



North Carolina Department of Public Safety

Prevent. Protect. Prepare.

Pat McCrory, Governor

Frank L. Perry, Secretary

MEMORANDUM

TO: Chairs of the Joint Legislative Oversight Committee on Justice and Public Safety

FROM: Frank L. Perry, Secretary 
W. David Guice, Commissioner 

RE: Juvenile Justice Facilities Strategic Plan

DATE: April 10, 2014

Pursuant to the October 10, 2013 Joint Legislative Oversight Committee on Justice and Public Safety directive requiring the Division of Adult Correction and Juvenile Justice to provide a report on its youth development centers facilities, attached are the details of that report.

This report provides a strategic vision and outlines how the Division of Adult Correction and Juvenile Justice can best utilize its resources to serve the youth and families involved in the juvenile justice system. The strategic goals are as follows:

1. To more efficiently and effectively utilize existing resources the state has invested in through:
 - a. The phase-out of facilities that are outdated, unsafe and/or underutilized; and
 - b. The renovation and expansion of facilities that are safer, securer, and more cost-efficient;
2. To enhance support operations, including,
 - a. The restructuring of transportation operations and needs; and
 - b. The review and as warranted the adjustment of staffing patterns and salary grades to reduce the operating costs of youth development centers;
3. To provide a treatment and education approach that is rooted in a cognitive-behavioral treatment approach and targets criminogenic needs based on established principles of effective programming.
4. To reinvest cost savings into community-based programming to avoid costly youth development center commitments, revocations, and recommitments and to increase public safety; and
5. To plan and be prepared for potential future changes in the juvenile justice system.

If there are any questions regarding this, please contact the Division of Adult Correction and Juvenile Justice Deputy Commissioner Joe Prater at (919) 825-2732.

Attachment

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NORTH CAROLINA DEPARTMENT OF PUBLIC SAFETY

Juvenile Justice Facilities Strategic Plan

Division of Adult Correction and Juvenile Justice

April 10, 2014

Submitted to the Joint Legislative Oversight Committee on Justice and Public Safety

Executive Summary

The Joint Legislative Oversight Committee on Justice and Public Safety in fall 2013 directed the Division of Adult Correction and Juvenile Justice to conduct an overall review of its youth development center facilities. While this report is referred to as a "facilities" plan, it is, in fact, a comprehensive plan, a "blueprint" of the proposed operations of the juvenile justice system in North Carolina

Additionally, directly relevant to the recommendations made in this plan, G.S. 143B-806. (b) states that "The Secretary shall have the following powers and duties and may delegate those powers and duties to the appropriate deputy secretary, commissioner, or director within the Department of Public Safety:

- (1) Give leadership to the implementation as appropriate of State policy that requires that youth development centers be phased out as populations diminish.
- (2) Close a State youth development center when its operation is no longer justified and transfer State funds appropriated for the operation of that youth development center to fund community-based programs, to purchase care or services for pre-delinquents, delinquents, or status offenders in community-based or other appropriate programs, or to improve the efficiency of existing youth development centers, after consultation with the Joint Legislative Commission on Governmental Operations.
- (4) Operate juvenile facilities and implement programs that meet the needs of juveniles receiving services and that assist them to become productive, responsible citizens.
- (17) Study issues related to qualifications, salary ranges, appointment of personnel on a merit basis, including chief court counselors, court counselors, secretaries, and other appropriate personnel, at the State and district levels in order to adopt appropriate policies and procedures governing personnel."

The purpose of this document is to provide a strategic vision and outline how the Division of Adult Correction and Juvenile Justice can best utilize its resources to serve the youth and families involved in the juvenile justice system. The strategic goals are as follows:

1. To more efficiently and effectively utilize existing resources the state has invested in through:
 - a. The phase-out of facilities that are outdated, unsafe and/or underutilized; and
 - b. The renovation and expansion of facilities that are safer, more secure and more cost-efficient;
2. To enhance support operations, including,
 - a. The restructuring of transportation operations and needs; and
 - b. The review and as warranted the adjustment of staffing patterns and salary grades to reduce the operating costs of youth development centers;
3. To provide a treatment and education approach that is rooted in a cognitive-behavioral treatment approach and targets criminogenic needs based on established principles of effective programming.
4. To reinvest cost savings into community-based programming to avoid costly youth development center commitments, revocations, and recommitments and to increase public safety; and
5. To plan and be prepared for potential future changes in the juvenile justice system.

In keeping with these mandates and objectives, this plan recommends to:

1. **Close** two youth development centers
 - a. C.A. Dillon; and
 - b. Dobbs.
2. **Re-open** two newer, more secure, recently-funded youth development centers
 - a. Lenoir; and
 - b. Edgecombe.
3. **Expand:**
 - a. Two re-opened newer youth development centers (12 additional YDC beds)
 - i. Lenoir and Edgecombe;
 - b. One existing newer, more secure youth development center (12 additional YDC beds)
 - i. Chatham; and
 - c. The remaining portion of a renovated building at Stonewall Jackson YDC
 - i. McWhorter Building located at Stonewall Jackson YDC, called phase 2, for 16 additional YDC beds.
4. **"Reinvest"** funds from closed YDCs and use existing appropriated funds to:
 - a. Open 16 new crisis beds;
 - b. Open five new transitional homes, totaling 40 beds; and
 - c. Fund expanded reentry services;
5. **Fiscally**, this plan recommends to:
 - a. **Fund no new costs for capital improvements** for the modification and expansion of facilities. Instead, the proposed facility modifications and expansions will be made through the use of the \$1.7 million in repair and renovation funds previously appropriated for the Dobbs kitchen renovations;
 - b. **Fund no start-up costs** for the re-opening of facilities through the department's utilization of existing furniture and equipment made available from the closure of youth development centers as well as recently closed adult facilities;
 - c. **Fund no new operating costs** for the re-opening of facilities through the transfer of funding from closed youth development centers to the new and expanded facilities;
 - d. **Fund no new costs to support the operation of crisis beds**, as those costs will be supported through existing appropriated funds;
 - e. **Fund no new positions** to staff the re-opened and expanded facilities, as the funding source for those positions will be made available from the closed youth development centers; and
 - f. **Utilize the \$690,954 realized reduction funds as a funding source** to enhance transportation and other juvenile justice operations, to be analyzed and determined in the near future.
6. **Complete investments** and utilization of currently-underway improvements, previously appropriated funds, and to increase utilization of "multi-use" facilities through the:
 - a. Renovations to the Stonewall Jackson YDC McWhorter Building located at Stonewall Jackson YDC (phase 1);
 - b. Renovations to the Kirk Building located at Stonewall Jackson YDC to replace the Gaston Detention Center;
 - c. Renovations to the C.A. Dillon YDC D Housing Unit for crisis beds; and
 - d. Renovations to the closed Buncombe Detention Center to convert to a multi-purpose home.
7. **Reclassify identified positions** in order to create a cost savings and to provide staff with an established career path.

The Plan results in:

1. An overall reduction in YDC bed capacity by one;
2. An increase in detention center bed capacity by eight;
3. An increase in community-based programs capacity (crisis and transition beds) of 56 and in-home reentry services for an additional 150 youth and families;
4. An increase in multipurpose home bed capacity by eight utilizing existing resources for capital improvements and operations;
5. A reduction in 41 YDC positions; and
6. A net reduction of annual operating cost of more than \$690,954. "Net" means that this reduction amount includes the transfer of YDC closure funds to community-based programs, as well as the reduction of 41 positions.

To formulate this plan and address the multifaceted issues and opportunities in developing this strategic vision, division leadership organized a collaborative and comprehensively-represented group of leaders from areas throughout the department and from across the state, including Adult and Juvenile Facilities, Adult and Juvenile Programs, Community Corrections and Juvenile Court Services, Engineering Services, Human Resources, Budget, Staff Training, and Communications.

This report contains the following:

- ✓ a short history of juvenile facilities in North Carolina, as background to how the juvenile justice system has expanded and evolved;
- ✓ a description of the juvenile justice process, including the comprehensive strategy in use by juvenile justice that ties together in a continuum court services, facility operations and community programs;
- ✓ a description of national and state trends in juvenile justice;
- ✓ the overall objective of the division's strategic plan for juvenile facilities;
- ✓ the plan's impact on juvenile treatment services and programs;
- ✓ the fiscal impact, as it pertains to staff and budget; and
- ✓ a look at the future, and the opportunities available for expanded capacity should changes occur in the juvenile jurisdictional ages or if other unforeseen population changes should occur.

Key Definitions

Alternatives to Commitment Programs: Programs delivered somewhat similarly to intensive case management services that “wrap services around” the juvenile and family. Typical services include home-based family counseling, individual counseling, tutoring, interpersonal skill-building, behavior management and cognitive behavior training. Projects coordinate a 24-hour-a-day, seven days per week adult supervision plan for each Level 3 youth. Program providers and court counselors’ support and plan for youth as they integrate into the community. The programs also manage referrals to a variety of other community services, including such education programs as structured day, after-school programming, and tutoring. On occasions, court counselors use electronic monitoring as a support for youth supervision.

Cognitive Behavioral Therapy (CBT): Cognitive-Behavioral Therapy/Treatment (CBT) is a problem-focused approach to helping people identify and change the dysfunctional beliefs, thoughts, and patterns of behavior that contribute to their problems. Its underlying principle is that thoughts affect emotions, which then influence behaviors. CBT combines two very effective kinds of psychotherapy: cognitive therapy and behavioral therapy.

Commitment: Term used to describe the placement of a juvenile in the long-term care of the department, typically at a youth development center (see Level 3).

Complaint: All juveniles enter the juvenile justice system by having a formal complaint lodged by a law enforcement officer or private citizen. There are two types of complaints – the delinquency complaint alleges that a juvenile committed a criminal offense, while the undisciplined complaint alleges non-criminal behavior (e.g., running away, unlawful absences from school, incorrigible behavior within the home).

Criminogenic Needs: Research has identified the dynamic (those factors amenable to intervention) risk and need factors that best predict risk for re-offending among juvenile offenders. These “criminogenic” risk factors/needs are anti-social attitudes, beliefs, and values, criminal thinking, anti-social associates, poor decision-making and problem-solving skills, poor self-control, substance abuse, and family dysfunction. Research has established that if the department is to decrease the youth’s risk of re-offending, treatment efforts must be directed at these specific areas, with 50 percent or more of waking hours engaged in structured therapeutic activities.

Crisis Beds: An alternative to detention that allows a youth in crisis to be assessed and determine the best long-term service plan and the most appropriate service for a child moving forward.

Community-Based Programs: Services offered in a child’s community that provides more cost efficient and effective dispositional alternatives to commitment to a youth development center or a detention center admission. These services consist of a continuum of programs including: juvenile Crime Prevention Council programs, state contractual programs for level 2 disposed youth, school-based programs, department of social services programs, or mental health programs.

Delinquent: Any juvenile who, while less than 16 years of age but at least six years of age, commits a crime or infraction under state law or under an ordinance of local government, including violation of the motor vehicle laws.

Dispositional Alternatives

Level 1 (Community)

A Level 1, or community, disposition offers the court less restrictive dispositional alternatives such as probation, community-based programs, non-residential and residential treatment programs, lower degrees of community service and restitution, and sanctions that place specific limitations on a juvenile (*e.g.*, curfew, no association with specified persons, not be in specified places).

Level 2 (Intermediate)

Level 2, or intermediate, dispositions are generally more restrictive than Level 1 dispositions, as they include options such as intensive probation, group home placements (*e.g.*, multipurpose group homes), regimented training programs, and house arrest. For Level 2 dispositions, a juvenile can be ordered to make restitution in excess of \$500 or perform up to 200 hours of community service. The court can also utilize any Level 1 dispositional option for a juvenile adjudicated at Level 2.

An even more restrictive option is available for Level 1 or 2 dispositions in the form of intermittent confinement in a detention center. The court can impose intermittent confinement for no more than five 24-hour periods as part of a Level 1 disposition; when a Level 2 disposition is authorized, the court can impose confinement on an intermittent basis for up to fourteen 24-hour periods. Because of the short-term nature of detention, programs and services offered in these centers are limited.

Level 3 (Commitment)

A Level 3, or commitment disposition, provides the most restrictive sanction available to a juvenile court judge with commitment to the placement in a youth development center. Unless a youth is under the age of 10, a court exercising jurisdiction over a juvenile for whom a Level 3 disposition is authorized must commit the juvenile to placement in a youth development center. However, G.S. 7B-2513(e) states that the department, following assessment of a juvenile, may provide commitment services to the juvenile in a program not located in a youth development center or detention facility (*i.e.*, community placement). Another exception gives the court discretion to impose a Level 2 disposition rather than a Level 3 disposition if the court makes written findings that substantiate extraordinary needs on the part of the juvenile in question.

The length of a juvenile's commitment must be at least six months; however, there are statutory provisions for extended jurisdiction for committed youth. Upon completion of the term of commitment, juveniles are subject to a minimum of 90 days of post-release supervision.

Diversion: At the completion of an intake evaluation, if there is need for referral and follow-up, which may be accomplished without court intervention, the court counselor may retain the complaint and develop a diversion plan with the juvenile and the juvenile's parent/legal guardian/custodian. This process diverts the juvenile from court while still holding the child and family accountable through a plan or contract.

Evidence-Based Treatment: A treatment model that has been shown to have strong evidence indicating achievement of intended outcomes when fully implemented as described in a manual or curriculum developed to operationalize the program.

Functional Family Therapy (FFT): An in-home family and community-based model that promotes the use of strong motivational and engagement techniques that emphasize behavioral change and skill building. Considerable research has shown that FFT substantially increases youth and family communication, interaction, and problem-solving, while promoting involvement with positive peers and activities. In addition, this evidence-based practice has been shown to improve relationships with teachers and the involved youth's commitment to school. Overall, the family unit is strengthened with a renewed sense of hope and expectation. Also, the intense conflicts that are often characteristic in families with delinquent youth are diminished while parenting effectiveness is enhanced. In short, FFT has been shown to be effective in supporting positive change in the lives of troubled youth and their families.

Intake Evaluation: Any juvenile who is subject to a delinquency complaint must go through the intake process for the complaint to be screened and evaluated by a court counselor. During the intake phase, a court counselor conducts interviews with the juvenile, the parent, guardian, or custodian legally responsible for the juvenile, and other individuals who might have relevant information about the juvenile. The court counselor conducts a risk and needs assessment to help determine whether to approve or not approve a complaint for filing, as well as for use at disposition. These assessments contain information pertaining to the juvenile's social, medical, psychiatric, psychological, and educational history, as well as any factors indicating the probability of the juvenile engaging in future delinquency. With the information gathered during the evaluation, the court counselor determines if the complaint should be closed, diverted, or approved for filing as a petition and brought before the court.

JCPC: Juvenile Crime Prevention Councils exist in every county in the state and fund those services that are needed in a local community to provide court-ordered sanctions and services for juveniles. JCPC programs are funded through a state and local partnership in all 100 counties. These partnerships produce programs that create a local continuum of needed sanctions and services to address the issues of delinquent juveniles, those juveniles most likely to become delinquent, and their families.

Juvenile Court Counselors: The case manager for a juvenile from the time a juvenile complaint is filed to the time court supervision or a diversion plan or contract ends with a juvenile.

Juvenile Detention Center: Juvenile detention centers are secure facilities that temporarily house youths alleged to have committed a delinquent act or to be a runaway. Youths are generally placed in a juvenile detention center while awaiting a court hearing, or until another placement can be found, either in a community-based program or service or in a youth development center. By statute, DPS pays half the cost of placement of juveniles in a detention center. The current billable rate is \$244 per day. The state pays \$122 and the county is billed \$122 per juvenile per day.

Multipurpose Juvenile Home: The Multipurpose Juvenile Home Program is designed to provide non-secure, long-term, residential care as an alternative to secure detention and youth development centers. The homes primarily serve court-ordered, Level 2 youth in the judicial districts they are located.

Multisystemic Therapy (MST): A home-based treatment approach that is targeted towards serious anti-social behavior in adolescents. MST was developed as a cost efficient alternative to expensive institutionalized treatments for serious behavior disorders.

Probation: The status of a juvenile who has been adjudicated delinquent, is subject to specified conditions under the supervision of a juvenile court counselor, and may be returned to the court for violation of those conditions during the period of probation. A juvenile remains on probation as long as the juvenile is under the supervision of the court including at each dispositional level. (See Level 1 through 3). Supervised community probation is often used as an alternative to placing a juvenile in a youth development center or a detention center.

Residential Contractual Services: State funded residential programs that often are used as a last resort court order sanction before committing a juvenile to a youth development center. All referrals made to these residential programs, have a Level 2 disposition, have been assessed as medium and high risk, and can be defined as serious, chronic juvenile offenders. Typically these youth have had multiple adjudications for person and property offenses and have received multiple community-based interventions. These youth have also experienced significant school discipline problems resulting in short and long-term suspensions. Other characteristics found in these youth include substance abuse, gang involvement, mental health needs, and family discord. This residential treatment concept combines promising and evidence-based practices with a strong family transition component. Intensive, short-term services include individualized treatment and academic plans that combine formal and experiential education, vocational education, community service, behavioral health, and family counseling designed to address the youth's behavioral challenges through a strength-based approach. Youth also receive accredited education on-site and work together in small group settings with assigned counselors.

Reentry and/or Transition: A group of services ordered by the court to ensure the success of juveniles returning from residential placements or youth development centers. Post-release services are set up along a continuum based on the juvenile's needs and risk of reoffending. Services range from transitional homes to community-based/intensive services designed to support the educational and vocational development of youth while also providing appropriate therapy to change the youth's thought processes and behaviors. A comprehensive system of reentry and aftercare services can make a critical difference for youth leaving institutional confinement. Youth who are released from institutional confinement are more likely to succeed if they have access to services that can help them thrive in a non-institutional environment. When high-quality reentry and aftercare services are available, youth need to spend less time in confinement, and the overall cost of juvenile corrections can be reduced. Effective reentry/aftercare programs begin before a youth leaves the facility and involve the family and the community.

Reintegration and aftercare planning: Social workers collaborate with the youth, family and court counselors from the home community to determine the release/reintegration schedule and to facilitate activities designed to prepare the juvenile for successful community adjustment. Support in these efforts is also provided by the Transition Services Coordinator in the Education Services Section.

Service Planning Team: Youth at all youth development centers are assigned to a service planning team consisting at a minimum of a social worker, a licensed mental health clinician (a staff psychologist or a licensed clinical social worker), a court counselor, the youth, his or her parent or guardian, and an educator. Each team holds a service planning conference within thirty (30) days of admission to craft an individualized service plan for each youth that identified goals, means of achieving them, and ways to measure progress toward goal attainment. Service planning teams at all youth development centers subsequently meet every 30 days at a minimum to review progress on service planning goals, and to make adjustments to plans as needed.

Specialized Programming: A subset of programs specifically designed to address a juvenile's offending behaviors (e.g., sex offender treatment and substance abuse treatment).

Status Offender: An undisciplined juvenile.

Undisciplined: A juvenile who, while less than 16 years of age but at least six years of age, is unlawfully absent from school; or is regularly disobedient to and beyond the disciplinary control of the juvenile's parent, guardian, or custodian; or is regularly found in places where it is unlawful for a juvenile to be; or has run away from home for a period of more than 24 hours; or a juvenile who is 16 or 17 years of age and who is regularly disobedient to and beyond the disciplinary control of the juvenile's parent, guardian, or custodian; or is regularly found in places where it is unlawful for a juvenile to be; or has run away from home for a period of more than 24 hours.

Youth Development Center (YDC): Youth development centers are secure facilities that provide education and treatment services to prepare committed youth to successfully transition to a community setting. This type of commitment is the most restrictive, intensive dispositional option available to the juvenile courts in North Carolina. The structure of the juvenile code limits this disposition to those juveniles who have been adjudicated for violent or serious offenses or who have a lengthy delinquency history.

History

The Beginning. In the 18th century, children accused of crimes were treated much like adults. Over time, incarceration became favored over executive and other punishments, though that brought concerns about housing children with older, more serious offenders. The push for a separate juvenile justice system in North Carolina began in the early 19th century. Reformers known as "child savers" led the movement after noticing a need to protect children from the influences of adult prisoners. These reformers believed that treating child offenders was more important than punishing them. Rehabilitation and discipline, they thought, benefited both the child and society.

Early Years. At the turn of the 20th century, these concerns prompted the 1907 legislation authorizing the construction in 1909 of the Stonewall Jackson Manual Training and Industrial School, the first facility for juveniles. In 1919, the General Assembly passed the first N.C. Juvenile Court Act, with precedents that included committing juvenile offenders to a state or county training school, and preventing youth contact with older and more hardened criminals by placing them in separate facilities.

In the 59 years between 1909 and 1968, the state established and operated eight training schools, part of the Department of Correction, until the facilities were taken over by the Department of Health and Human Services in 1975. All state juvenile facilities were supervised and funded independently until 1943, when the General Assembly created the statewide Board of Correction and Training to administer a unified Training School system.

1960s-70s. In 1969, North Carolina, with its 2,595 admissions, was noted as having the highest number of juveniles in training schools in the United States (this number included status offenders and delinquents). The 1975 General Assembly targeted the growing problems of delinquency with legislation prohibiting the training school commitment of status offenders. Community-based alternatives to training school were implemented in 1978 with a \$1 million appropriation. The Division opened the first state-operated regional juvenile detention center in Cumberland County in 1978; prior to this time, all detention centers were county-operated. Juvenile detention homes began locally when the first facility opened in Durham County in 1945.

1980s. The revised Juvenile Code became effective in 1980, setting that the maximum term in training school could be no longer than an adult would serve for same offense, and establishing a uniform statewide treatment program. In 1984, all North Carolina children being held for a criminal offense were removed from adult jails and holding facilities.

1990s. Governor Hunt named the Commission on Juvenile Crime and Justice to review the juvenile code. The Commission's recommendations became the Juvenile Justice Reform Act passed in 1998 by the N.C. General Assembly, which created more effective prevention for children; stronger efforts to get troubled youth back on track; tougher, more effective punishment; and a more effective juvenile justice system. In 1999, the Office of Juvenile Justice was created by combining the Division of Youth Services from Department of Health and Human Services and the Juvenile Services Division from the Administrative Office of the Courts. Additionally, to boost local community prevention efforts, Juvenile Crime Prevention Councils (JCPCs) were instituted in each county.

21st Century. These reforms set the framework for North Carolina's current system. A cabinet-level Department of Juvenile Justice and Delinquency Prevention (DJJDP) – formed by elevating the Office

of Juvenile Justice; consolidating juvenile crime prevention and intervention programs; and coordinating state and local services – was enacted during the 2000 General Assembly.

DJJDP shifted its treatment methods from correctional to therapeutic, to better prepare juvenile offenders to re-enter their communities as productive members of society.

In 2003, the Office of the State Auditor issued a performance audit of DJJDP's YDCs and juvenile detention centers. The audit revealed the need for new, replacement facilities, due to the outdated, unsafe conditions of current facilities, as well as the clarification with staff about the importance and the role of clinical treatment and rehabilitation in the system (following the switch from a correctional to a therapeutic model), including group treatment, family treatment and increased one-on-one therapy. Following the audit, DJJDP contracted with an architectural firm to develop a comprehensive facility plan that focused on replacing the current outdated facilities with 500 newly constructed beds in three facilities across the state. Also in 2003, the department initiated a comprehensive Therapeutic Environment Training for all staff at its youth development centers.

In early 2004, the State Advisory Council on Juvenile Justice and Delinquency Prevention supported DJJDP's efforts to build a comprehensive strategy, based on strengthening families; supporting core social institutions; promoting delinquency prevention; intervening immediately and effectively when delinquent behavior occurs; and identifying and controlling the small group of serious, violent and chronic juvenile offenders. As part of this comprehensive strategy, DJJDP recommended building thirteen (13) smaller juvenile facilities, closer to the youth's family, along with a new approach in treatment: changing from correction to therapeutic, from guard to counselor. The plan recommended to the governor and General Assembly proposed the following facilities, each to be built around a base facility design of four eight-bed housing units:

- One (1) 96-bed facility in Cabarrus County
- One (1) 64-bed facility in Buncombe County
- Eleven (11) 32-bed facilities in Catawba, Forsyth, Guilford, Chatham, Moore, Cumberland, Pitt, Lenoir, Nash, Onslow and Brunswick counties
- One (1) 105-bed facility already established at Dillon in Granville County
- Two (2) treatment and planning centers

Also in 2004, at the request of the department, a consulting firm was hired and submitted a youth development center Operational Program report, developed with input of focus groups held with staff, key stakeholders and the State Advisory Council on Juvenile Justice and Delinquency Prevention. The report recommended three (3) replacement youth development centers: one 256-bed YDC with 32 housing units; one 160-bed YDC with 20 housing units; and one 96-bed YDC with 12 housing units. Security measures for each YDC would include perimeter and internal fencing; a cluster design for housing units; non-campus-like design to allow direct supervision; and strategically-placed video cameras.

The 2004 General Assembly provided \$4.4 million to DJJDP to continue facility planning, as well as passed a COPs finance package to set aside \$35 million to replace youth development centers.

In November 2004 DJJDP presented a detailed plan to the Joint Legislative Corrections, Crime Control, and Juvenile Justice Oversight Committee that laid out a desire for smaller facilities located closer to the communities in which youth live. The Department recommended that Phase 1 of the plan (a 96-bed in Cabarrus County and four 32-bed facilities in Chatham, Edgecombe, Lenoir, and Guilford counties) be implemented and that the remaining 288 beds allocated among seven 32-bed

facilities, as well as current beds at Dillon, be re-examined after further analysis of population trends and assessment processes. DJJDP planned to develop Phase 2 of the plan for presentation to the 2006 legislative session.

The Joint Legislative Corrections, Crime Control, and Juvenile Justice Oversight Committee, endorsed the change to smaller treatment-oriented facilities in January 2005. The 2005 General Assembly's budget included a special provision authorizing Phase 1 of DJJDP's plan for replacement facilities. By year's end, site work had begun for the replacement facilities, and the department had developed and begun implementation of a new Model of Care – focused on skill development and behavior change – for juvenile offenders in youth development centers. Ground had been broken for four replacement facilities by year's end 2006. During the 2007 legislative session, lawmakers provided \$1.5 million to the department for Phase 2 planning money, to be used to plan for five additional 32-bed facilities.

The four replacement youth development centers opened in 2008.

1. *Chatham YDC*: 32 females; four different eight-bed housing units; construction cost = \$6 million; operating cost = \$3 million; blended education-treatment Model of Care programming
2. *Lenoir Complex at Dobbs YDC*: 32 youths; four different eight-bed housing units; construction cost = \$6 million; operating cost = \$3 million; blended education-treatment Model of Care programming
3. *Edgecombe YDC*: 32 youths; four different eight-bed housing units; construction cost = \$6 million; operating cost = \$4 million; blended education-treatment Model of Care programming
4. *Cabarrus Complex at Stonewall Jackson YDC*: 96 youths; construction cost = \$15.5 million; operating budget = \$11.3 million

In March 2011, budget cuts resulted in the closure of Swannanoa Valley YDC. A second YDC – Samarkand – was closed that year by the 2011 General Assembly, which encouraged DJJDP to increase the use of community-based alternatives to commitment to reduce the need for YDCs across the state.

DJJDP was one of three agencies in January 2012 that merged to become the Department of Public Safety. DJJDP became the Division of Juvenile Justice. In September 2013, as part of its continuing consolidation efforts, the Department of Public Safety integrated the divisions of Adult Correction and Juvenile Justice and established the Division of Adult Correction and Juvenile Justice.

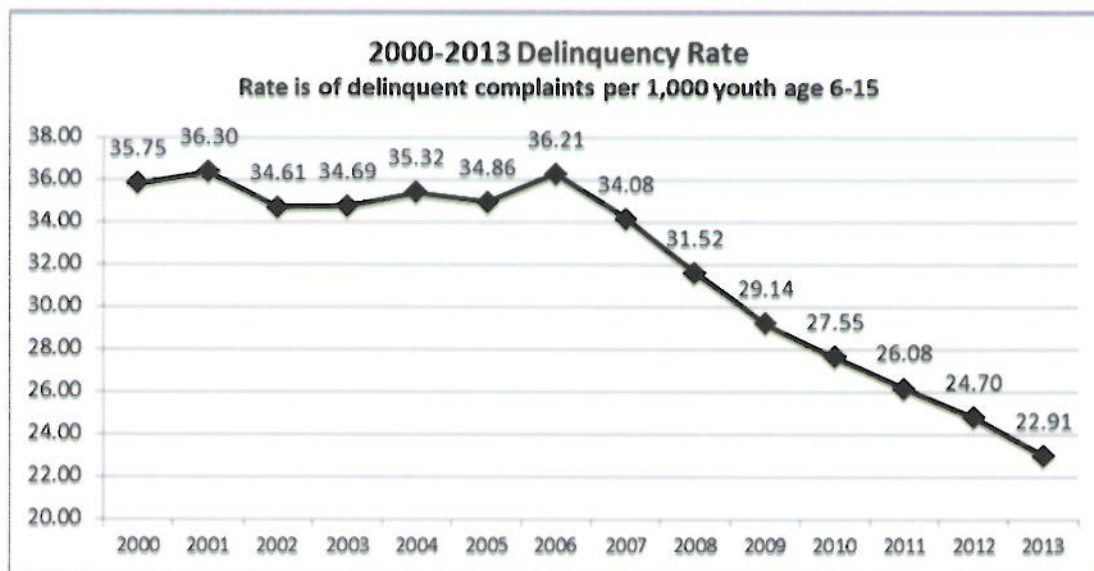
In November 2012, to better utilize and manage tight resources, and in answer to declining detention numbers, Perquimans Juvenile Detention Center, located in Hertford, was closed. As enacted during 2012 session of General Assembly, Edgecombe youth development center – one of four new facilities opened in 2008 – was closed in January 2013. More closures came per order of the 2013 General Assembly: Buncombe Juvenile Detention and Richmond Juvenile Detention in July 2013, and the Lenoir Complex at Dobbs youth development center – another of the four new facilities opened in 2008 – in October 2013.

Since 1998, far fewer juveniles have been committed to YDCs. For example, 975 admissions to YDCs were seen in North Carolina in 2000, which fell to 428 by 2005. In 2013, 219 youths were admitted to YDCs in North Carolina.

National and State Trends in Juvenile Justice

Delinquency Trends

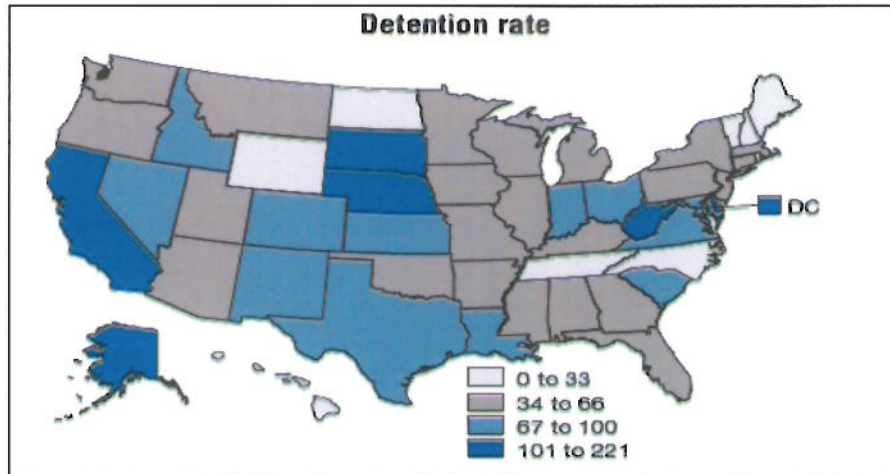
Consistent with national statistics, North Carolina has witnessed a significant decrease in juvenile crime over the last decade. The federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) stated in a 2013 report¹ “The number of arrests of juveniles in 2011 was 31 percent fewer than the number of arrests in 2002” (p. 3). In North Carolina, the most comparable measure to juvenile arrest is delinquent complaints received. In North Carolina, between 2002 and 2011, delinquent complaints received decreased 15 percent, from 39,416 to 33,556. Similarly in North Carolina, the delinquency rate decreased 25 percent, from 34.61 per 1,000 youth in 2002 to 26.08 in 2011. Since 2011, there has also been a 12 percent decrease in the delinquency rate, from 26.08 per 1,000 youth to 22.91.



¹ Puzzanchera, Charles. (December, 2013) *Juvenile Arrests 2011*. U.S. Department of Justice, OJJDP: Washington, DC.

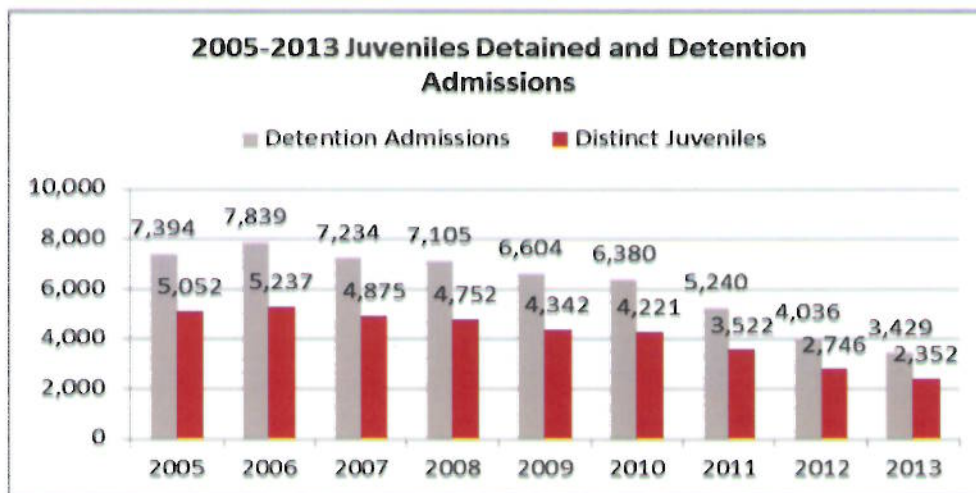
Detention Trends

In national data, North Carolina is among a few states with a low detention rate. However, it should be noted that the upper age of jurisdiction is a factor in the rates remaining low. New York is the only other state in the nation that has the same age of juvenile jurisdiction. New York's rate of detention in 2010 was 35 per 100,000 youth; North Carolina's rate was 22 per 100,000 youth².



Data source: Author's analysis of OJJDP's Census of Juveniles in Residential Placement for 2010 [machine-readable data files].³

In a report on residential placement of juveniles,⁴ the author states "Detention rates increased in about one-quarter of the states and declined in the other three-quarters." (p.8) In North Carolina, an annual decrease in the population has occurred since 2006. From 2005 to 2010 the number of detention admissions decreased 14 percent; and from the peak in 2006 to the low in 2013 the number of detention admissions decreased 56 percent.



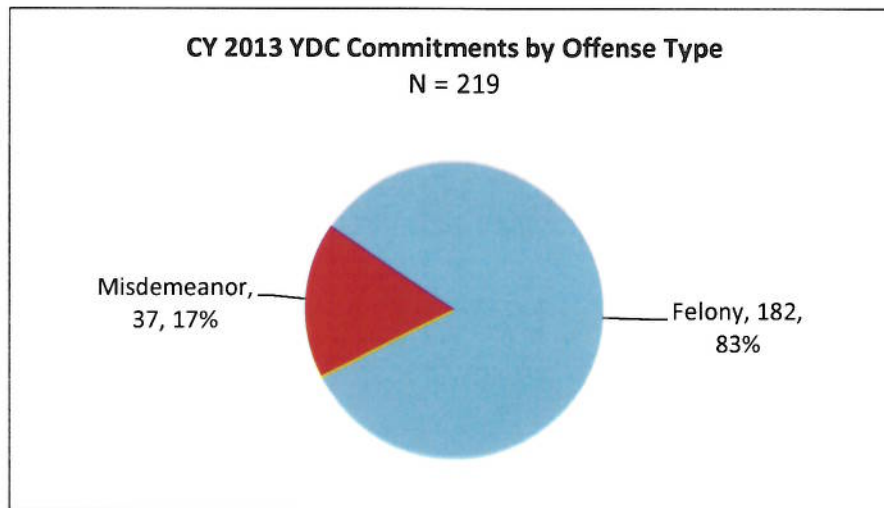
² *Ibid.*

³ Hockenberry, Sarah. (June 2013) *Juveniles in Residential Placement, 2010*. U.S. Department of Justice, OJJDP: Washington, DC.

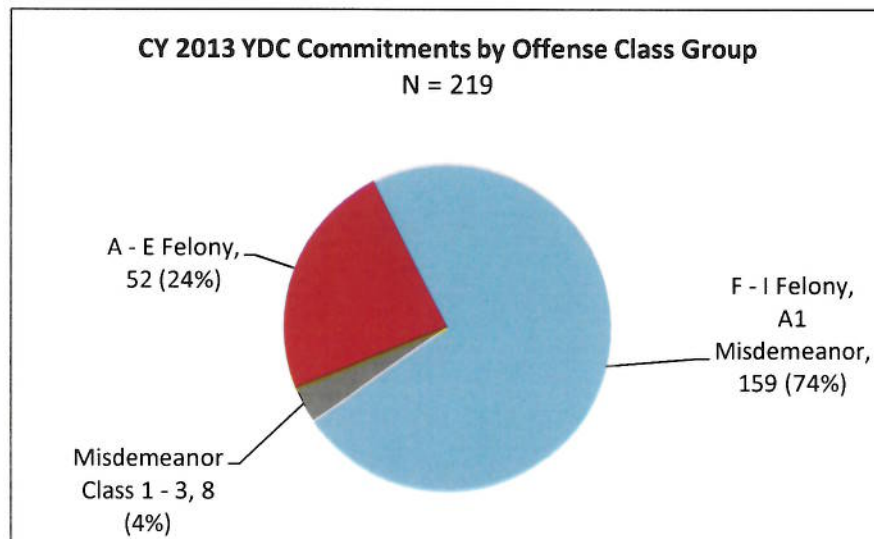
⁴ *Ibid.*

Youth Development Center (YDC) Trends

The majority of offenses that are directly related to a youth development center (YDC) commitment in North Carolina are serious and/or violent. Calendar year 2013 YDC commitments illustrate the proportions of offenders with serious offenses as 83 percent of juveniles committed were committed due to a felony offense adjudicated.



Similarly, in the North Carolina juvenile code,⁵ the offenses triggering commitment are categorized into three groups. The following data show that 96 percent of YDC commitments were related to either a violent or serious offense in 2013.

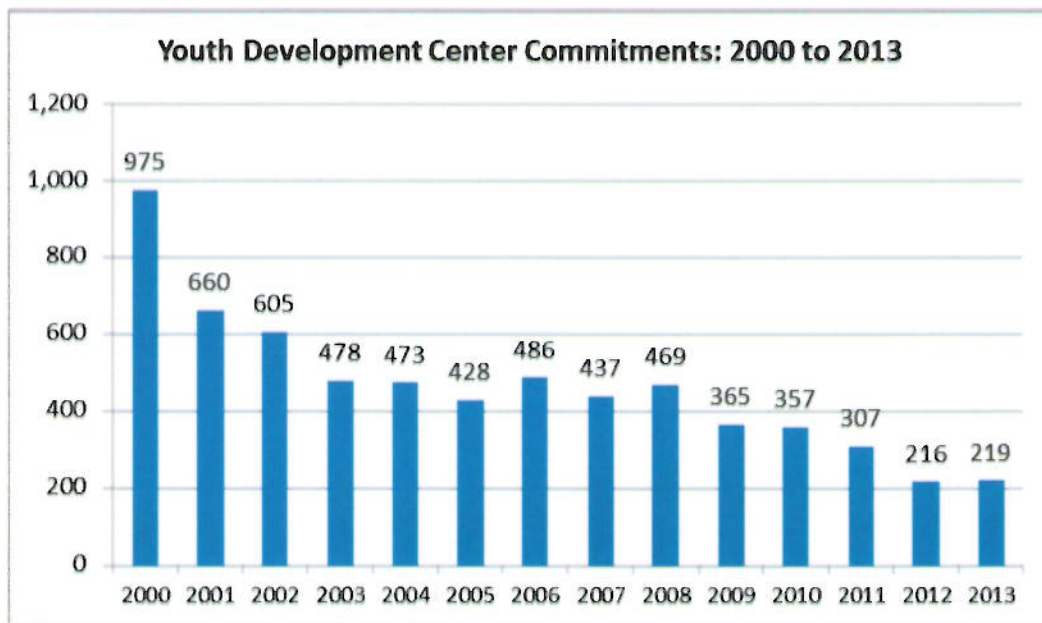


⁵ § 7B-2508 . Dispositional limits for each class of offense and delinquency history level.

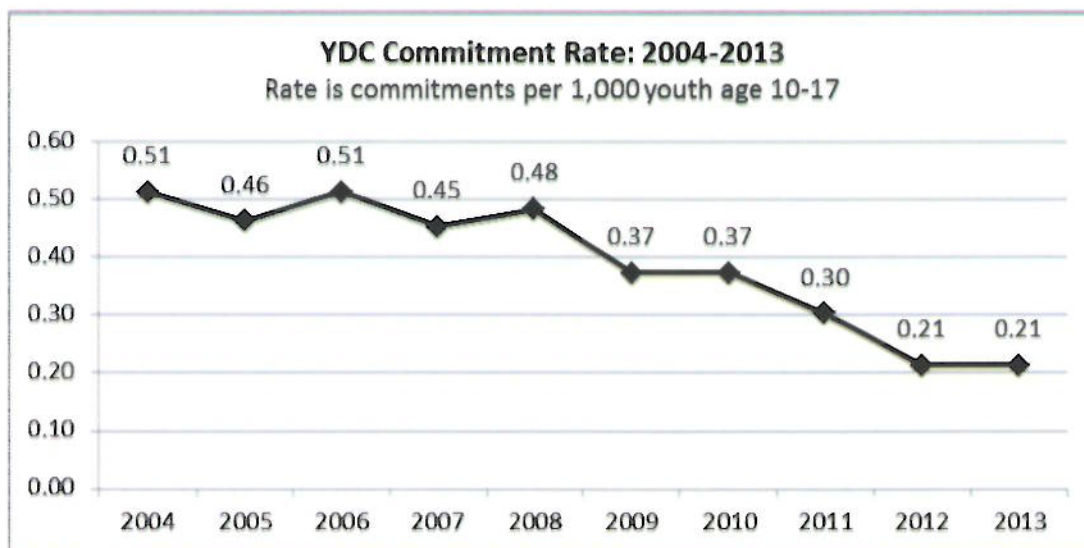
(a) Offense Classification. - The offense classifications are as follows:

- (1) Violent - Adjudication of a Class A through E felony offense;
- (2) Serious - Adjudication of a Class F through I felony offense or a Class A1 misdemeanor;
- (3) Minor - Adjudication of a Class 1, 2, or 3 misdemeanor or adjudication of indirect contempt by a juvenile.

The National Juvenile Justice Network (NJJN) and the Texas Public Policy foundation discussed national juvenile confinement trends in a 2013 report⁶. With regard to YDC comparable data, the authors state “The bulk of the decline between 2001 and 2011 occurred in the number of youth committed to confinement after conviction (i.e., after adjudication). The number of committed youth during that period decreased from 76,190 to 41,934, or a 45 percent reduction.” (p. 4) In North Carolina’s juvenile justice system, YDC commitments decreased 53 percent, from 660 in 2001 to 307 in 2011.



The YDC commitment rate has also decreased significantly in the past decade. From 2004 to 2013, the rate of youth committed to YDCs decreased by 59 percent (from 0.51 per 1,000 youth to 0.21).



⁶ NJJN and Texas Public Policy Foundation (2013). *The Comeback and Coming-from-Behind States: An Update on Youth Incarceration in the United States*. Retrieved from <http://www.njjn.org/uploads/digital-library/The-Comeback-and-Coming-from-Behind-States.pdf>

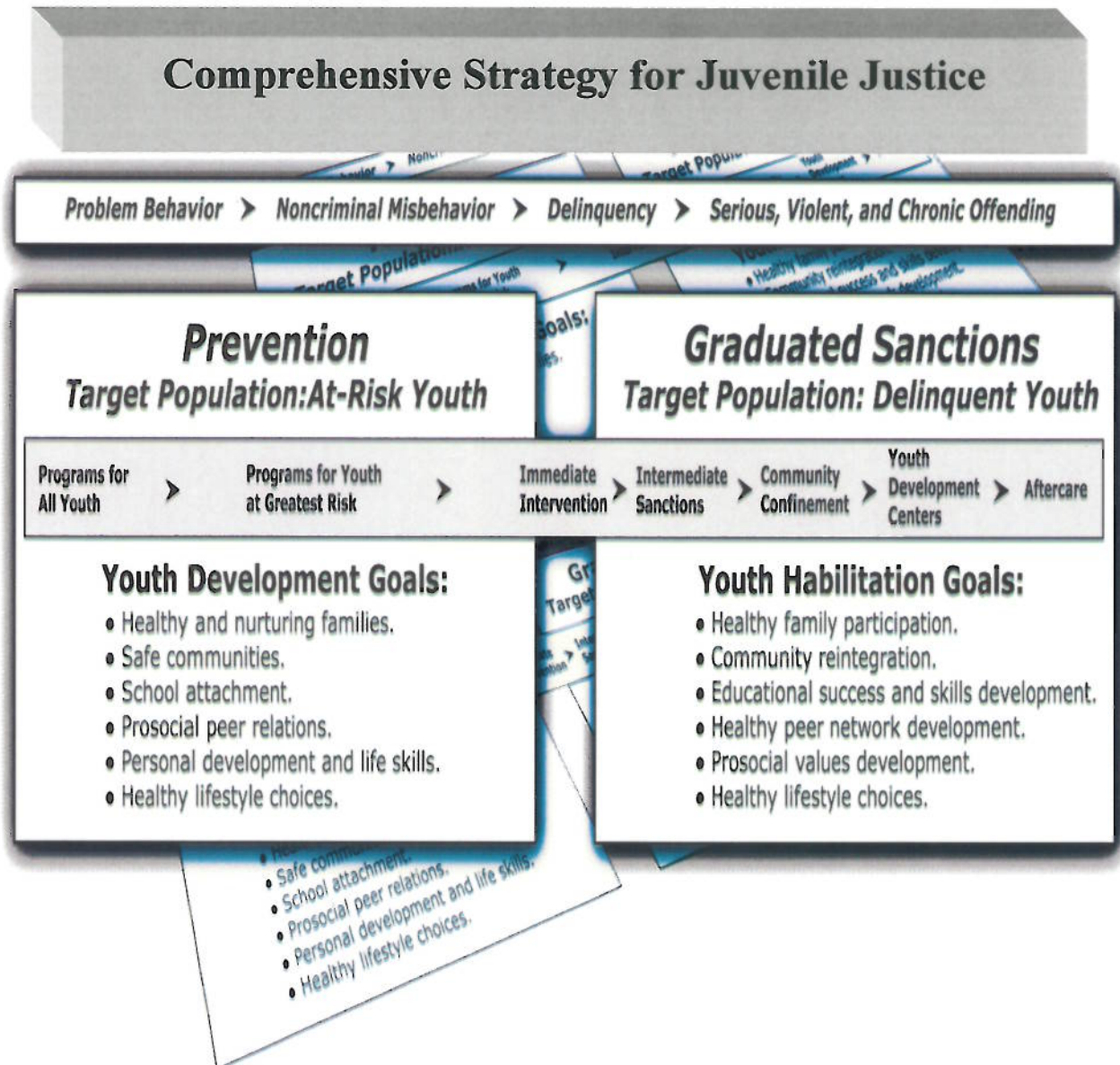
The NJJN and Texas Public Policy Foundation also set forth some factors that aided in the "comeback states" decline. North Carolina has implemented strategies to address each of the following factors, among others.

1. "Increased availability of alternatives to incarceration;
2. required intake procedures to reduce the use of secure detention;
3. closed or downsized secure facilities;
4. reduced reliance on law enforcement to address behavior issues in schools; and
5. prevented incarceration for minor offenses..."(p.2):

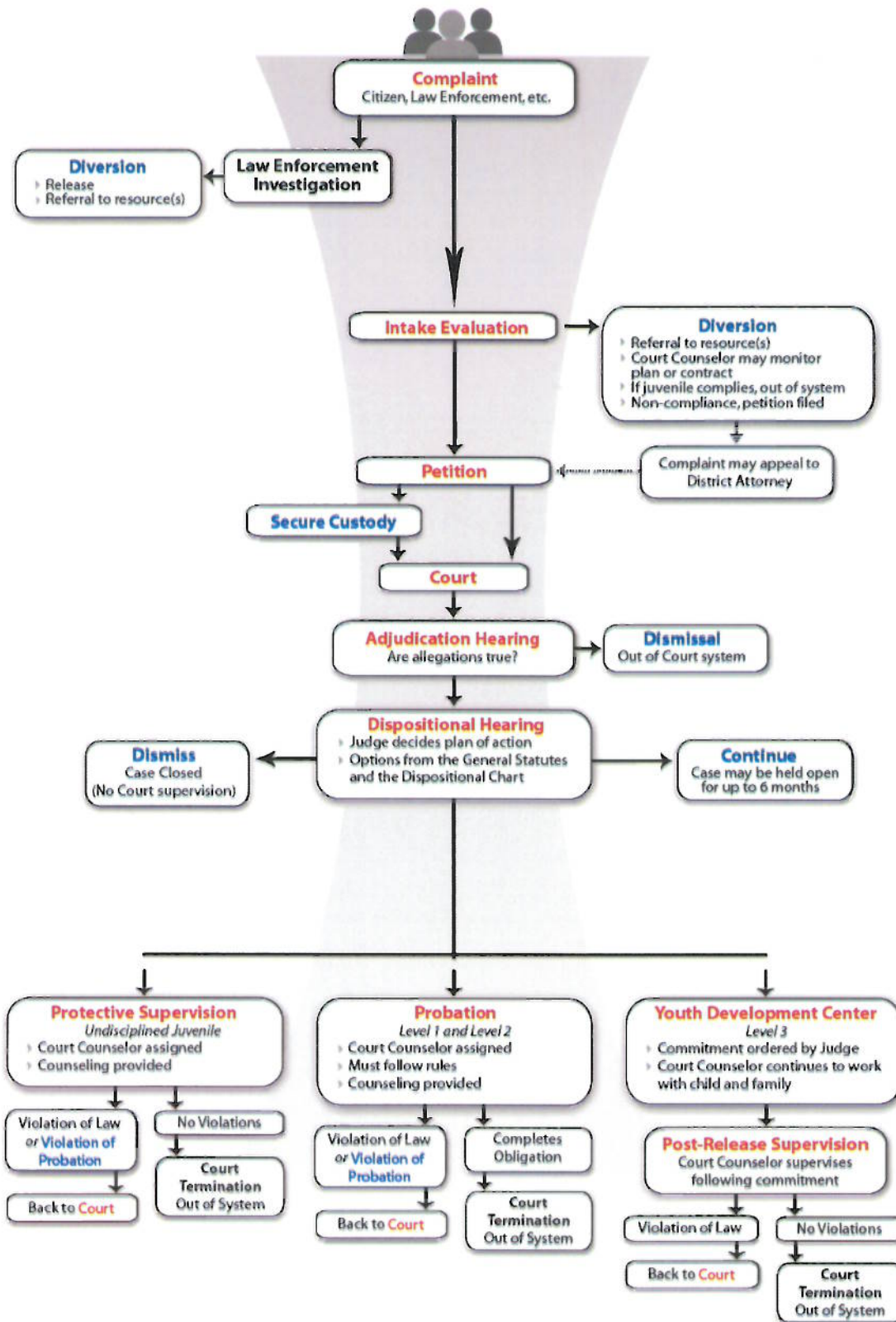
Today's Juvenile Justice in North Carolina

Mission Statement

As indicated below, the mission of the juvenile justice system in North Carolina is to reduce and prevent juvenile delinquency by effectively operating an integrated, comprehensive juvenile justice system that intervenes, educates and treats youth in order to strengthen families and increase public safety.



North Carolina Juvenile Justice Process



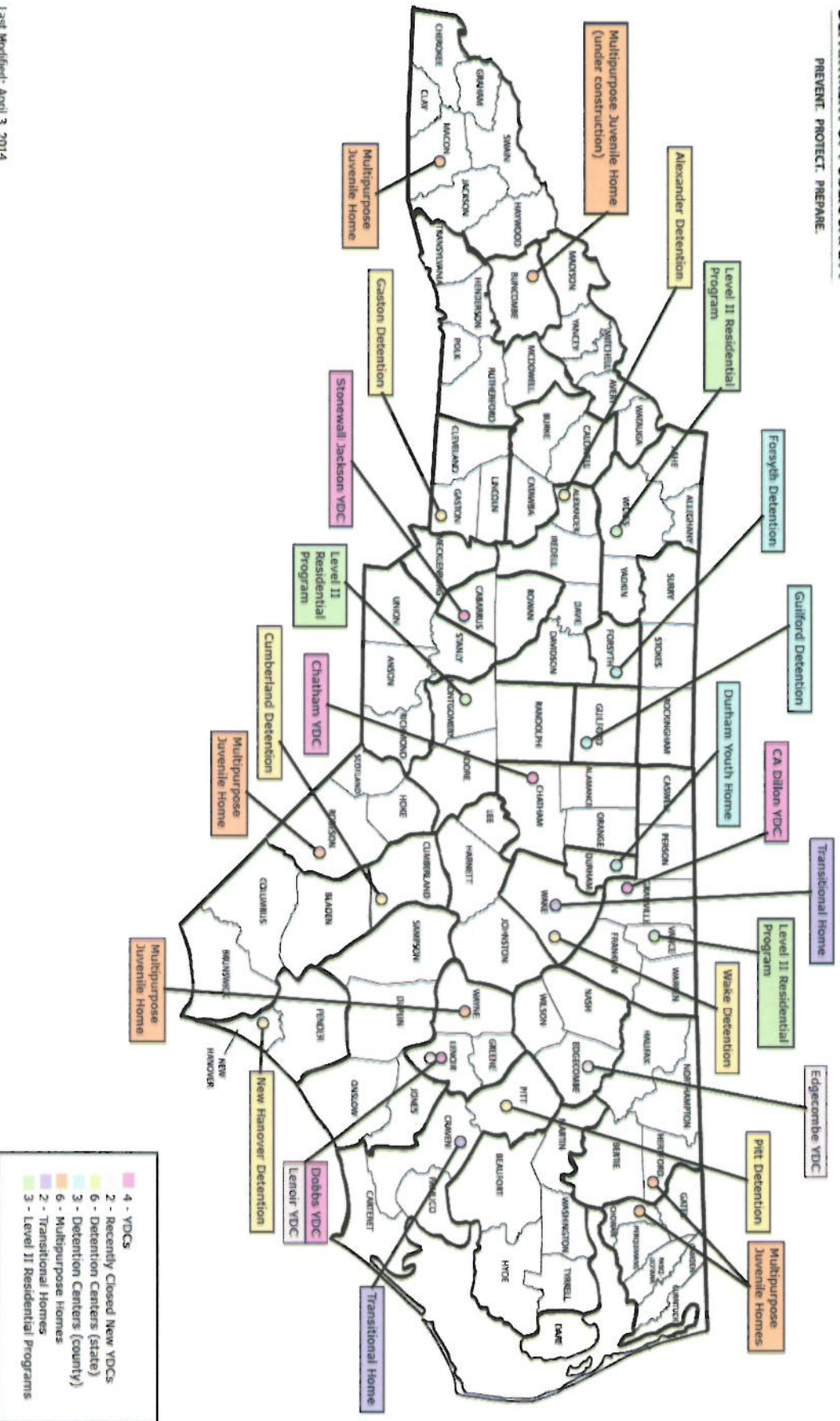
Currently, the N.C. Department of Public Safety Division of Adult Correction and Juvenile Justice includes the following facilities:

- ✓ Four youth development centers
 - Chatham, Dillon, Dobbs, and Stonewall Jackson
- ✓ Six state detention centers
 - Alexander, Cumberland, Gaston, New Hanover, Pitt, and Wake
- ✓ Three county-owned and operated detention centers (*ACJJ provides oversight*)
 - Durham, Forsyth and Guilford
- ✓ Five multipurpose juvenile homes
 - Chowan, Hertford, Macon, Robeson, and Wayne counties
 - Note: The former Buncombe Juvenile Detention center is in the process of being converted to a multipurpose home, utilizing already-appropriated capital improvement funds.
- ✓ Three Level 2 residential programs
 - Montgomery, Vance, and Wilkes counties
- ✓ Two transitional homes
 - Craven County (Male)
 - Wake County (Female)



DEPARTMENT OF PUBLIC SAFETY
PREVENT. PROTECT. PREPARE.

North Carolina Department of Public Safety Juvenile Facilities/Residential Programs 3/2014



Recommendation Details by Strategic Goals

This plan proposes the following:

1. To more efficiently and effectively utilize the juvenile justice facilities the Department owns.
 - a. Phase-out facilities that are outdated, unsafe and/or underutilized.
 - i. Gaston Regional Juvenile Detention Center (county leased facility);
 - ii. C.A. Dillon YDC; and
 - iii. Dobbs YDC.
 - b. Renovate the facilities that provide safer and more secure environments for juveniles and staff in order to accommodate more youth and thus decrease the per diem youth cost, and efficiently utilize existing resources:
 - i. Increase the bed capacity by 38 percent at Edgecombe, Lenoir and Chatham YDCs (from 32 to 44 beds);
 - ii. Utilize additional housing units at Stonewall Jackson YDC for detention beds (Kirk Building) and YDC beds (McWhorter Building); and
 - iii. Repurpose a portion of Dillon YDC (Building D) for crisis beds.
 - c. Provide a blended treatment and education approach that is rooted in a cognitive-behavioral treatment approach and targets criminogenic needs based on established principles of effective programming.
2. To reinvest cost savings generated through this plan into community-based programing to avoid costly YDC commitments, revocations, and recommitments and to increase public safety.
 - a. Establish re-entry services and add transition homes;
 - b. Work with parents and guardians of committed youth while they are in YDCs to prepare them for the return of their child; and
 - c. Proposed facility modifications and expansions will be made through the use of the \$1.7 million in repair and renovation funds previously appropriated for the Dobbs kitchen renovations.
3. To adjust staffing patterns to drive down the cost of operating youth development centers.
 - a. Increase the staff-to-youth ratio; and
 - b. Adjust staffing patterns and job classifications to better reflect the job duties and work assignments of employees.
4. To plan and be prepared for future changes in the juvenile justice system.
 - a. Add facilities at existing locations (Lenoir, Edgecombe and Chatham YDCs); and
 - b. Repurpose the property at Dobbs YDC.

**Proposed Youth Development Center Operational Plan
Increase Bed Capacity/Improve Utilization of Current Staff/Enhance Juvenile/Staff Safety**

<i>Facility</i>	<i>Current Bed Capacity</i>	<i>Proposed Bed Capacity</i>	<i>Change</i>	<i>Current FTEs</i>	<i>Proposed FTEs</i>	<i>Change</i>
Stonewall Jackson	96	128	32	216	245	29
C.A. Dillon	90	0	(90)	140	0	(140)
Chatham	32	44	12	70	72	2
Dobbs	43	0	(43)	76	0	(76)
Lenoir	0	44	44	0	72	72
Edgecombe	0	44	44	0	72	72
Totals	261	260	(1)	502	461	(41)

Phase-out outdated/unsafe/underutilized facilities.

Under this proposal, C.A. Dillon would no longer function as a YDC. Dillon was designed as a campus-style facility, which presents safety, security and staffing challenges. Dillon's design requires youth to commingle within the school building and cafeteria, and means that staff must conduct more frequent searches of the youth to ensure safety and security of juveniles and staff. Since Dillon's buildings are located several hundred yards apart, time to transition juveniles from living quarters to school and to the cafeteria must be built into the day, and additional security and safety precautions taken during these transition times. In addition, three of the four housing units at Dillon (A, B & D) were designed in a corridor style with a small dayroom attached. Corridor-style housing units pose supervision issues since effective line-of-sight and sound supervision is not possible. Funds were appropriated by the General Assembly to renovate the "D" housing unit at C.A. Dillon YDC, which will be utilized to house crisis beds totaling 16, initially, with possible expansion to a total of 37 in the future, as funding and needs allow.

The original Dobbs campus would be decommissioned as a YDC. Dobbs YDC is an aged facility with many physical plant challenges, and lacks a functional on-site kitchen. Several buildings on the Dobbs campus are no longer in use based on their poor condition, and since the campus lacks perimeter security fencing, restrictions exist upon the type of youth that can be placed at the facility (juveniles who may be at risk of running away off the grounds during programming cannot be placed there).

It should also be noted that Stonewall Jackson's Kirk Housing Unit is also undergoing renovation. Gaston Juvenile Detention Center (operated by the state from a county-owned building) will relocate to the Kirk Building once its renovations are completed (projected spring 2015), which will increase detention bed capacity by eight. Co-locating the detention center on the YDC campus will also allow DPS to realize service delivery efficiencies through shared support services.

Renovate the safest facilities to accommodate more youth.

To compensate for this lost youth development center bed capacity and to ensure that the Department of Public Safety is operating the most efficient, effective, safest and healthiest facilities for juveniles and for the protection of the public, under this proposal Edgecombe YDC and the Lenoir YDC would be returned to active use as YDCs, with modifications to serve more juveniles. These facilities, constructed in 2008 and carrying a debt liability of \$8.7 million, are equipped with perimeter fencing, electronic security features and are self-contained, limiting the need to move juveniles from place to place as is typically found with a campus-style layout.

Chatham, Lenoir and Edgecombe YDCs are all currently 32-bed capacity buildings constructed using the same design. DPS Engineering has the ability to add an additional 12 single, wet rooms (or beds) to each of these facilities. Stonewall Jackson YDC is a large campus layout with a perimeter security fence. The Cabarrus complex was constructed in 2008 with a similar, though not identical plan as Chatham, Lenoir and Edgecombe YDCs. The McWhorter Housing Unit is under renovation and will provide an additional 32 beds to the campus capacity.

Effects on Treatment/Programs

The physical plants of the buildings constructed in 2008 – smaller units, with integrated space for school programming – were consciously configured for small group, intensive staff-to-student teaching interactions, to more efficiently deliver the evidence-based programming needed to most effectively meet the serious treatment and habilitation needs of the juveniles housed in state YDCs.

This strategic plan, which adds beds to the facilities, changes the current facilities staffing ratio of 1 staff member per 4 juveniles to a staffing ratio of 1 per 5.5 juveniles. In most cases this will be operationalized as two staff members with 11 juveniles in a housing unit. This new staffing ratio is well within those recommended for both supervision and therapeutic practices. Research has indicated that the ideal size of an interactional therapy group ranges in size from eight to 12.

It is recognized that staff to juvenile ratios have potential implications to the fidelity – or consistent implementation, delivery, evaluation and supervision – of programs, services and practices within the facility. A staff member routinely visits juvenile facilities in order to provide training and guidance and to monitor aspects of program/practice fidelity.

In summary, with adequate attention and resources devoted to monitoring and maintaining program and practice fidelity, the increase in staff ratios will likely have a low impact on service delivery to the juveniles housed in those facilities.

Effects on Detention Centers

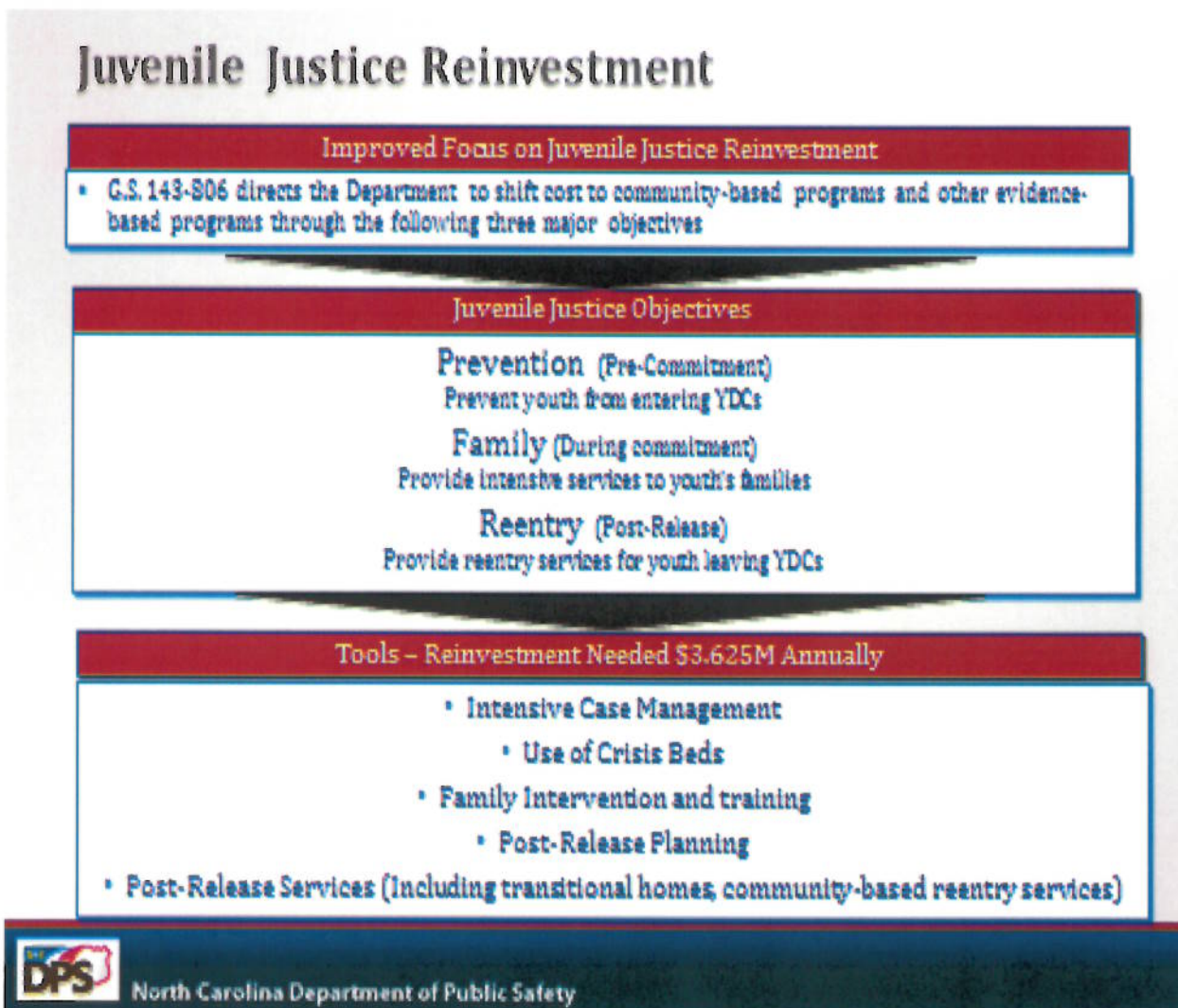
Operational changes to detention centers are minimal under this proposed plan. Two changes to highlight include the need for two additional direct care positions in each of the state's six detention centers, as well as the aforementioned closure of Gaston Detention Center and the transfer of that operation to the Stonewall Jackson Youth Development Center Kirk Building, which will increase detention center beds by eight.

Use of Abolished Positions from Closed Facilities

The proposed plan results in the net reduction of 41 youth development center positions. This net reduction of positions is inclusive of the position reallocations to the re-opened and expanded facilities.

Reinvestment to Community Programming and Operations

The chart below indicates the operational areas where funds are to be "reinvested" and priorities shifted.



Community-Based Programs

As a part of this strategic plan and in accordance with General Statute 143B-806(b) (2), the Division of Adult Correction and Juvenile Justice has also taken a critical look at those services provided to juveniles outside of youth development centers. The cost savings realized from the closure of youth development centers represented in this juvenile facilities operational plan are “reinvested” in juvenile community-based programs to provide re-entry services to those youth entering the community from YDC placement.

The department has created a three-pronged approach:

- 1) **Pre-commitment or Placement** - to prevent juveniles from entering youth development centers;
- 2) **During Commitment or Placement** - to provide intensive services to a youth’s family while the youth is committed or in residential placement; and
- 3) **Post-Release** - to provide re-entry services for youth leaving youth development centers.

This plan uses a combination of intensive case management through juvenile court counselors and intensive community-based services.

Intensive case management combined with wraparound services are evidenced-based practices, and research shows that they are effective approaches for working with high-risk, high-needs youth. The Division of Adult Correction and Juvenile Justice would like to implement this evidence-based practice **at three key stages** of the juvenile’s involvement in the juvenile justice system.

Stage 1: Pre-commitment or pre-placement - The first area where intensive case management and intensive community-based services should be provided is to high-risk/high-need juveniles who are served in the community on supervised probation. Using more intense supervision and services for those youth who are the most risky for recidivism has been shown by the literature to be more likely to achieve better outcomes. These outcomes are achieved by increasing the focus on all the life domains in which a youth lives, including: school, family, peer group and community, and by holding the juvenile, his/her families, and the community-based program providers accountable for the coordination, implementation and participation of the juvenile in these services.

During the pre-commitment or pre-residential placement, the division can provide state and locally funded Juvenile Crime Prevention Councils (JCPC) programs and state-funded contractual services for Level 2 adjudicated juveniles. The Division of Adult Correction and Juvenile Justice has developed an effective continuum of services based on evidence-based practices that serve youth who are at the beginning and intermediate levels of delinquency. *With limited resources, these investments in prevention and intervention services are wise and have led to juvenile crime dropping by more than 20 percent in our state over the last five years.*

Crisis beds can be used as a lower-cost alternative to detention and to prevent youth development center commitment. This plan proposes to establish a program that will provide crisis care and assessment for youth who require a temporary out-of-home placement to stabilize the youth's behaviors and to provide an opportunity to determine effective interventions. The developed plan-of-care will match the youth's risk and needs with existing department and community resources. The division is currently establishing a request for proposals for vendors to provide crisis beds at the underutilized and renovated housing unit at the current C.A. Dillon YDC. This current crisis bed model requires no additional funding, since the department is repurposing contractual dollars to pay for a private contractor to provide these beds. In the future, however, if this model is successful in reducing detention admissions and recidivism, the state could "reinvest" an additional \$1.5 million to create similar facilities across the state.

Stage 2: During commitment or placement - For at least the last four decades, juvenile justice professionals, academicians and child advocates have lamented the inherent weakness in a system that focuses so many resources on assisting a juvenile to learn skills and change behavior while placed in a juvenile facility, yet fails to focus adequate resources on working with the family while the child is in placement or commitment status. When commitment or residential placement does occur, continuous resources and supports are needed to work with the family to make changes within the home environment to which the juvenile will return.

The second area where intensive case management services will be provided is to the families of high-risk/high-need youth while the juvenile is committed or being served in another juvenile justice residential program. The juvenile court counselor will work intensively with the family providing case management and services where necessary. These services and supports will begin the first day the juvenile enters a youth development center or community-based residential placement and throughout the juvenile's stay. The goal is to better train parents or guardians to help ensure, upon the juvenile's return, that family members will be a positive and pro-social influence upon the juvenile. Court counselors will serve as case managers and help develop and coordinate services needed for the family. The court counselor will also facilitate the family's involvement in the service planning team that will be working with the family. *Such practices should result in more successful engagement with the family as a supportive and positive resource and decrease the incidents of revocations and recommitments.* Again, this will be done in close collaboration with youth development center staff and community-based residential program staff. Additional programming that would be needed while youth are in placement would include evidence-based parenting classes.

Stage 3: Post-Release - Approximately 10 percent of the youth in youth development centers are there as a result of revocations, and according to the *Sentencing and Policy Advisory Commission's Juvenile Recidivism Study: FY 2008/09 Juvenile Sample*, **60 percent of youth exiting a youth development center in FY 2008/09 recidivated within three years.** The Department has been able to reduce these recidivism rates through providing transitional services. The new transitional home in Craven County that was opened two years ago and only serves youth transitioning out of commitment or placement status is only experiencing a **14 percent recidivism rate after 12 months.** These statistics emphasize the need for re-entry services. This third area will focus on restructuring the concept of aftercare from intensive supervision to intensive case management. Juvenile Court Services will provide intensive case management services to youth as they transition back into the community to help prevent them from returning to the youth development centers.

To effectively achieve this goal, post-release planning for the youth's return to the community must begin when the youth is first committed or placed. The planning needs to be individualized, intense and performed by all who work with the youth (i.e., the youth's service planning team). The team will produce a comprehensive re-entry plan that addresses all necessary sphere of influences in a juvenile's life and ensures services are in place before the juvenile leaves the facility. The court counselor will provide intensive case management services upon the youth's release on post-release supervision and will continue until the achievement of targeted goals identified for the youth and his/her family. The juvenile court counselor will focus on addressing the appropriate spheres of influence in the service plan for the duration and at the level as indicated by the degree of services needed and the achievement of goals. The progress of the juvenile will be reported regularly to the service planning team. Responses to any noncompliance will be addressed immediately and be a team decision, unless public safety warrants otherwise.

Post-release services will be set up along a continuum, based on the juvenile's needs and risk of reoffending. Services will range from transitional homes to community-based/intensive services designed to support the educational and vocational development of youth while also providing appropriate therapy to change the youth's thought processes and behaviors.

Transitional homes are proposed to be put in place for those juveniles lacking a positive and supportive home life who need to transition into independent living, or for those youth needing a step-down placement before returning home.

A. Transitional Homes - Create additional transitional homes based on the models currently in use by the department in Craven County for males and in Wake County for females. One-third of youths exiting a youth development center, or 60 to 70 youth each year, return to environments that lack the family and community support required for them to be successful. These youths need the highest level of transitional services, which would be a residential placement in their community or close to their home communities. These homes would help youth either transition into independent living situations or work with the youth's family to ensure that a smooth transition back into their home can occur. These homes would offer: educational and vocational programming; life skills development; employability skills development; financial literacy; mental and physical health services; and help in getting the youth a driver's license. Youth in transitional homes would have to find employment or attend school.

In addition, the department will consider making some of these homes **Specialized Transition Homes** that focus more intensely on a particular vocation or skill (examples include the Home Builders Association's certification; commercial driver's license, culinary skills training, cosmetology, etc.). The focus of these specialized homes is to provide youth who may not have a high school education the opportunity to develop a specific skill/certification that will allow for a full-time career.

Two transitional homes currently exist in the state: one in New Bern for boys, and one in Raleigh for girls. In addition to these two homes, the state would need five more homes located in areas of the state where high commitments to youth development centers occur (such as Durham, Cumberland, Guilford and Mecklenburg counties, etc.). These homes cost \$500,000 to operate on an annual basis. The total budget for these five new homes would be \$2.5 million annually.

B. Community-Based Re-Entry Services – Community-based re-entry services are proposed for delivery to those youth where effective community supports have been identified and where the youth's service planning team has determined the youth can be served in their home. These services may include: Multisystemic Therapy (MST), Cognitive Behavioral Therapy (CBT), or Functional Family Therapy (FFT), depending on the unique needs of the youth being served. The department estimates an additional 150 youth would need to be served in these programs at an average cost of \$7,500, or an annual total of an additional \$1,125,000.

Re-entry services have been shown to reduce recidivism in youth returning from committed facilities and can reduce the amount of time a juvenile may need to spend in a youth development center. In addition, transitional services are less expensive to operate than housing juveniles in youth development centers. Considering that the state often invests more than \$100,000 in committing a child to a youth development center, it makes sense to protect the investment the state has made in these youth by providing them with re-entry services.

To fully fund this two pronged re-entry strategy the state will need to internally “reinvest” \$3,625,000 of the operational savings from the closure of youth development centers into the aforementioned transition homes and community-based re-entry services. These programs will ultimately pay for themselves by reducing revocations to youth development centers and by reducing recidivism in the juvenile and adult system.

Operations

As part of the savings generated by the closure of youth development centers, funds, totaling \$3,625,000, are transferred internally and “reinvested” into the community programs, as indicated above. **It is also proposed that the balance of the projected savings, totaling \$690,954, annually be “reinvested” as well – as a funding source to provide positions for operational enhancements, including for youth transportation and/or detention centers.**

- **Transportation.** The proposed plan recommends, through the “reinvestment” of funds from closed youth development centers, the restructuring of transportation services, statewide, in order to more safely, efficiently and effectively meet the needs of youth development centers, detention centers, and court services.

Duties that transportation drivers currently perform include:

- Transport of juveniles to detention centers from court (court order);
- Transport of juveniles to court from detention centers for court hearings;
- Transport of committed juveniles from detention to YDCs;
- Transport juveniles to appointments and placements;
- Provide airport surveillance and transport of juveniles for Interstate Compact; and
- Transport of juveniles between detention centers to manage facility population and capacity.

This plan also recommends the reallocation of non-certified transportation driver positions to the criminal justice certified Youth Counselor Technician classification. The current system for transporting youth in custody between and among facilities creates situations of

high risk to youth, staff and the public. Juvenile Justice has had a transportation section in place that has been pieced together over the years with temporary drivers (positions), adding permanent positions when possible. In order to cover the state, the transportation driver positions are frequently splits one position into two 20-hour slots, and the employee is frequently appointed to the position on a part-time temporary status.

There is currently a workgroup in place to analyze the juvenile justice transportation system in order to create efficiencies. The workgroup is identifying the appropriate geographic locations for drivers to be assigned to and criteria for single driver teams. DACJJ is realigning transportation services to compensate for the increased time and distance required per trip due to the closure of facilities.

The department also plans to study the feasibility of augmenting this transportation system to explore the feasibility of expanded use of video technology for Detention Center court hearings. In addition the Department is piloting an onsite dental clinic to reduce off-site dental trips with the intent of expanding this program to other facilities.

This position, while it provides direct care to youths while in transport, is not certified by the Criminal Justice Training and Standards Commission. The role of those employees providing transportation services needs to be such that the employee may maintain custody and security in court and other public areas – for the protection of the juvenile and the public – as well as during the transport. Juvenile Court Counselors have had to leave their ongoing duties in order to provide custody of youth, supervision that could be provided by a certified position such as a Youth Counselor Technician.

- **Detention Centers.** Staffing levels at the juvenile detention centers remain a constant challenge. To attain an acceptable operational relief factor of 1.75, the division requires an additional 12 direct care positions spread across the six detention centers. These 12 positions would be reallocated from the realized reductions from closed YDCs and reassigned to juvenile detention centers. Each detention center would receive two direct care staff positions to assist with their unique staffing requirements (24 x 7 x 365 intake, either male or female).

Finally, to realign position classifications to attain consistency and to better match job duties, the department proposes to reclassify pay grades at Stonewall Jackson and Chatham YDC via attrition. To create a progressive career path, the anticipated creation of a new job classification would need to occur prior to implementation of any of the recommended staffing patterns. The Division of Adult Correction and Juvenile Justice will work with the department's Human Resources section to make these changes in the coming years.

Future Outlook

Pending Legislation: Raising the Age Bill

The most recently introduced bill (House Bill 725) has phased and delayed dates of implementation. Per the Legislative Fiscal Note dated July 25, 2013, costs to the state are effective in FY 2019-20 and FY 2020-21. For purposes of this exercise, it is difficult to determine the exact needs for both additional YDC and detention beds. Any change in the current juvenile code resulting in an increase in the juvenile age would require additional staff and capacity at some point during the implementation timeline. In that event, this plan proposes a strategy that includes expanding at Lenoir, Edgecombe and Chatham YDCs and utilizing the expansive property at Dobbs YDC for further, more substantial expansion, if needed.

The following was pulled directly from the Department's Impact on the Division of Juvenile Justice, HB 725 – Young Offenders Rehabilitation Act [v.2] (Fiscal Memo Request – July 23, 2013)

Regarding Juvenile Facilities (Detention and YDC)

Before any decision making body determines that HB 725 should move forward, there should be serious consideration of the Division's current operational level, especially with respect to facility operations. The Division is now down to 126 state-operated detention center beds (plus 78 county-operated beds) and 261 YDC beds. The Division, through this analysis determined that three detention centers will be needed, and zero additional YDC facilities will be needed. At this time, the Division could potentially use existing, closed facilities for detention or YDC expanded capacity as needed. Should the recently closed facilities be utilized or not be the Department of Public Safety's any longer, capital costs will be required to include in the cost projection.

Population Projections

In accordance with the North Carolina Sentencing and Policy Advisory Commission's Juvenile Delinquent Population Projections (FY 2014 - FY 2018), Level 3 (YDC) resources over the five-year projection period show a need for 251 YDC beds by June 2014 and 257 YDC beds by June 2018. As noted in the report there may be a variance between 8 percent and 14 percent. Also reiterated was that this system is largely policy-driven and any change may greatly influence these projections.

The proposed options call for a total of 260 beds, within the projected beds and noted variances. In the event unforeseen events or policy changes occur, expansion opportunities are available utilizing the proposed 44-bed prototype (Chatham, Lenoir, Edgecombe). In addition, a 64-bed prototype was drafted at the time the new facilities were built in anticipation of needed expansion or replacement of facilities.

Summary of Proposed Changes (State Operations)

Item	Current #	Proposed #	Current Bed Capacity	Current Bed Capacity	Change	Current FTEs	Proposed FTEs	Change
Youth Development Centers	4	4	261	260	-1	502	461	-41
	Chatham, Jackson, Dillon, Dobbs	Chatham, Jackson, Edgecombe, Lenoir						
State Detention Centers	6	6	126	134	8	164	176	12
	Alexander, Cumberland, New Hanover, Pitt, Wake, Gaston	Alexander, Cumberland, New Hanover, Pitt, Wake, Kirk @ Jackson						
Multi-Purpose Homes	5	6	40 beds	48 beds	8	Contracted	Contracted	0
	Chowan, Hertford, Macon, Robeson, Wayne	Chowan, Hertford, Macon, Robeson, Wayne, Buncombe						
Residential Programs	3	3	62 beds	62 beds	0	Contracted	Contracted	0
	Montgomery, Vance, Wilkes	Montgomery, Vance, Wilkes						
Transitional Homes	2	7	11	51	49	Contracted	Contracted	0
	Craven, Wake,	Craven, Wake, Durham, Cumberland, Guilford, Mecklenburg, Burke						
Community-Based Re-Entry Services	0	Statewide	0	150	+150	Contracted	Contracted	0
Crisis Beds	0	Granville (CA Dillon)	0	16	16	Contracted	Contracted	0

Fiscal Impact

As previously indicated in this report and as indicated below, this strategic plan, after incorporating closures, conversion and expansion of facilities and the reinvestment in community programs, results in an annual cost reduction of \$690,954, and the reduction of 41 positions. Additionally, with changes in legislation, such as the passage of HB 725, which increases the juvenile population beyond current projections, additional capital and operational cost increases will be required.

	Beds			Costs/(Reductions)		Staff	
	YDC	Det. Ctr	Comm.	NR	R	YDC	Det. Ctr
CLOSE							
Close C.A. Dillon Youth Development Center	(90)				(\$8,656,181)	(140)	
Close Dobbs Youth Development Center	(43)				(\$4,760,659)	(76)	
Close Gaston Detention Center (To Kirk Building @ Stonewall Jackson YDC. Project is already funded, anticipated completion date = June, 2015 ; staff resource from Gaston for Kirk @ Stonewall Jackson YDC)		(24)			(\$1,799,335)		(30)
OPEN							
Open Lenoir Youth Development Center	32				\$3,412,322	72	
Open Edgecombe Youth Development Center	32				\$3,412,322	72	
Open Stonewall Jackson YDC Kirk Building** as Detention Center (for closure of Gaston Detention Ctr.)		32			\$1,799,335	0	30
Five (5) Transition Homes****			40		\$2,500,000	0	0
Community-based Reentry Services****			0		\$1,125,000	0	0
MODIFY							
Stonewall Jackson YDC McWhorter Building** (Ph 1) funds currently appropriated	16			\$0	\$0	0	0
Stonewall Jackson YDC McWhorter Building* (Ph 2)	16			\$820,000	\$1,655,056	29	
Lenoir YDC interior modifications (32 to 44 beds)*	12			\$350,000	\$176,916	0	
Edgecombe YDC interior modifications (32 to 44 beds)*	12			\$350,000	\$176,916	0	
Chatham YDC interior modifications (32 to 44 beds)*	12			\$350,000	\$267,354	2	
C.A. Dillon YDC D Housing Unit for Crisis Beds (contracted) - funds currently appropriated			16	\$0	\$0		
Totals	(1)	8	56	\$1,870,000	(\$690,954)	(41)	0
LONG-TERM (FOR CAPACITY INCREASE W/HB 725, YOUNG OFFENDERS REHABILITATION ACT)							
Lenoir YDC expansion	24			\$3,460,000	\$1,858,744	32	
Edgecombe YDC expansion	24			\$3,460,000	\$1,858,744	32	
Chatham YDC expansion***	24			\$3,460,000	\$1,858,744	32	
Dobbs YDC building demolition and use of property				\$660,000	u/k	u/k	
Totals	72	0	0	\$11,040,000	\$5,576,232	96	0

*Projects for which funding is proposed to be used from the \$1.7M Dobbs kitchen funding. Cost excess to be defrayed through use of inmate construction and in-house engineering and maintenance staff.

**Already funded and staffed.

*** Contingent upon availability of adequate land space. Dobbs YDC property is also considered as a possibility for expansion, if needed.

**** To be funded through the transfer of appropriated operational funds of closed YDCs, per G.S. 143B-806(b)(2).

Timeline

The chart below depicts the proposed timeline of this strategic plan, beginning in November 2014 and concluding in July 2016.

Fiscal Year	FY 13-15 Biennium		FY 15-17 Biennium				
	13-14	14-15	15-16			16-17	
Items		CLOSURE of Gaston DC OPEN of Crisis Beds @ CA Dillon YDC "D" Unit* OPEN of Kirk DC beds @ Stonewall Jackson YDC OPEN of McWhorter YDC Housing @ Stonewall Jackson YDC Phase 1	CLOSURE of Dobbs YDC OPEN and EXPANSION of Edgecombe YDC CLOSURE of CA Dillon YDC EXPANSION of Chatham YDC OPEN of McWhorter YDC Housing @ Stonewall Jackson YDC Phase 2 OPEN and EXPANSION of Lenoir YDC			OPEN of 5 Transition Homes** OPEN of Reentry Services**	
Start Date		Nov, 2014 (Crisis beds); June, 2015 (DC/YDC)	Sept, 2015	January, 2016	April, 2016	June, 2016	July, 2016
Type		DC/YDC/Comm.	YDC	YDC	YDC	YDC	YDC/Community
Capacity		DC + 8 YDC + 16 Community + 16*	YDC + 16	YDC - 43 YDC + 44 +1	YDC + 44	YDC - 90	YDC + 12 Community + 40 and Services**
Fiscal impact		\$0	\$1,655,056	-\$1,171,421	\$3,589,238	-\$8,656,181	\$3,892,354
Comments		* Use of existing funds.	**Community programs funded through use of YDC closure funds, per G.S. 143B-806(b)(2).				
Position impact (net)		0	29	-4	72	-140	2

Net Cost	-\$690,954
Net Positions	-41

YDC
Detention Center
Community

