)**

The PRC provides three main types of programs for its residents: education, counseling, and community service. According to facility administrators, 100% of the residents participate in all of these programs. Each client is involved in the development of his own Individual Treatment Plan (ITP) with his caseworker, a Juvenile Corrections Officer (JCO). The facility has a capacity of 15 clients. The staff (both male and female) totals ten.

Approximately 70-90 juveniles per year pass through the programs at the PRC. Most residents complete the total program within four to six months. Juveniles in the Independent Living Program may stay in the facility longer in order to save money so that they can rent an apartment upon their release (pending Parole Board authorization).

The educational program consists of attendance at the public schools, Eastern New Mexico University (ENMU) or Clovis Community College, GED preparation, alternative school opportunities, tutoring through the Upward Bound program, and financial aid advice for college.

Counseling services offered at the PRC include mental health counseling (both group and individual), training in living and social skills, and drug and alcohol counseling.

PRC residents are required to donate services to the community. Their community service may include activities such as mowing yards, chopping weeds, assisting the disabled, helping the elderly, volunteering at a local business, or collecting trash on a "trash walk."

PRC also includes a system of incentives called "Responsibility Phases." Progression through these phases, numbered one (low) through four (high), is based on the client setting and obtaining goals for themselves. As each phase is achieved, the client is granted new privileges, for example, day passes or prolonged store visits. In addition, the Personal Issues group topics change for clients as they progress through the program. In Phase One, the Personal Issues group focuses on pro-social skills. By the time a client reaches Phase Four, his group will focus on health and sexuality, dating and positive peer relationships in preparation for his release. Achievement of Phase Four does not mean that the client is automatically placed on the Parole Agenda or released.

The ACA performs evaluations of the PRC. According to the Director at PRC, for the last eight years the facility has maintained high scores and has maintained compliance with ACA guidelines. Internal evaluations also resulted in commendations.

### **Albuquerque Boys Reintegration Center (ABRC)**

The ABRC gears its programs toward raising self-esteem through pro-social skill development. There are three types of programs: education, counseling and community service. There are eight central programs at the ABRC: affective skills development, independent living skills, speaking for success, work and school release, home furlough, various types of counseling, senior affairs, crime victim reparation fund, and special activities.

Treatment programs are tailored to the needs of each individual client. The program capacity is 15, and there are nine staff members. The average stay is 120 days. The average client age is 17.3 years, and the age range is from 16 to 20 years.

The education program at the facility focuses on formal education and life skills development. All ABRC juveniles are enrolled in a school program and/or employed. Clients attend the public schools or, for those who want to pursue their GED, are placed in alternative



programs throughout the community. The staff closely monitors academic and employment progress. The staff also offers college entrance advice. Some juveniles are involved in the Albuquerque T-VI (Technical-Vocational Institute) vocational training program. One hundred and six juveniles participate annually in the education programs offered through the ABRC.

The affective skills program concentrates on building self-esteem and decision-making skills. It also includes topics such as assertiveness training, budgeting and banking, and health education. The independent skills program helps the juveniles develop and use their pro-social skills. Clients are placed in the community prior to their release and monitored by the staff to ensure a smooth transition. The speaking for success program helps juveniles develop self-confidence.

The Gang Diversion Program provides clients with the opportunity to critically examine their gang involvement. Clients are required to examine where, in the long-run, gang involvement will lead them. One hundred and six clients participate in the gang diversion program per year.

Eligible clients participate in the Independent Living Program. They are taught how to look for a job, how to write a resume, how to prepare tax information, and other employment skills. Clients are also asked to think about why they should work and become productive members of society. Approximately 75 juveniles participate in the independent living program per year.

The ACA undertakes evaluations of the ABRC. The center achieved 100% compliance with all mandatory and non-mandatory standards for community residential facilities. The evaluation does not examine individual programs and services offered at the facility, but the whole facility is assessed based on, among other characteristics, its effect on the juveniles served.

### **Eagle Nest Reintegration Center (ENRC)**

The ENRC provides five main programs to its clients: the lodge program, the GED program, the culinary arts program, the drug and alcohol counseling program, and the work pass program. According to administrators, 57 juveniles per year (100%) participate in the GED, the lodge program, the work pass and the drug and alcohol counseling programs; and nine per year participate in the culinary arts program (two have finished). About 20 juveniles per year (30%) participate in the independent living component of the lodge program. Independent living aims to prepare clients 18 or older, or those 17 or older with a negative home study, to live on their own in the community. Approximately 99% of those who participate in the independent living program possess the GED. The facility has a capacity of 20 residents. The staff totals 13.

Approximately 57 juveniles pass through the programs at the ENRC per year. The average stay at the facility is 9 months. The ENRC differs from the other two reintegration centers because it is in a rural setting. According to administrators, this means that there are fewer temptations for their clients than in the urban centers.

The lodge program focuses on teaching juveniles personal and residence cleanliness. Upon entering the facility, juveniles are assigned a section of the lodge which they are responsible for keeping clean. The program also stresses personal hygiene habits.

The GED program at ENRC boasts a 98% success rate. Juveniles take placement and completion tests. Five subject areas comprise the GED curriculum: math, science, social studies, writing skills, and literature and arts.

The nine-month culinary program prepares juveniles to work in the food services industry upon their release. The ENRC and the Luna Vocational Technical Institute (LVTI) are currently in negotiations to provide college credit for completion of the culinary arts program. A successful agreement would permit ENRC clients to use LVTI job placement services.

Group and individual drug and alcohol counseling is also offered at the ENRC. Once a week, a social worker conducts the group session on topics directly or tangentially related to drug and alcohol use and abuse such as parenting, social skills, sexual awareness and independent living topics. The ENRC contracts outside counseling resources if a juvenile requires more intensive counseling services.

Upon completing the GED, ENRC juveniles are allowed to seek outside employment through the work pass program. Participants in the independent living program are given first preference for the work pass program. The employer fills out a weekly work report on the juvenile and ENRC staff make site visits to local employers where their clients are working. Prior to release, a juvenile who successfully completes the center's level system may be granted an extended home pass to work. The ENRC, however, continues to monitor the juvenile's employment performance. Those clients who have not completed their GED studies may be allowed to work part-time in local businesses on an "as needed" basis.

Similar to the "Responsibility Phases" incentive system established at PRC, residents at the ENRC participate in an incentive system based on "Responsibility Levels". These levels, numbered 0 (low) to 3 (high), gauge the responsibility level of each client. Clients are required to accept individual responsibility for their actions and to demonstrate responsibility to the community, their victim and their significant others, including providing child support. Passage from one level to the next is based on a multiple choice test, taken after securing caseworker approval and being approved by the Case Review Committee. After an orientation session which allows clients to move from level 0 to level 1, juveniles spend a minimum of 30 days at each level. Clients must complete at least 30 days at the highest level before being considered for the Parole Board.

The ENRC undergoes evaluations by the ACA. In 1990, they scored a 97% compliance rating; in 1993, the compliance rating was 100%. Successful internal evaluations have also taken place.

## **PROGRAM DESCRIPTIONS: THERAPEUTIC CONFINEMENT CENTERS**

There is one therapeutic confinement center in New Mexico: the Sequoyah Adolescent Treatment Center in Albuquerque (SATC). The SATC falls under the jurisdiction of the New Mexico Department of Health, Division of Mental Health. Residents do not necessarily have a criminal record. They are being treated for disorders which may or may not be related to criminal activity.

## **Sequoyah Adolescent Treatment Center (SATC)**

Residents at Sequoyah must meet five criteria: be male, be an adolescent (usually between the ages of 14-18, although Sequoyah has taken clients at age 13), be violent or have a history of violent behavior, have a mental disorder, and be amenable to treatment. There are 36 male residents, with an average age of 16. The average stay is six months.

Sequoyah's purpose is to provide care, treatment and reintegration skills to its clients. Clients are referred to Sequoyah by a number of sources, including parents, CYFD, and caseworkers. The New Mexico Boys' School paroles many juveniles to Sequoyah under the condition that they complete the therapy. They may also be committed by the court.

Sequoyah provides three general types of programs to its residents: education, counseling and medication, and a discharge plan.

The facility houses a D-level accredited special education program that serves approximately 72 clients per year. Sex education and drug education programs also serve about 72 clients per year.

Counseling services include individual, group and family therapy. Individual and group therapy serve an estimated 50-60 juveniles per year. Juveniles whose families come in for family therapy or have phone contact at least once a month total 36. Juveniles in 12-step programs (substance abuse related) or working through a denial program total between 20-25 a year with overlap between the two groups. A sex offense survivors group serves 12-15 juveniles per year, while a sex offense perpetrator group serves 8-10 juveniles per year, with overlap between the two groups.

A neuro-psychological lodge, whose residents' problems stem from physical problems, serves about 15 juveniles per year. As necessary, a fluctuating number of juveniles are administered medication for seizures and other impediments.

As soon as a juvenile enters the Sequoyah facility, he commences work on his discharge plan. The plan includes his goals in the community and strategies for additional resources after his therapy is completed. In addition, the facility networks with appropriate community resources to ensure that an aftercare program does exist for its clients upon their release.

Evaluations of the Sequoyah program have led to quality improvements.

## **PROGRAM DESCRIPTIONS: COMMUNITY RESIDENTIAL FACILITIES (CRFs)**

There are four juvenile CRFs in New Mexico: the Albuquerque Girls' Community Residential Facility (AGCRF), the Carlsbad Community Residential Facility (CCRF), La Placita Community Residential Facility in Alamogordo (LPCRF), and the Farmington Community Residential Facility (FCRF). These community-based treatment facilities differ from the three juvenile reintegration centers in the state. CRFs are not correctional facilities, and CRF clients do not necessarily have a criminal record. The two basic requirements for entrance are treatment needs and paneling through the Children's Mental Health Services Review Panel. In reality, however, most of the clients are adjudicated youths. Many of them are sent to these facilities as a condition of their parole. Administrators point out, however, that the youth at the CRFs are not "hard core." Often they have committed minor offenses, such as shoplifting or possession of illegal substances.

CRFs are licensed as Medicaid Group Homes by CYFD's Licensing and Certification Bureau. The treatment and rehabilitation services offered at these centers adhere to standards set by Medicaid. Potential clients are referred to the Children's Mental Health Services Review Panel (CMHSRP) by many sources, including public school personnel, juvenile justice system personnel, relatives, social services staff, or by self-referral. The CMHSRP then makes referral to the group home. Adjudicated juveniles must be paneled by the CMHSRP and paroled by the Juvenile parole Board in order to be placed in a JCRF. The Albuquerque facility houses female clients. The other facilities serve male clients.

#### Albuquerque Girls' Community Residential Facility (AGCRF)

The AGCRF served 33 clients in 1995. The facility has a capacity for eleven female clients. The program focus is on coping skills. The program is structured, and requires clients to complete all program phases prior to discharge. During the period from July 1, 1995 to the present, the AGCRF processed 27 clients. Of these, five were voluntary commitments (referred from parents, school counselors etc.), 16 came from YDDC or NMGS on parole or furlough, and six had been adjudicated through the court system and sent directly from their county.

The facility offers six programs: education, work, community service, individual counseling, group counseling, and family counseling. The program at AGRF lasts approximately six months. Longer or shorter stays depend on the specific case.

AGCRF admits clients from all thirteen judicial districts. All those who wish to qualify for the program, whether adjudicated and sentenced to YDDC or NMGS or not, must go through the Children's Mental Health Services Review Panel and be classified at the appropriate level. Potential clients must also exhibit one of several conditions, such as low self-esteem/concept, underdeveloped socialization skills, dysfunctional family circumstances and/or a history of substance abuse.

Thirty-three residents (100%) participated in the education program. Thirteen participated in alternative schooling, sixteen attended the public schools, three attended vocational school and one pursued post-secondary education.

Fourteen residents participated in the work program. These clients held part-time jobs. The facility assists them with interviewing skills, appointments, employer arrangements, and transportation to and from work. The staff also monitors their progress at work and meets with the employer.

Thirty clients participated in community service. Community service opportunities are based on the talents of the residents. For example, some residents have volunteered at the Natural History Museum in past years.

Thirteen residents received counseling with their families. Thirty-three (100%) participated in individual and group counseling programs. The group counseling sessions address topics which include, but are not limited to, substance abuse, stress reduction, body image, health issues, safety issues, women's issues, conflict resolution, anger management, self-esteem, nutrition and diet, and motivation techniques. AGCRF draws on community resources, such as The Center on Alcoholism, Substance Abuse and Addiction (CASAA) at the University of New Mexico.

Several reviews have been conducted of the AGCRF and its programs. Medicaid conducts certification checks twice a year. For the past eight years the AGCRF has been

accredited by the ACA. The facility's Advisory Board issues quarterly reports on operations. Internal reviews are ongoing.

### **Carlsbad Community Residential Facility (CCRF)**

The CCRF can house up to 15 male juveniles. It offers the following programs: education, counseling, life skills and job skills. Each CCRF client has his own treatment plan. On the day we contacted the facility, one hundred percent (100%) of the youths housed had been adjudicated. Over the last three months, there had been only one voluntary commitment.

The education program includes tutoring, a GED program, and public schooling. One hundred percent of residents participate in the education program. The facility maintains close relations with NMSU in various areas. Upon completion of the GED program, residents have the opportunity to enroll at the university.

The counseling program focuses on issues related to substance abuse, anger management, and anti-gang strategies, among others. Programs include in-house AA meetings and drug and alcohol programs. Through videos and lectures, residents are taught about the disadvantages of gang membership and gang activities. Clinical social workers provide anger management training and treatment for depression as needed. All residents participate in the drug and alcohol program, and between 98-100% participate in the anger management/gang/depression counseling.

Approximately 50% of the residents partake in job training opportunities. Facility staff assist in locating placement for these juveniles. The staff also offers advice on interviewing and how to keep a job.

Several agencies evaluate the CCRF. For example, the facility is accredited by the ACA and Medicaid. Each evaluator has found the facility to be in operational compliance with the appropriate standards.

### **La Placita Community Residential Facility (LPCRF)**

LPCRF houses fifteen male juveniles when at full capacity. Juveniles are referred to the center from various sources: directly from the court, from NMBS or YDDC, from Mesilla Valley Hospital, or from family members.

Each client has his own treatment plan. The facility offers two types of programs: counseling and education.

Counseling includes individual and group therapy. Clients also participate in drug and alcohol prevention programs, such as AA, either on-site or in Alamogordo.

Eligible clients attend public school. Others can go to the GED program at NMSU at Alamogordo.

LPCRF is ACA accredited. According to administrators, the facility undergoes evaluation at all times to make sure the programs are effective.

### **Farmington Community Residential Facility (FCRF)**

The FCRF houses approximately 60 male juveniles per year. The facility has 15 beds. The average stay is 6.7 months. According to the Program Director, 99% of the youths have been adjudicated. Over 18 months, only three clients have been referred by other sources. The FCRF offers programs in the following areas: education, counseling, job skills and social skills.

Farmington Municipal Schools runs a day reporting school, which approximately 30 FCRF clients attend per year. The Navajo Nation employs, at minimum wage, some residents who complete their GED. Other residents enter the San Juan Community College vocational track. Opportunities exist to undertake bible study, and there are weekly pastoral visits to the facility.

Counseling services for residents range from a fledgling mentoring program through individual therapy to rational emotive therapy with families, which will begin in June. The basic treatment services include Narcotics Anonymous (NA), AA, a substance abuse treatment group, and aggression replacement therapy. The San Juan Domestic Violence Task Force provides a group called "Perspectives on Violence and Aggression" as a complement to anger management programming. The facility provides individual therapy, and a group which explores feelings. Through the Farmington High School, residents can also participate in a family support group.

Residents learn social skills, such as manners and time management, through videos. They are also taught adult skills such as responsibility. Five boys participate in the Farmington Boys and Girls Club gang prevention program and a new grant has been proposed to strengthen relations with the Boys and Girls Club.

Residents are given advice on job searching strategies and employment expectations. Whenever possible, they are placed in a job.

Finally, residents partake in community service activities. For example, the residents are involved in cleaning up a specified stretch of the highway.

Several accreditation agencies, such as the ACA, Medicaid, and the NM Board of Pharmacies, conduct evaluations of the facility. Most licensing evaluations occur yearly.

## **X. CONCLUSION**

This Working Paper has provided an overview and description of the types of programs available in New Mexico for juveniles, alleged juvenile offenders, and adjudicated juvenile delinquents. These programs can be classified according to a continuum of care, ranging from prevention to secure confinement. The content of programs varies considerably, according to the program's position within this continuum, and the expense of programs increases with the severity level of the continuum of care.

Many of these programs, especially the prevention and intervention programs, depend heavily on government funding and volunteer support. Therefore, the viability of these programs is in a state of constant uncertainty. If effective, prevention and intervention programs represent the most cost-effective method for addressing the juvenile crime problem. These programs should be evaluated systematically for effectiveness. Programs with demonstrated effectiveness deserve to be sustained by the community.

## **XI. REFERENCES**

Children, Youth and Families Department (CYFD). 1994. *Juvenile Probation/Parole Office, Central Region, Annual Report 1994*.

New Mexico First. 1995. *Crime, Corrections and the Law in New Mexico*. Report of the Sixteenth New Mexico First Town Hall, October 26-29, 1995, Farmington, New Mexico. Albuquerque, NM: New Mexico First.

Rush, George E. 1994. *The Dictionary of Criminal Justice*. Fourth edition. The Dushkin Publishing Group.



**APPENDIX I**  
**DETENTION FACILITIES CONTACTED**

## APPENDIX I: DETENTION FACILITIES

We contacted the following juvenile detention centers to compile our report:<sup>4</sup>

Otero County Juvenile Detention Home  
Alamogordo, NM

Bernalillo County Juvenile Detention Facility  
Albuquerque, NM

San Juan County Juvenile Detention Facility  
Aztec, NM

Eddy County Juvenile Detention Facility  
Carlsbad, NM

Curry County Juvenile Detention Facility  
Clovis, NM

Gallup-McKinley County Juvenile Detention Facility  
Gallup, NM

Grants City Juvenile Detention Facility\*  
Grants, NM

Hobbs Juvenile Detention Facility\*  
Hobbs, NM

Dona Ana County Juvenile Detention Facility  
Las Cruces, NM

Los Alamos County Detention Facility\*  
Los Alamos, NM

Lea County Juvenile Detention Facility  
Lovington, NM

---

<sup>4</sup> A star (\*) next to a facility indicates a holding facility. These facilities hold juveniles up to 48 hours before transferring them to another facility. According to self reports, they do not consider themselves juvenile detention facilities.

Raton Juvenile Detention Facility\*  
Raton, NM

Chaves County Juvenile Detention Facility  
Roswell, NM

Santa Fe County Juvenile Detention Facility  
Santa Fe, NM

Grant County Juvenile Detention Facility  
Silver City, NM

Socorro County Juvenile Detention Facility\*  
Socorro, NM

Quay County Juvenile Detention Facility  
Taos, NM

**APPENDIX II**  
**SUMMARY OF PROGRAMS IN CONFINEMENT CENTERS**

## APPENDIX II: SUMMARY PROGRAMS IN CONFINEMENT FACILITIES

This list provides a summary of the programs mentioned by administrators. The list is not all-inclusive. Rather, it indicates the variety of programs available to juveniles in different types of confinement facilities.

### ABBREVIATIONS KEY:

CC= CORRECTIONAL CONFINEMENT  
TC= THERAPEUTIC CONFINEMENT  
RC= REINTEGRATION CENTER  
CRF= COMMUNITY RESIDENTIAL FACILITY

<u>Facility</u>	<u>Type</u>	<u>Programs Offered</u>
NMBS	CC	*Education -special -GED *Individual counseling *Group counseling *Student government *Recreation *Religious programs *Teen parenting *Volunteer programs *Behavior modification *Boy Scouts

YDDC/NMGS	CC	<ul style="list-style-type: none"> <li>*Individual counseling</li> <li>*Group counseling</li> <li>*Aggression replacement counseling</li> <li>*Chemical dependency counseling</li> <li>*Medical treatment</li> <li>*Education <ul style="list-style-type: none"> <li>-special</li> <li>-GED</li> <li>-gifted</li> </ul> </li> <li>*Wilderness Program (ROPES)</li> <li>*One-On-One Volunteers</li> <li>*Foster Grandparents</li> <li>*Success Through Speaking</li> <li>*Work release program</li> <li>*Good Neighbor Community Program</li> <li>*Santa Fe Mountain Center Wilderness Program</li> <li>*Maintenance Program</li> </ul>
LVCU	CC	<ul style="list-style-type: none"> <li>*Wilderness Program</li> <li>*Special Education</li> <li>* Milieu Group</li> <li>*Individual counseling</li> <li>*Group counseling</li> </ul>
PRC	RC	<ul style="list-style-type: none"> <li>*Education <ul style="list-style-type: none"> <li>-public</li> <li>-GED</li> <li>-alternate schools</li> <li>-tutoring</li> <li>-post-secondary</li> </ul> </li> <li>*Independent Living Program</li> </ul>

- \*Individual Counseling
- \*Group Counseling
- \*Drug and Alcohol Abuse Counseling
- \*Living Skills training
- \*Community service
- \*Responsibility phases

ABRC

RC

- \*Affective skills development
- \*Independent Living Program
- \*Speaking for Success
- \*Work and School Release
- \*Home furlough
- \*Individual counseling
- \*Group counseling
- \*Senior affairs
- \*Crime victim reparation fund
- \*Special activities

ENRC

RC

- \*The Lodge Program
- \*Education
  - GED
- \*Culinary Arts Program
- \*Individual counseling
- \*Group counseling
- \*Drug and alcohol counseling
- \*Work Pass Program
- \*Incentive System

SEQUOYAH	TC	<ul style="list-style-type: none"> <li>*Education <ul style="list-style-type: none"> <li>-special education</li> </ul> </li> <li>*Individual counseling</li> <li>*Group counseling</li> <li>*Family therapy</li> <li>*Substance abuse counseling</li> <li>*Sex offense survivors group</li> <li>*Sex offense perpetrators group</li> <li>*Neuro-psychological lodge</li> </ul>
AGCRF	CRF	<ul style="list-style-type: none"> <li>*Education <ul style="list-style-type: none"> <li>-alternative schooling</li> <li>-public school</li> <li>-vocational school</li> <li>-post-secondary</li> </ul> </li> <li>*Work program</li> <li>*Community service</li> <li>*Individual counseling</li> <li>*Group counseling</li> <li>*Family therapy</li> <li>*Substance abuse counseling</li> </ul>
CCRF	CRF	<ul style="list-style-type: none"> <li>*Education <ul style="list-style-type: none"> <li>-tutoring</li> <li>-public</li> <li>-GED</li> <li>-post secondary</li> </ul> </li> <li>*Individual counseling</li> <li>*Group counseling</li> <li>*Family therapy</li> <li>*Job training</li> </ul>
LPCRF	CRF	<ul style="list-style-type: none"> <li>*Individual therapy</li> </ul>



- \*Group therapy
- \*Substance abuse counseling
- \*Education
  - public
  - GED

FCRF

CRF

- \*Education
  - public
  - GED
  - vocational
- \*Religious
  - bible study
  - visits by religious personnel
- \*Employment programs
- \*Individual counseling
- \*Group counseling
- \*Family support group
- \*Social skills programs
- \*Gang prevention programs
- \*Community service