



**Alternatives to Commitment Programs  
Annual Evaluation Report  
March 2010**

---

**Special Provision: S.L. 2005-276  
Section 16.11 (c)**

Submitted by:  
Department of Juvenile Justice and Delinquency Prevention

**Linda Wheeler Hayes, Secretary**

## EXECUTIVE SUMMARY

This report is required by S.L. 2005-276, Special Provision 16.11 of the 2005 North Carolina General Assembly regarding the implementation of Demonstration Projects to provide alternatives to juvenile commitment services through the Juvenile Crime Prevention Councils. This report focuses on the youth served in the Demonstration Projects in FY 2008-2009. The programs provided by the Demonstration Projects delivered services to youth in Level III disposition (commitment) and youth in Level II disposition (intermediate) who were at risk of a Level III disposition.

The Department of Juvenile Justice and Delinquency Prevention (hereinafter referred to as Department) was directed by the 2004 Session of the North Carolina General Assembly to make \$500,000 available to Juvenile Crime Prevention Councils (JCPCs) to establish community programs for youth who otherwise would be placed in a youth development center. The 2005 General Assembly appropriated an additional \$250,000 to expand the Demonstration Projects and to build on this programmatic concept. In FY 2008-2009, the funding allocated by the General Assembly remained at \$750,000 for the Demonstration Projects. Due to state budget cuts, a funding decrease was imposed in April 2009 reducing each budget by 7%.

The grant award process for FY 2008-2009 continued funding for established Demonstration Projects. Awards were made based on the previously funded projects' outcome data, the services provided to the population identified by this Special Provision, and the state and local support for these projects to continue. Nine (9) projects were selected for continued funding. The selected projects submitted program agreements to contract with the Department and a county to provide the proposed intermediate and commitment services.

Statewide, the Demonstration Projects delivered somewhat similar intensive case management services that "wrapped services around" the juvenile and family. Typical services included family counseling, individual counseling, tutoring, mentoring, interpersonal skill-building, behavior management and cognitive behavior training. Projects coordinated a 24 hour a day, 7 days per week adult supervision plan for each Level III youth. Program providers and court counselors supported and planned for youth as they integrated into the community. The programs also managed referrals to a variety of other community services including such education programs as structured day, after-school programming and tutoring. On occasion, court counselors used electronic monitoring as a support for supervision of youth.

Demonstration Project programs served 114 youth during FY 2008-09. During that time period, new admissions totaled 75 and exits from the program totaled 82. Recidivism rates at six and twelve months after termination for youth served in the Demonstration Projects were lower than the research predicts for Level III and most serious Level II dispositions. Of the 82 youth who exited the programs in FY 2008-2009, 61 completed the program meeting the goals of the program with a high or acceptable level of participation and achievement of behavior improvement goals.

For FY 2008-2009, the average annual cost (based on actual expenditures) per youth in Demonstration Project programs was \$6,566 while the average annual cost per youth in a youth

development center was \$104,542. [NOTE: Youth Development Center amounts represent costs to the Department for FY 2007-2008.]

The data indicate that the Demonstration Projects continued to be effective and cost-efficient programs that developed and delivered programming for committed youth at the local level while addressing unmet gaps in the continuum of services within the communities.

This report provides information about the funding process for the programs as well as the training and technical assistance provided to the Demonstration Projects by the Department. In response to the legislation, this report also provides a description of the programs, the number of youth served, their adjudication status at the time of service, services and treatments provided, the length of service, the total cost per youth, and the six (6) and twelve (12) month recidivism rates for the youth after the termination of program services.

# **Juvenile Crime Prevention Council Demonstration Projects**

## **Project Background**

The Department of Juvenile Justice and Delinquency Prevention was directed by the 2004 Session of the North Carolina General Assembly to make \$500,000 available to Juvenile Crime Prevention Councils (JCPCs) to establish community programs for youth who otherwise would be placed in a youth development center. The 2005 Session of the North Carolina General Assembly appropriated \$250,000 to the Department of Juvenile Justice and Delinquency Prevention to expand the Demonstration Projects. This legislation required that funded programs provide residential and/or community-based intensive services to juveniles who have been adjudicated delinquent and have been given a Level III or Level II disposition or juveniles who are re-entering the community after receiving commitment programming in a youth development center.

By statute, there are three disposition levels for adjudicated youth in North Carolina: Level I, Community Dispositions; Level II, Intermediate Dispositions; and Level III, Commitment. The intent of the 2004 legislation was that programs be established to serve youth who were at either a Level II or Level III disposition.

## **Funding Process**

The 2004 session of the General Assembly directed the Department to develop a competitive process for grant selection. The process was to provide consideration of the history of commitments of a community, of services to youth in rural areas, of services being provided in all geographic areas of North Carolina and collaboration among counties with no project receiving more than \$100,000. Demonstration projects contracted with a county and the Department through JCPC program agreements that specified program objectives, services, activities and budgets.

In response to the legislation, the Department developed and executed a process to offer every county and Juvenile Crime Prevention Council (JCPC) the opportunity to develop a JCPC Demonstration Project. Training, technical assistance, and oversight processes were developed for the selected projects. The Department also established protocols for monitoring project operations to insure that programs serve targeted youth and families and demonstrate desired outcomes.

The Department defines a program structure as a setting, context or framework within which a service is delivered. In reviewing grant applications, the following program structures were prioritized for funding consideration:

- Community Day Programs - A multi-component, community-based, non-residential program structure that provides closely supervised intervention and prevention services;
- Structured Activities Programs - Programs that offer skill-building activities in a non-residential setting. Programs may offer these skills to juveniles and/or their parents for the purpose of enhancing their personal enrichment, skills or abilities in a particular area:
  - Mentoring
  - Parent/Family Skill-building

- Interpersonal Skill-building
- Experiential Skill-building
- Tutoring/Academic Enhancement
- Vocational Development
- Psycho-education/Supportive Counseling
- Restorative Programs - Programs that offer immediate and short-term involvement with juveniles to focus on negative and/or offending behaviors with the aim of resolution of the presenting problem and extinction of the behavior.
  - Mediation/Conflict Resolution
  - Restitution
  - Teen Court
- Clinical Treatment Programs - Programs that offer professional help to a juvenile and/or his or her family to solve problems through goal directed planning. It may include individual, group, family counseling or a combination. It may have a particular focus such as sex offender treatment or substance abuse treatment. Services may be community or home based.
  - Counseling
  - Home-Based Family Counseling
  - Crisis Counseling
  - Substance Abuse Treatment
  - Sexual Offender Treatment
- Residential Treatment Programs - Residential: Programs that offer services in a residential setting.
  - Group Home Care
  - Temporary Shelter Care
  - Runaway Shelter Care
  - Specialized Foster Care
  - Temporary Foster Care

Based on the projects' outcome data from FY 2007-2008, the services provided to the target population, and the state and local support for these projects, nine (9) projects were selected for continued funding for the period beginning July 1, 2008 and ending June 30, 2009. The selected projects submitted program agreements to contract with the Department and a county to provide the proposed intermediate and commitment services. Due to state budget cuts, a funding decrease was imposed in April 2009 reducing each budget by 7%. Two (2) projects reverted more than the required reduction due to lapse in salaries (Rockingham) and reduction of staff time spent toward the project (Dare). (See Table 1.)

**Table 1**

**Grant Level Funding**

<b>Area of the State</b>	<b>Host County (Sponsoring Agency)</b>	<b>12 Month Funding July 2008-June 2009</b>	<b>7% State Budget Decrease Funding Totals</b>	<b>Counties Served</b>
<b>Eastern</b>	<b>WAYNE</b> (Methodist Home for Children)	\$89,927	\$89,402	Wayne, Lenoir and Greene
	<b>DARE</b> (Dare County Schools)	\$28,215	\$26,810	Dare
	<b>ONslow</b> (Onslow County Youth Services)	\$86,828	\$86,322	Onslow
<b>Piedmont</b>	<b>DAVIDSON</b> (Family Services of Davidson County Inc.)	\$87,250	\$86,741	Davidson
	<b>IREDELL</b> (Exchange SCAN)	\$98,979	\$98,402	Iredell, Alexander and Davie
	<b>ROCKINGHAM</b> (Rockingham County Youth Services.)	\$100,000	\$86,005	Rockingham, Stokes and Surry
<b>Central</b>	<b>ALAMANCE</b> (Alamance County Dispute Settlement and Youth Services)	\$90,486	\$89,958	Alamance
	<b>CUMBERLAND</b> (Cumberland County CommuniCare, Inc.)	\$95,000	\$94,446	Cumberland
<b>Western</b>	<b>BURKE</b> (Appalachian Family Innovations)	\$73,242	\$72,815	Burke, Caldwell and Catawba
<b>Totals</b>		<b>\$749,927</b>	<b>\$730,901</b>	<b>17 Counties</b>

## **Training and Technical Support for Projects**

Because serving Level III youth in a community setting is a relatively new concept in North Carolina, the Department provided considerable training and technical assistance for program providers and community stakeholders to insure that appropriate programs and safety mechanisms were in place in each program. Development of 24-hour plans for providing adult supervision for each youth is a requirement for Level III programming. The Department required monthly client progress reports from program providers. Juvenile Court Counselors, Chief Court Counselors, and Department Clinical Services staff reviewed reports and provided written feedback.

Clinical Services staff and the Demonstration Project Director made site visits to all funded programs to provide on-going training and technical assistance. They also provided training to the Department's staff and community stakeholders.

## **Services and Treatments Provided**

Through the development of program agreements, the service providers worked to match the services they provided to services that are identified through research to be characteristic of effective services. Statewide, the programs delivered somewhat similar intensive case management services that "wrapped services around" the youth and family. Typical services included family counseling, individual counseling, tutoring, mentoring, interpersonal skill-building, behavior management and cognitive behavior training. Projects coordinated a 24 hour a day, 7 days per week adult supervision plan for each Level III youth. Program providers and court counselors supported and planned for youth as they integrated into the community. The programs also managed referrals to a variety of other community services including education programs such as structured day, after-school programming and tutoring. On occasion, court counselors used electronic monitoring as a support for supervision of youth.

Table 2 describes the services and treatments provided by the Demonstration Projects in FY 2008-09. The host county, sponsoring agency, the counties receiving services and the number of youth who could be served at one time (capacity) are identified.

**Table 2**

**Program Description**

<b>Host County (Sponsoring Agency)</b>	<b>Counties Served</b>	<b>Services Provided</b> <small>(includes 24/7 staff availability)</small>	<b>Capacity</b>
<b>ALAMANCE</b> (Alamance County Dispute Settlement and Youth Services)	Alamance	Intensive wraparound services including individual and family counseling as well as mentoring and tutoring.	<b>5</b>
<b>BURKE</b> (Appalachian Family Innovations)	Burke, Caldwell and Catawba	Intensive wraparound in-home services for youth and families	<b>3</b>
<b>CUMBERLAND</b> (Cumberland County CommuniCare, Inc.)	Cumberland	Intensive home-based services including individual and family counseling	<b>5</b>
<b>DARE</b> (Dare County Schools)	Dare	Substance abuse assessments, individual and group counseling, intensive home-based family counseling, substance abuse education and interpersonal skills development	<b>4</b>
<b>DAVIDSON</b> (Family Services of Davidson County Inc.)	Davidson	Intensive family wraparound services including family and individual counseling	<b>4</b>
<b>IREDELL</b> (Exchange SCAN)	Iredell, Alexander and Davie	Intensive wraparound services for youth, parenting classes, drug and alcohol counseling, life skills classes and tutoring	<b>5</b>
<b>ONslow</b> (Onslow County Youth Services)	Onslow	Intensive wraparound services including residential placement, alternative education activities, life skills groups, family counseling, mentoring and tutoring	<b>6</b>
<b>ROCKINGHAM</b> (Rockingham County Youth Services.)	Rockingham, Stokes, and Surry	Intensive home-based counseling and cognitive behavioral group counseling	<b>8</b>
<b>WAYNE</b> (Methodist Home for Children)	Wayne, Lenoir and Greene	Intensive home-based individual and family therapy	<b>3</b>

## Adjudication Status

On July 1, 2008, there were 38 youth receiving services in the projects. During FY 2008-2009, 75 youth were admitted. The projects served a total of 114 youth. Table 3 identifies the disposition level for all 114 youth served. Table 4 identifies the adjudication status at the time of admission of the 75 youth.

**Table 3**

**Disposition Level of Youth Served**

Host County	Level II		Level III		Post-Release Supervision		Total Youth Served
	#	Percent	#	Percent	#	Percent	
Alamance	13	72.2%	5	27.8%	0	0.0%	<b>18</b>
Burke	9	81.9%	1	9.09%	1	9.09%	<b>11</b>
Cumberland	6	6.76%	3	3.33%	0	0.0%	<b>9</b>
Dare	12	100.0%	0	0.0%	0	0.0%	<b>12</b>
Davidson	7	70.0%	2	20.0%	1	10.0%	<b>10</b>
Iredell	2	2.22%	0	0.0%	7	7.87%	<b>9</b>
Onslow	13	92.9%	1	7.14%	0	0.0%	<b>14</b>
Rockingham	24	100.0%	0	0.0%	0	0.0%	<b>24</b>
Wayne	1	1.42%	1	1.42%	5	7.14%	<b>7</b>
<b>Total</b>	<b>87</b>	<b>76.3%</b>	<b>13</b>	<b>11.4%</b>	<b>14</b>	<b>12.2%</b>	<b>114</b>

**Table 4**

**Disposition Level of FY 2008-2009 Admissions**

Host County	Level II		Level III		Post-Release Supervision		Admissions
	#	Percent	#	Percent	#	Percent	
Alamance	9	75.0%	3	2.5%	0	0.0%	<b>12</b>
Burke	6	10.0%	0	0.0%	0	0.0%	<b>6</b>
Cumberland	4	6.76%	2	3.33%	0	0.0%	<b>6</b>
Dare	6	10.0%	0	0.0%	0	0.0%	<b>6</b>
Davidson	7	7.87%	1	1.11%	1	1.11%	<b>9</b>
Iredell	1	2.0%	0	0.0%	4	8.0%	<b>5</b>
Onslow	9	10.0%	0	0.0%	0	0.0%	<b>9</b>
Rockingham	18	100.0%	0	0.0%	0	0.0%	<b>18</b>
Wayne	0	0.0%	0	0.0%	4	10.0%	<b>4</b>
<b>Total</b>	<b>60</b>	<b>80.0%</b>	<b>6</b>	<b>8.0%</b>	<b>9</b>	<b>12.0%</b>	<b>75</b>

## Program Data

The following tables provide detailed data of the nine (9) Demonstration Projects for FY 2008-09. These tables include the number of youth served, adjudication status at the time of service, average length of service, grant funding level, actual expenditure and total cost per youth. The projects are identified by the host county.

## Program Cost

Table 5 identifies the grant funding level, (reflecting the 7% state budget decrease and additional reversions from projects) total youth served and cost per youth for FY 2008-2009. The actual expenditures differ from the grant funding level for the nine programs. Five programs spent less than the grant funding level, and they returned unused funds to the Department. Four of the programs spent additional funds that were secured by the sponsoring agency from other funding sources.

**Table 5**

**Program Cost**

Host County	Grant Level	Actual Expenditure	Total Youth Served	DJJDP Cost per Youth	Total Cost per Youth
Alamance	\$89,958	\$100,609	18	\$4,997	\$5,589
Burke	\$72,815	\$73,070	11	\$6,619	\$6,642
Cumberland	\$94,446	\$96,111	9	\$10,494	\$10,679
Dare	\$26,810	\$26,789	12	\$2,234	\$2,232
Davidson	\$86,741	\$101,522	10	\$8,674	\$10,152
Iredell	\$98,402	\$96,546	9	\$10,933	\$10,727
Onslow	\$86,322	\$66,203	14	\$6,165	\$4,728
Rockingham	\$86,005	\$82,691	24	\$3,583	\$3,445
Wayne	\$89,402	\$105,029	7	\$12,771	\$15,004
<b>Total</b>	<b>\$730,901</b>	<b>\$748,570</b>	<b>114</b>	<b>\$6,411</b>	<b>\$6,566</b>

## Length of Service

Demonstration Projects continued to serve youth who were high risk and in need of intensive interventions for a considerable length of time. Youth were served by a program for an average length of stay ranging from 91 days to 267 days. The statewide average length of stay was 148 days.

**Table 6**

**Days in Program**

Host County	Average Length of Stay
Alamance	117
Burke	135
Cumberland	267
Dare	253
Davidson	116
Iredell	116
Onslow	144
Rockingham	162
Wayne	91
<b>Average</b>	<b>148</b>

## Exit from Program

Eighty-two youth exited the projects in FY 2008-2009. Sixty-one youth completed their programming at a high or acceptable level of participation and achievement of behavior improvement goals. Program completion was categorized as successful, satisfactory, unsuccessful or non-compliance (See definitions below.).

**Successful Completion** Indicates a high level of youth participation in program activities and achievement of behavior improvement goals.

**Satisfactory Completion** Indicates an acceptable level of youth participation and behavior improvement even though the youth did not complete all program activities and did not meet all behavior goals.

**Unsuccessful Completion** Failure to meet specific goals and requirement or make sufficient progress in the program.

**Non-Compliance** Unexcused absences or refusing to participate in treatment activities.

**Table 7**

**Assessment at Exit**

<b>Host County</b>	<b>Successful Completion</b>	<b>Satisfactory Completion</b>	<b>Unsuccessful Completion</b>	<b>Non-Compliance</b>	<b>Total</b>
Alamance	6	1	5	0	<b>12</b>
Burke	3	3	3	0	<b>9</b>
Cumberland	2	0	2	0	<b>4</b>
Dare	3	5	0	1	<b>9</b>
Davidson	7	0	0	0	<b>7</b>
Iredell	4	2	0	3	<b>9</b>
Onslow	6	3	2	0	<b>11</b>
Rockingham	8	5	1	0	<b>14</b>
Wayne	3	0	4	0	<b>7</b>
<b>Total</b>	<b>42</b>	<b>19</b>	<b>17</b>	<b>4</b>	<b>82</b>

## Recidivism

Table 8 illustrates the 82 youth who exited the projects during FY 2008-2009 and were tracked for recidivism in the juvenile and adult systems. Eighteen juveniles did not have a full 12 months to be studied after termination.

Although the recidivism numbers are higher than reported in previous years, the Department has sought a more thorough data analysis which captures a greater number of youth reoffending; however, the recidivism rates for youth served in Demonstration Projects are still lower than the research predicts for Level III and most serious Level II dispositions.

**Table 8**

**Recidivism Data for Youth at 6 and 12 Months After Termination**

	6 Month	Percent	12 Month	Percent
Adult Offense	20	24.5%	33	40.2%
Juvenile Offense	7	8.5%	12	14.7%
No Offenses	55	67.0%	37	45.1%
<b>Total</b>	<b>82</b>	<b>100%</b>	<b>82</b>	<b>100%</b>

Data Sources: North Carolina On-line Information Network (NC-JOIN), Administrative Office of the Courts (AOC), and the Department of Correction (DOC) databases.

## Summary and Conclusion

Demonstration Projects served high risk youth who were in need of intensive interventions to be successfully served in the community. Without the projects these youth may have been served in a more costly youth development center. Noteworthy outcomes of the projects are:

- At six and twelve months after exiting the Demonstration Projects, recidivism rates for youth served in the programs were lower the research predicts for Level III and most serious Level II dispositions.
- Sixty-one percent (61%) of the youth exiting the projects completed their programming at a high or acceptable level of participation and achievement of behavior improvement goals.
- The average annual cost per youth in the Demonstration Projects was \$6,566 while the average annual cost per youth in a youth development center was \$104,542.  
[NOTE: Youth Development Center amounts represent costs to the Department for FY 2007-2008.]

The data indicate that the Demonstration Projects continue to be effective and cost-efficient programs that develop and deliver programming for committed youth at the local level while addressing unmet gaps in the continuum of services within communities.