

**Joint Appropriations Committees on  
Justice and Public Safety**

**Department of Public Safety**  
**Division of Adult Correction and Juvenile Justice**  
**Division of Juvenile Justice**

**February 27, 2019**



**FISCAL RESEARCH DIVISION**  
A Staff Agency of the North Carolina General Assembly

# Outline

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## I. Juvenile Justice: Basic Facts and Current Trends

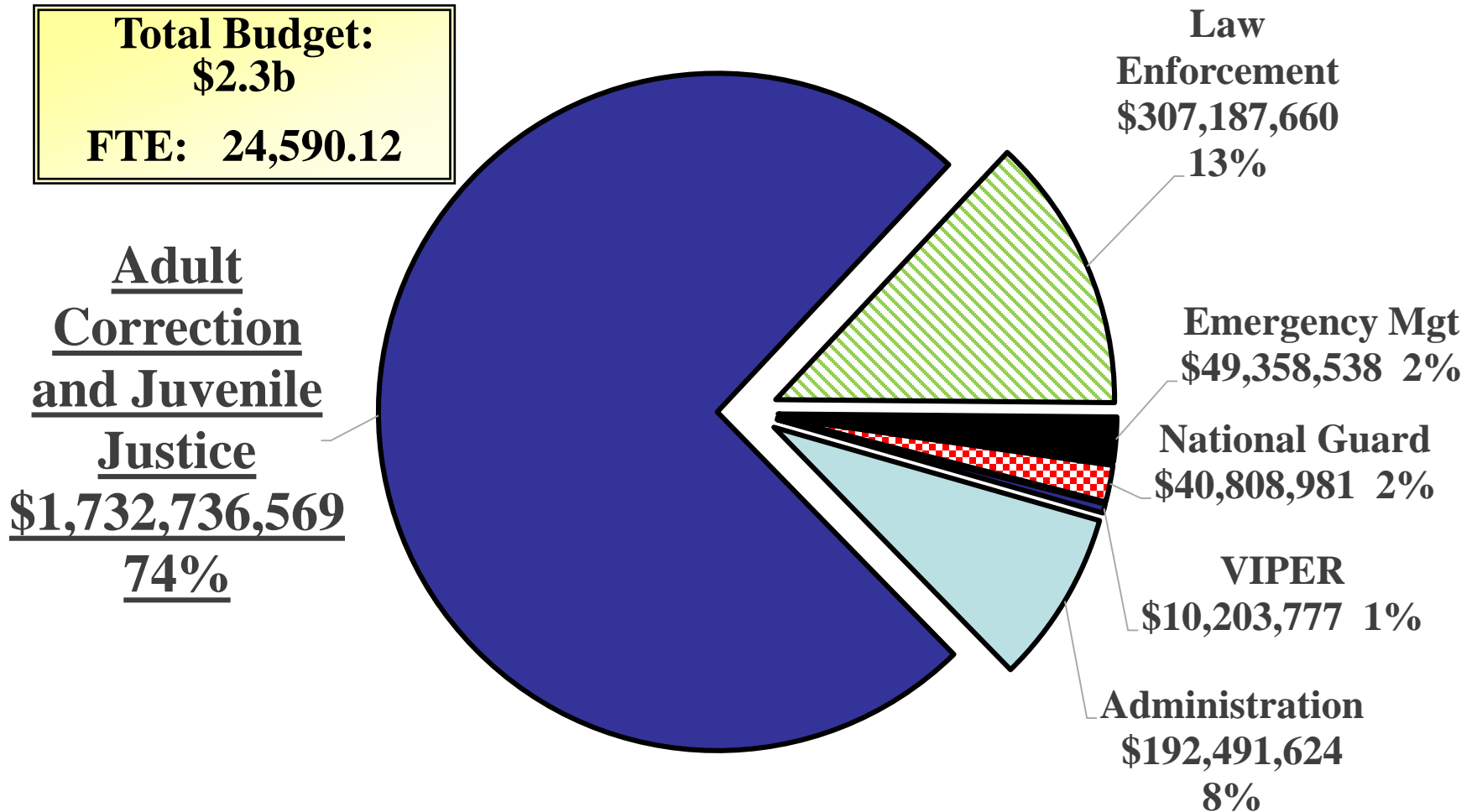
## II. The Process

- i. Level I – Community Programs and JCPCs
- ii. Level II – Community and Residential Programs
- iii. Level III – Youth Development Centers

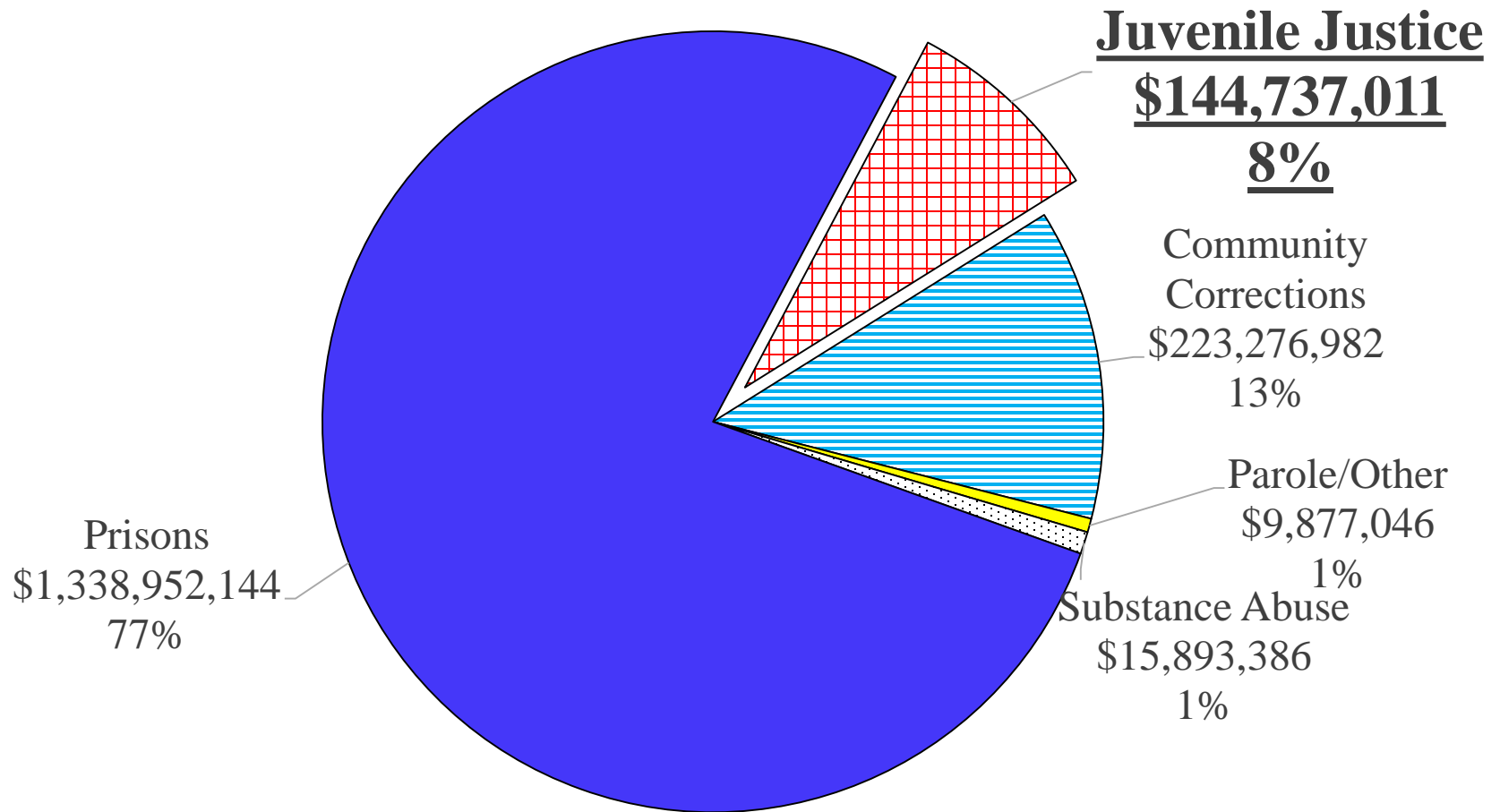
## III. Recent Budget Actions

## IV. Questions

# DPS Base Budget FY 2019-20



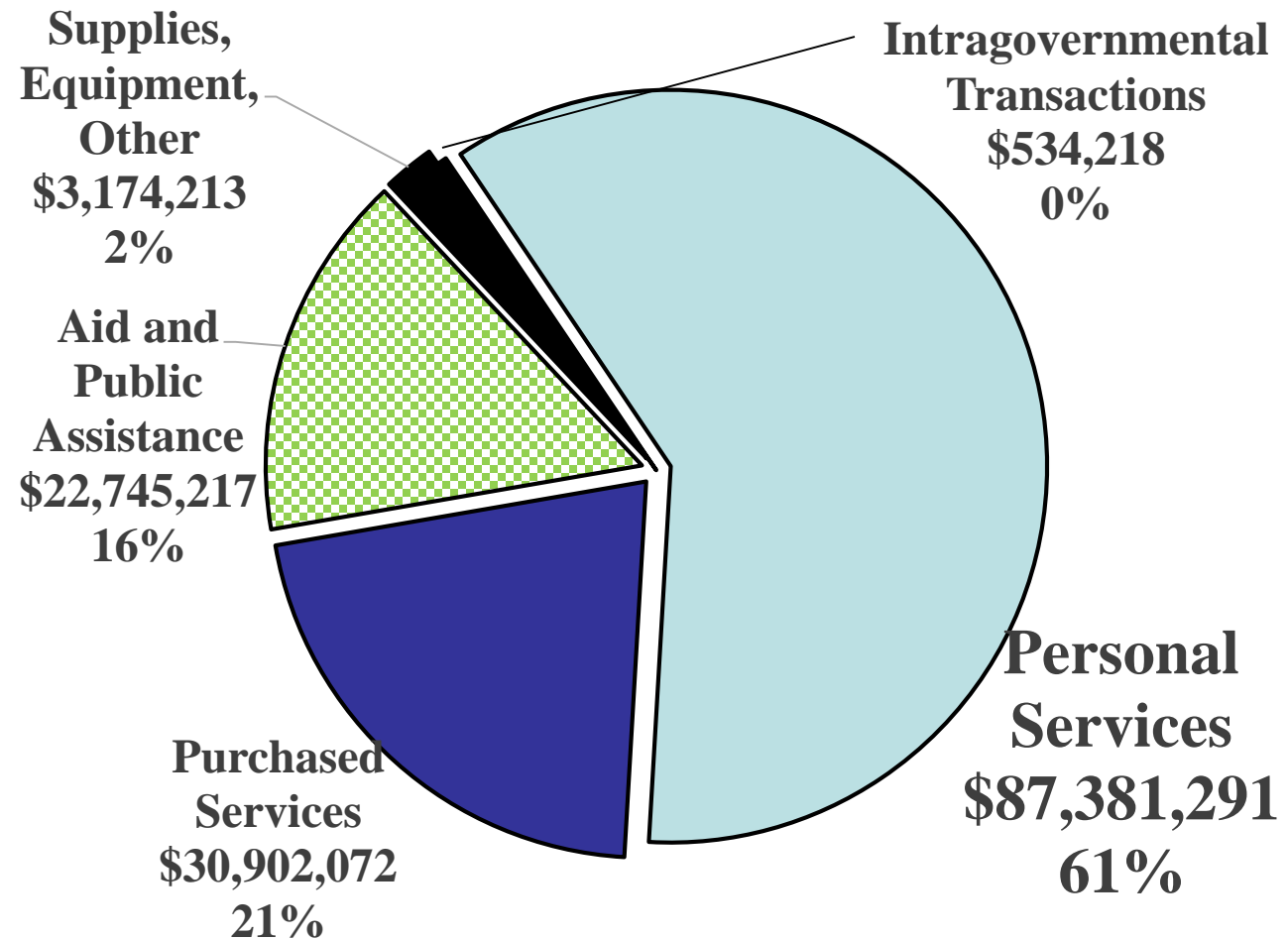
# ACJJ Base Budget FY 2019-20



Source: Recommended Base Budget (Worksheet I) 02/16/19

# Base Budget FY 2019-20

**Juvenile Justice by Purpose**



**Total Budget:**

**Requirements:**  
**\$144,737,011**

**Receipts:**  
**\$8,222,854**

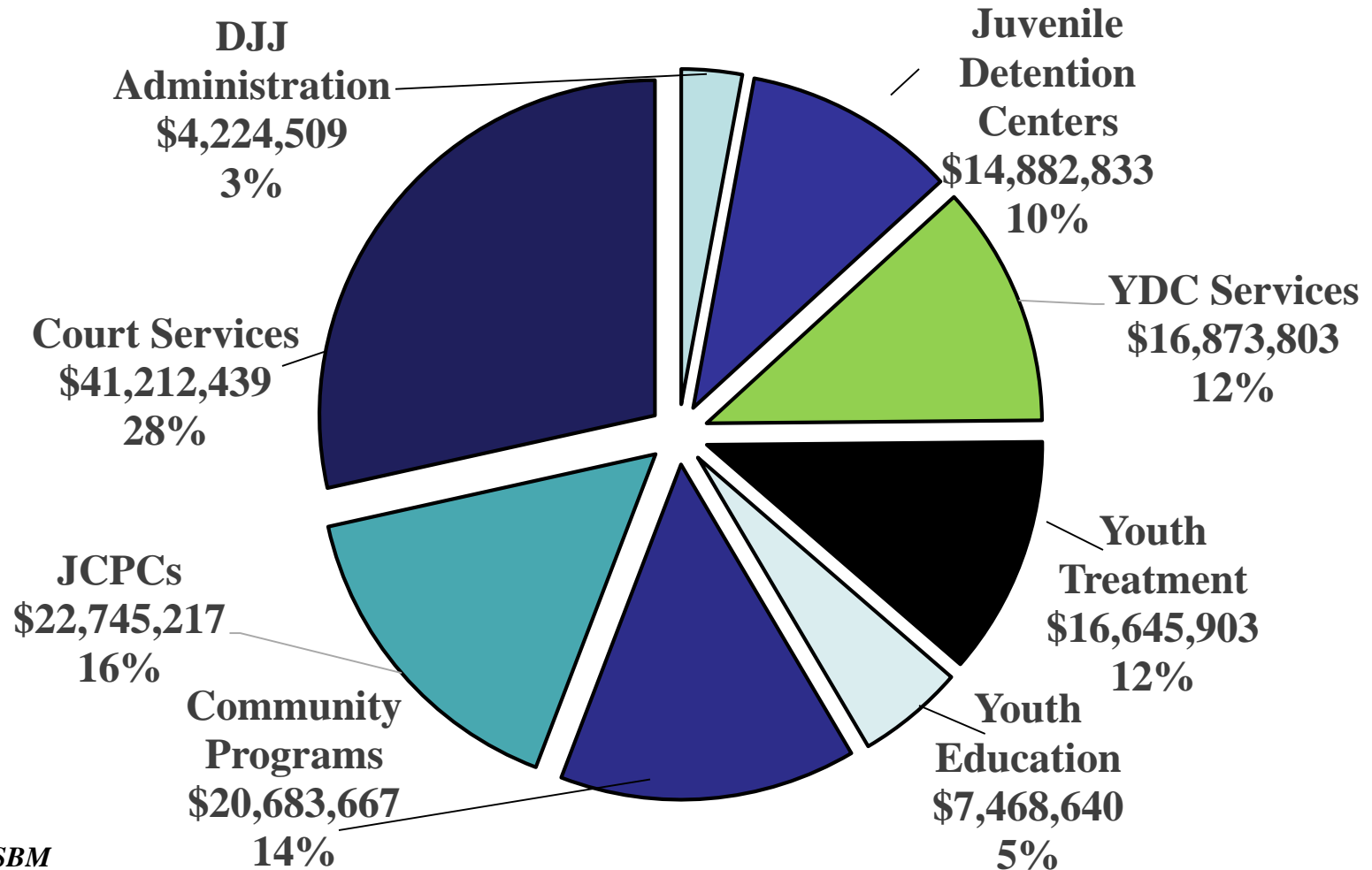
**Net General Fund  
Appropriation:**  
**\$136,514,157**

**Total FTE:**  
**1,359**

*Source: OSBM*

# Base Budget FY 2019-20

## Juvenile Justice by Fund Code



Source: OSBM

# Defining Juvenile

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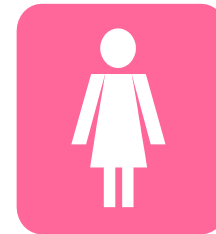
- Two types of youth in the juvenile justice system:
  - **Delinquent youth:** children aged 6 to 15 who have committed a crime
  - **Undisciplined youth:** children aged 6 to 17 who are beyond the disciplinary control of their parent or guardian
- A “status offense” is an offense that is a crime only because of the age of the person committing it (truancy, running away from home, alcohol consumption)
- Individuals **over the age of 16** are considered adults
- Juveniles over the age of 13 who commit a **felony** may be transferred and prosecuted in the adult corrections system

*Source: AC&JJ*

# North Carolinians Ages 6-17

**1,586,954**

**Juvenile Pop. By Gender**

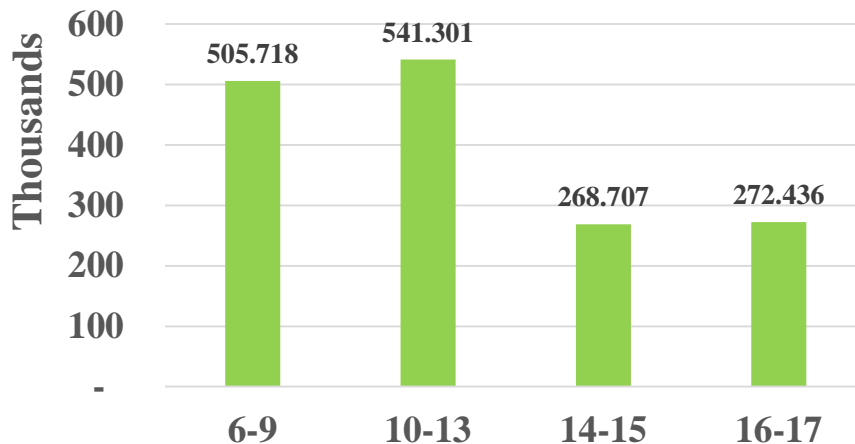


**809,281**

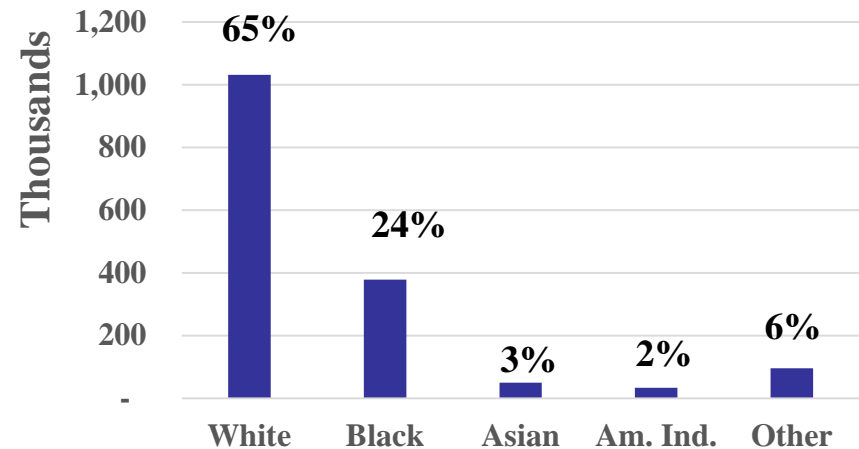


**774,690**

**Juvenile Population by Age**



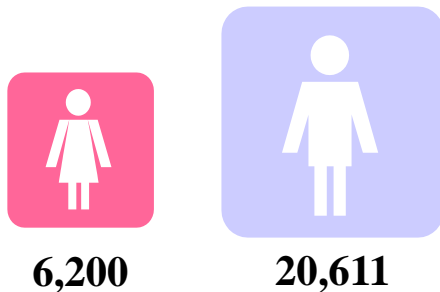
**Juvenile Population by Race**



*Estimate as of July 1, 2018. Source: <http://www.osbm.nc.gov/demog/county-estimates>*

# Trends in North Carolina: Complaints

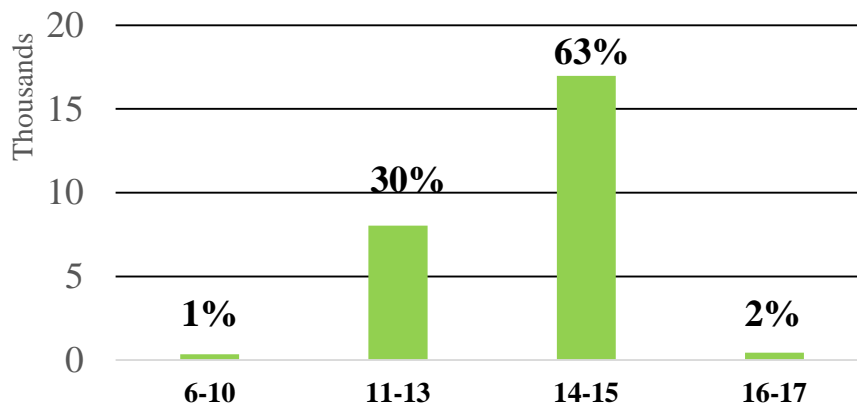
## Complaints By Gender



FY 2017-18

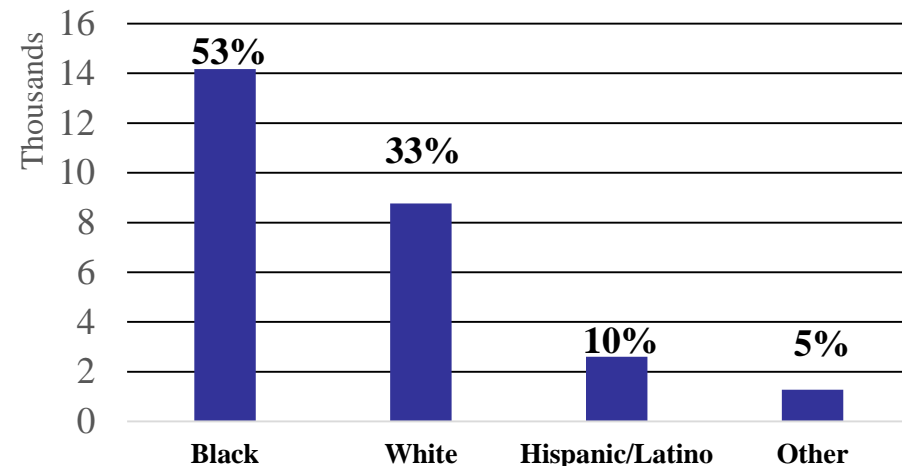
26,811

## Complaints by Age



Source: AC&JJ

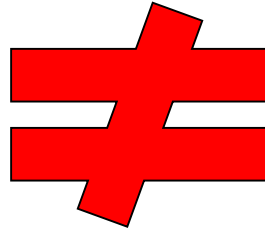
## Complaints by Race



# Trends in North Carolina: Complaints

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**1 Complaint**



**1 Juvenile**

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**FY 2017-18:**

**26,811**  
**Complaints**



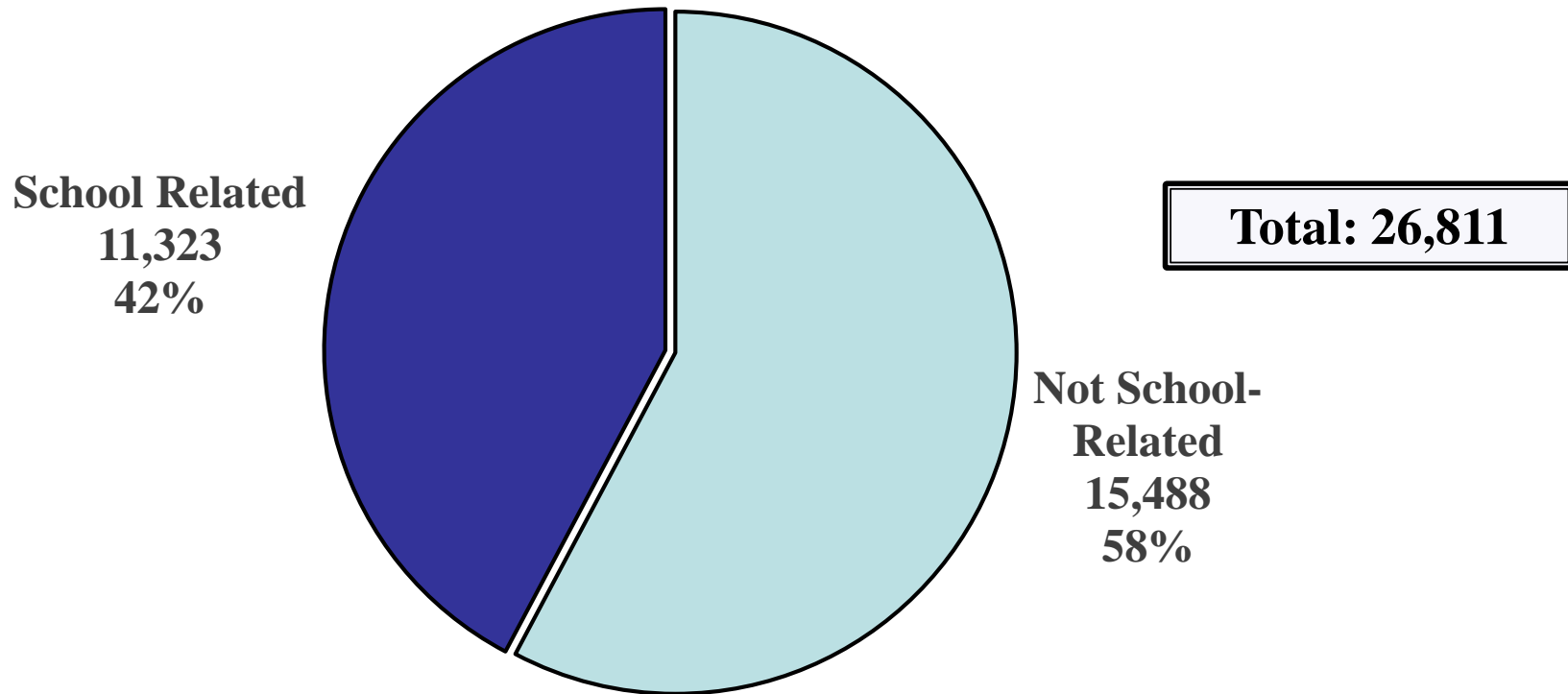
**12,173**  
**Distinct**  
**Juveniles**

Source: AC&JJ

# Trends in North Carolina: Complaints

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## Complaints by Source, FY 2017-18



*Data Source: DACJJ*

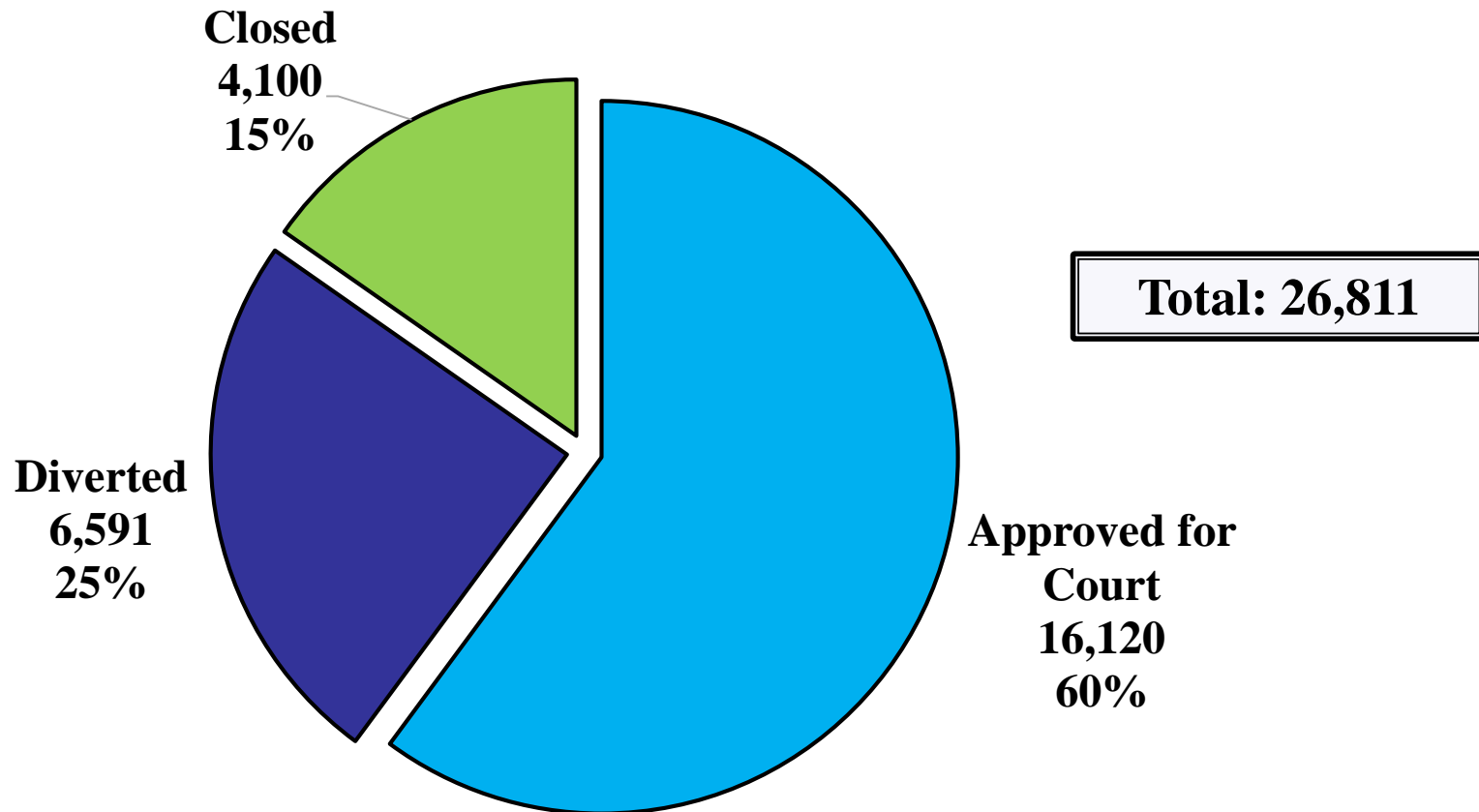
# The Process: Intake

- Complaint made by parents/guardians, SROs, law enforcement, or DSS
- Juvenile screened and evaluated by a **court counselor**, who may:
  - *Divert* the juvenile
  - *Resolve* with no further action needed
  - *Approve* the complaint for court
- Certain offenses **CANNOT** be diverted and must proceed to court
- Juvenile records are *confidential*



# Intake Results

## Complaint Resolution, FY 2017-18



*Data Source: DACJJ*

# Court Services

## FY 2019-20 Base Budget

### Requirements:

**\$41,212,439**

### Receipts:

**\$69**

### Net General Fund

### Appropriation:

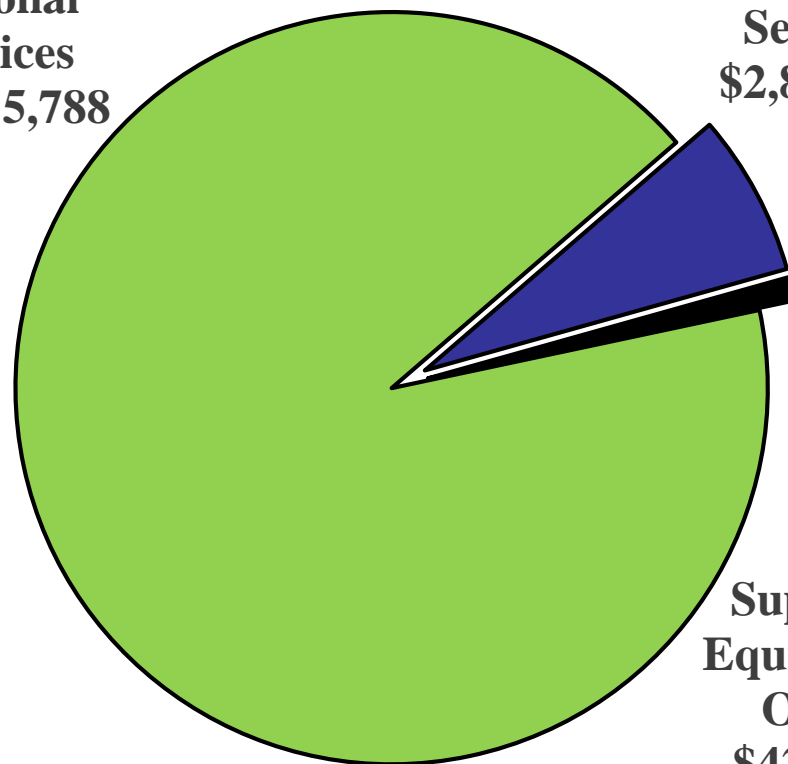
**\$41,212,370**

### Total FTE:

**594.75**

**Personal  
Services  
\$37,915,788**

**Purchased  
Services  
\$2,876,404**



**Supplies,  
Equipment,  
Other  
\$420,247**

- Four Areas with 7-8 Districts each
- New for FY 2019-20: 61 additional FTE in anticipation of “Raise the Age”

*Source: OSBM, DACJJ*

# Court Counselors at a Glance

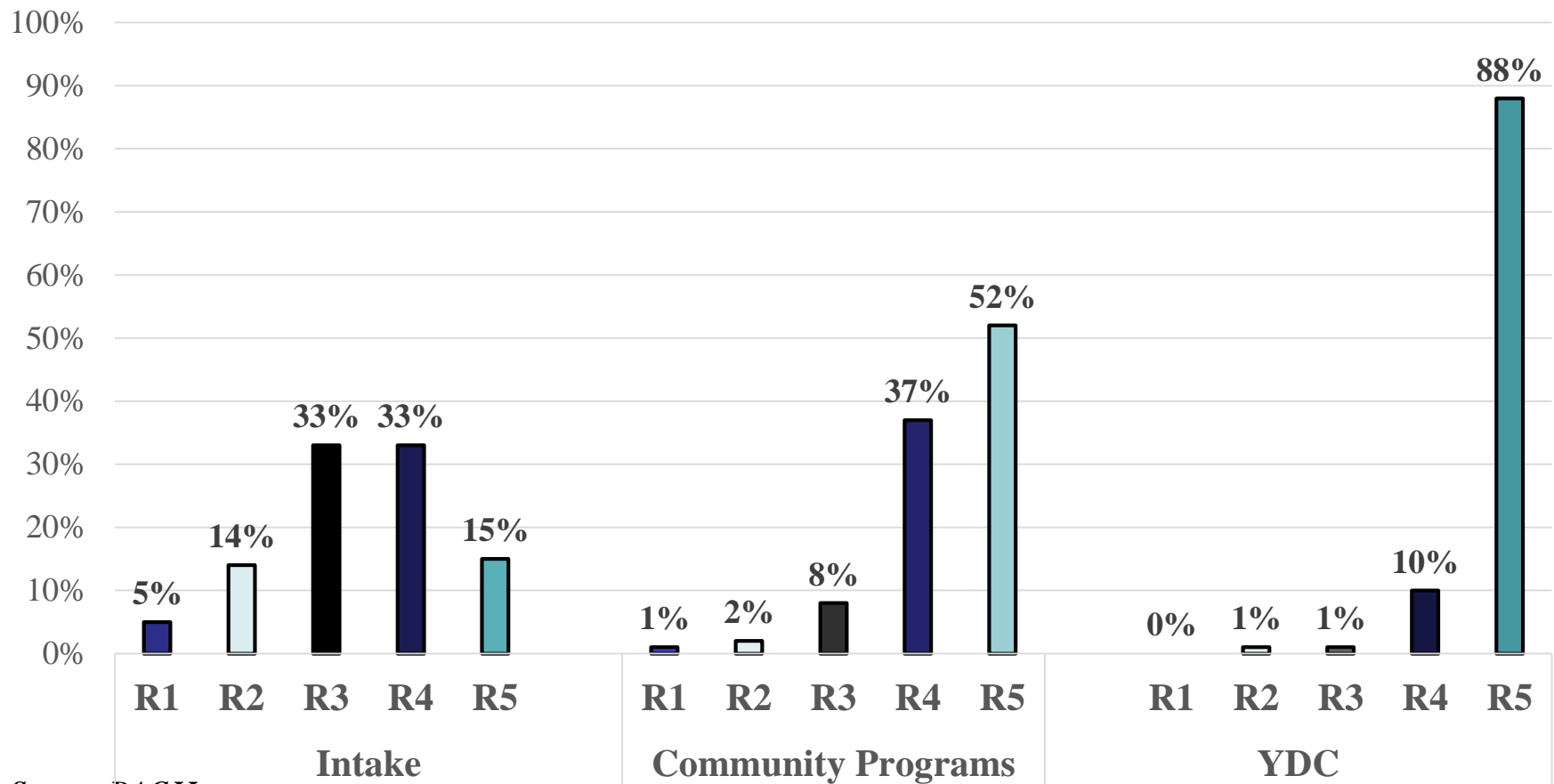
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- 349 Juvenile Court Counselors  
State-wide
- Average salary: \$45,120
- Average Caseload:  
24 juveniles at a given time
- Average Cases Served Per Year:  
288



# Risk Levels and Disposition Results

Risk Levels of Juveniles at Different Stages of Juvenile Justice System Interaction



Source: DACJJ

# Detention Center Services

## Requirements:

**\$14,882,833**

## Receipts:

**\$ 5,835,974**

## Net General Fund

## Appropriation:

**\$9,046,859**

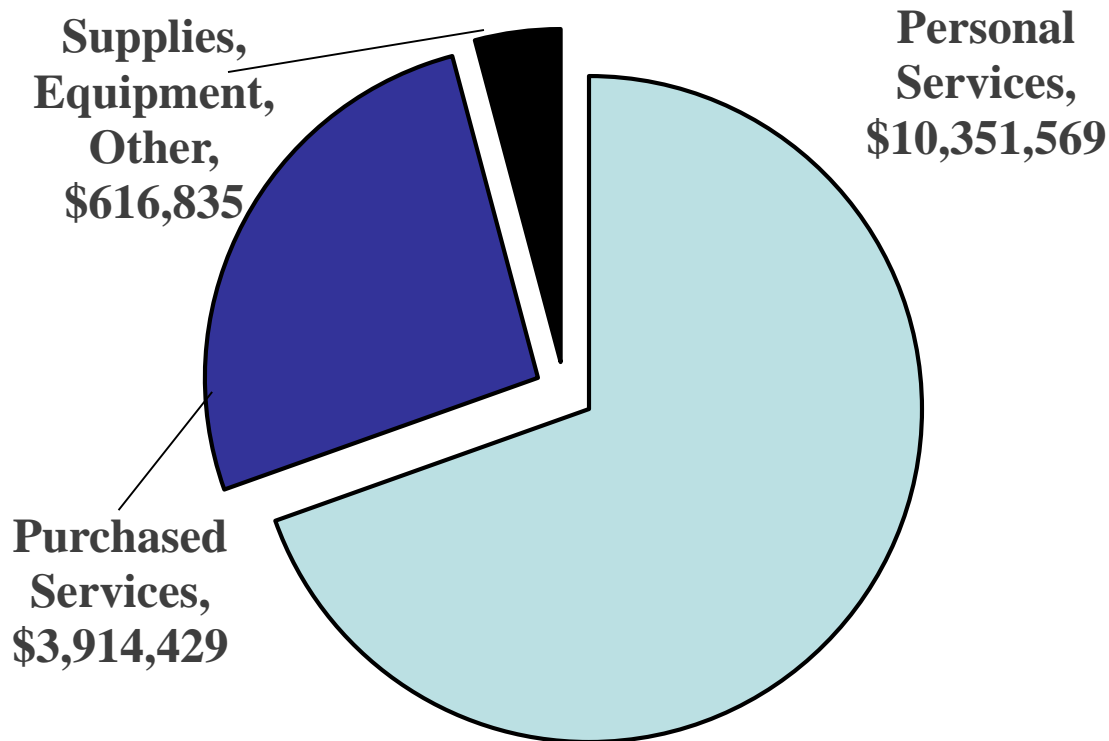
## Total FTE:

**174.5**

**6 State facilities**

**2 Local facilities**

## FY 2019-20 Base Budget



*Source: OSBM*

# Detention Center Services

<b>State Detention Centers</b>	<b>FY 2017-18 Budget</b>	<b>FTE</b>	<b>Beds</b>	<b>Cost/Bed</b>	<b>ADP CY 2017</b>
Alexander	\$1,998,242	31	24	\$83,260	19
Cabarrus	\$2,127,191	38	30	\$70,906	27
Cumberland	\$1,837,190	29	18	\$102,066	13
New Hanover	\$1,474,572	27	18	\$81,921	14
Pitt	\$1,429,672	27	18	\$79,426	14
Wake	\$1,807,654	32	24	\$75,319	15
<b>Total</b>	<b>\$10,674,521</b>	<b>184</b>	<b>132</b>	<b>\$80,868</b>	<b>102</b>
<b>County Detention Centers</b>	<b>FY 2017-18 Budget</b>	<b>FTE</b>	<b>Beds</b>	<b>Cost/Bed</b>	<b>ADP FY 2017-18</b>
Durham	\$1,546,896	21	14	\$110,492	10
Guilford	\$2,410,534	26	44	\$54,784	31

*Source: DACJJ, County Govs.*

# Detention Center Services

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## **G.S. 143B-820 – State subsidy to county detention facilities**

### **Requires Juvenile Justice to pay the county:**

- 50% of cost of caring for a juvenile from within the county
- 100% of cost of caring for juvenile from outside the county

### **Requires counties to pay Juvenile Justice:**

- 50% of cost of caring for a juvenile from within the county to Juvenile Justice when placed outside the county

**Counties also pay 50% of cost at State facility**

**Base Budget Receipts from Counties,  
FY 2019-20: \$5.8 million**

**\$244/day  
Current Rate**

# The Process: Hearings and Adjudication

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- If complaint against the juvenile is not closed or diverted, case proceeds to court
- Judge may:
  - *Dismiss* charges;
  - *Transfer* serious cases to superior court; OR
  - *Hold hearings* for adjudication and disposition
- In dispositional hearing, judge decides plan of action based on General Statutes and JJ's Dispositional Chart



# The Process: Sanctions

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## **Level I – Community Disposition (2,322 juveniles, 61%)**

Community based program, substance abuse treatment, restitution, fines, community service, victim/offender reconciliation, probation, license revocation, curfew, intermittent confinement, supervised day program

## **Level II – Intermediate Disposition (1,358 juveniles, 36%)**

Anything under Community Disposition, plus must include one of the following: intensive probation, residential treatment facility, supervised day program, detention, regimented training program, house arrest, placement in a multipurpose group home

## **Level III – Commitment (100 juveniles, 3%)**

Placement in a youth development center for at least 6 months

**Total for FY 2017-18: 3,780 distinct juveniles adjudicated delinquent**

*G.S.. 7B-2506-2517; Source: Sentencing Commission Juvenile Delinquent Population Projection Report, November 2018*

# Offense Classification and Disposition Level

Offense	Disposition Level			TOTAL
	Level I (Community)	Level II (Intermediate)	Level III (Commitment)	
<b>Violent</b> (A-E felony)	<b>0</b> (0%)	<b>90</b> (66%)	<b>46</b> (34%)	<b>136</b> (4%)
<b>Serious</b> (F-I felony; A1 misd.)	<b>325</b> (29%)	<b>739</b> (67%)	<b>44</b> (4%)	<b>1,108</b> (29%)
<b>Minor</b> (1-3 misd.)	<b>1,997</b> (79%)	<b>529</b> (21%)	<b>10</b> (0%)	<b>2,536</b> (67%)
<b>TOTAL</b>	<b>2,322</b>	<b>1,358</b>	<b>100</b>	<b>3,780</b>

G.S.. 7B-2508; Source: Sentencing Commission Juvenile Delinquent Population Projection Report, November 2018, Table 3

# Level I Disposition

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## Community Disposition

- Community based program
- Substance abuse treatment
- Restitution
- Fines
- Community service
- Victim/offender reconciliation
- Probation
- License revocation
- Curfew
- Intermittent confinement
- Supervised day program

Court counselors continue to work with the juvenile and family throughout process until court orders have been fulfilled and case is terminated

# Level I: Community Programs

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## G.S. 143B-845 – Legislative Intent

- Develop *community-based*\* alternatives to youth development centers
- Provide *community-based* delinquency, substance abuse, and gang prevention strategies and programs
- Provide non-institutional dispositional alternatives that will protect the *community* and the juveniles
- Plan and organize programs and services at the *community level* and develop in partnership with the State

*\*Emphasis added*

# Level I: Juvenile Crime Prevention Councils (JCPCs)

- 100 JCPCs, one for each county
- Consist of 27 members of the local community, including among others: chief of police; sheriff; district attorney, school superintendent, members of the public, members of the faith community, and two people under 18
- Charged by Division of Juvenile Justice to identify and fund local *effective* community programs for resolving delinquent juvenile justice cases
- JCPC-selected programs average cost per child: \$995.50



**Base Budget for  
FY 2019-20:**

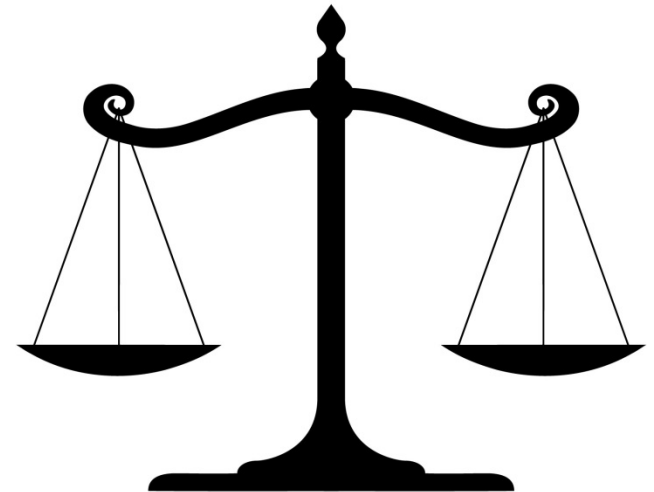
**\$22,745,217**

# Level II Disposition

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## Intermediate Disposition

- Intensive probation
- Residential treatment facility
- Supervised day program
- Detention
- Regimented training program
- House arrest
- Placement in a multipurpose group home



# Level II: JCPC-Endorsed Programs

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- Community-specific programs designed to address local needs for Level II youth
- 289 youth served in FY 2017-18
- Cost per child: \$3,294
- \$926,800 total
- Recidivism within 12 months: 24%



# Level II: AMIkids

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- Functional Family Therapy model
  - Community-based
- 89 Counties
- 510 youth served in FY 2017-18
- Cost per child: \$5,642
- \$2.87m FY 2018-19 contract
- Recidivism within 12 months: 19%



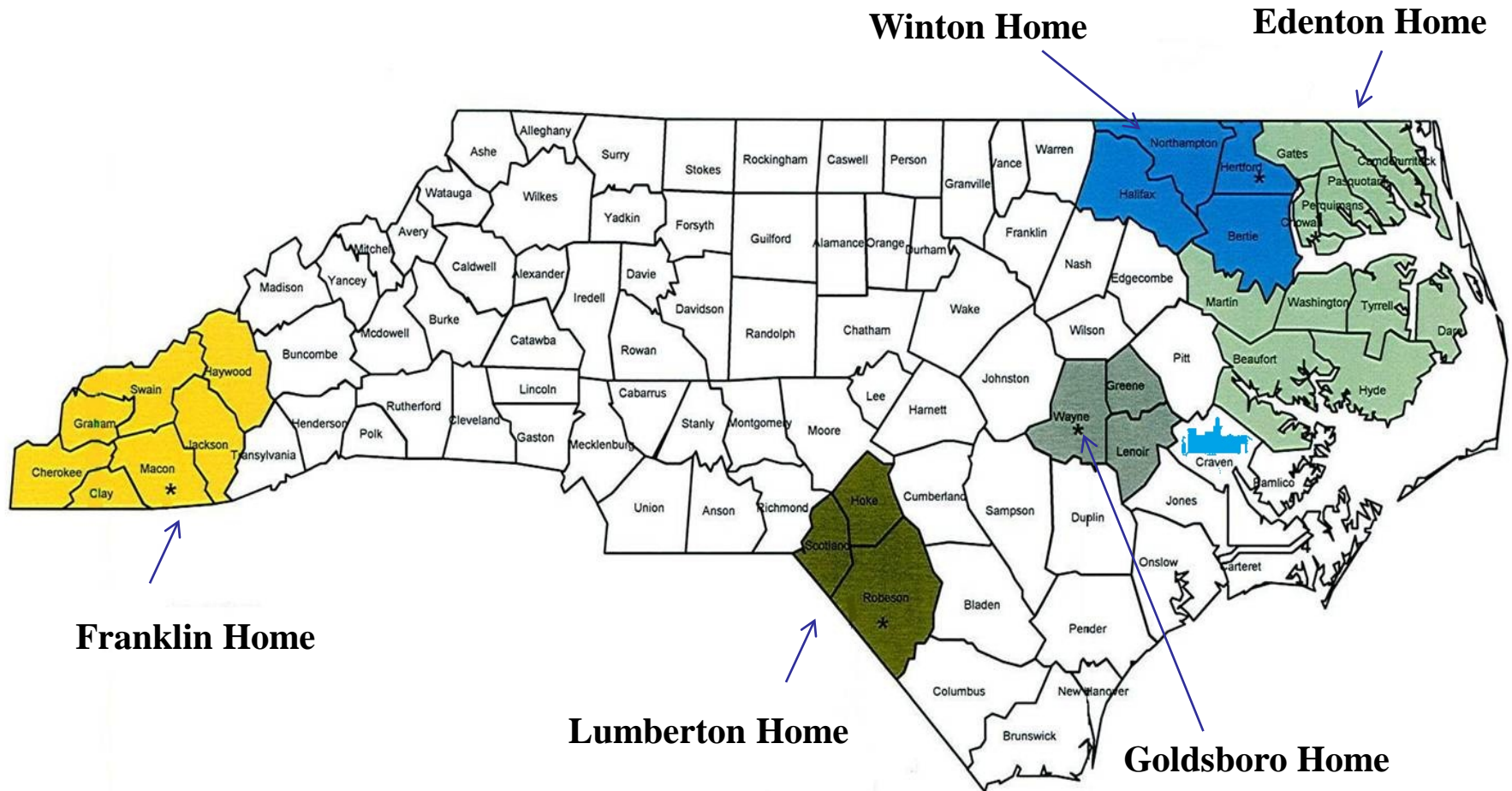
# Level II: Multi-purpose Group Homes

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- Contract with Methodist Home for Children: \$3.2m in FY 2018-19
- 5 homes – 8 beds each; 102 youth served in FY 2017-18
- Cost per child: \$31,910
- Recidivism rate within 12 months: 32%
- 80% male, 20% female



## Level II: Multipurpose Group Homes



# Level II: Residential Programs

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## **Eckerd Youth Alternatives (boys)**

- \$6.2m contract (budgeted for FY 2018-19)
- Two campuses: Candor (Montgomery) and Boomer (Wilkes)
- 4 to 6 month program; 225 children served in FY 2017-18
- Cost per child: \$23,456
- Recidivism within 12 months: 31%



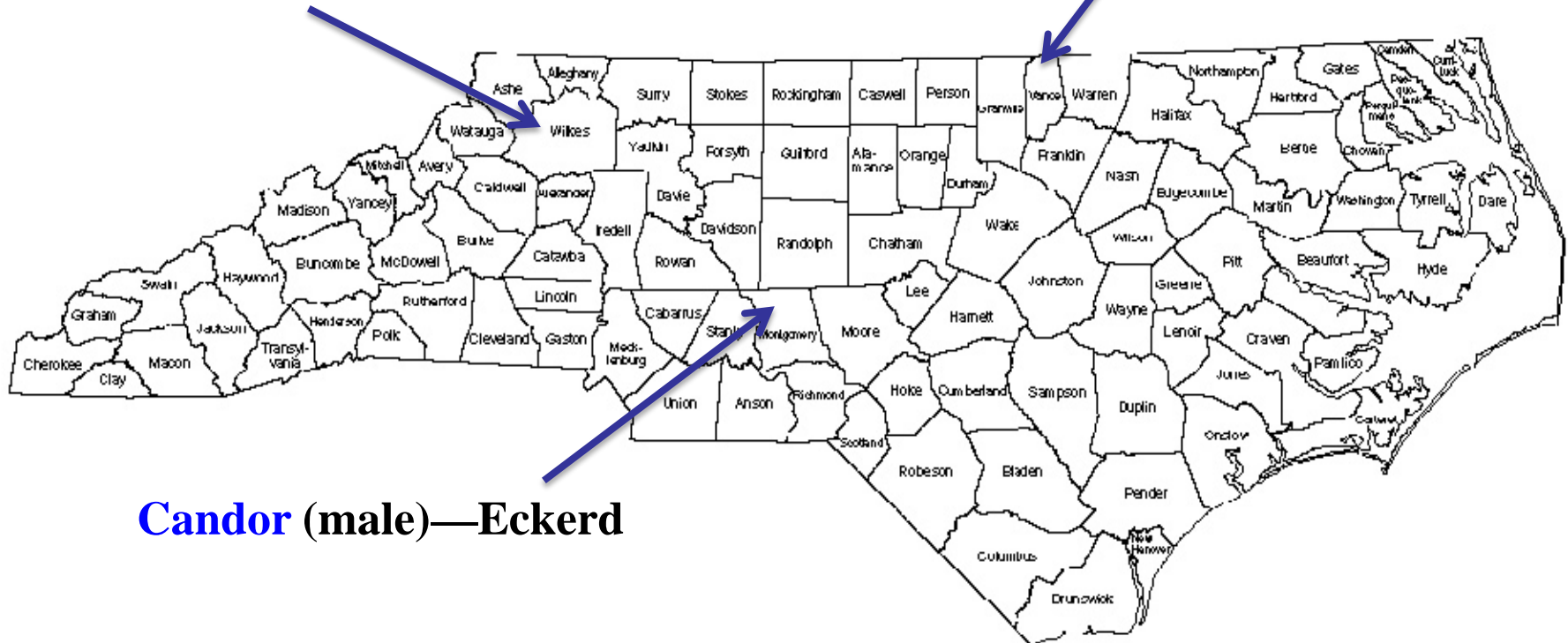
## **WestCare (girls)**

- \$2m contract (budgeted for FY 2018-19)
- 4 to 6 month program; 56 children served in FY 2017-18
- Cost per child: \$28,333
- Recidivism within 12 months: 21%

# Level II: Residential Programs

**Boomer (male)—Eckerd**

**Manson (female)—WestCare**



**Candor (male)—Eckerd**

# Level II: Juvenile Crisis and Assessment Centers

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- Short-term residential services, including comprehensive clinical psychological assessment to match youth with appropriate community services
- Public-Private Partnership with Methodist Home for Children: \$2.6m contract (total, all three facilities)
- Locations:
  - Insight JCAC in Butner
  - Bridges JCAC in Winston-Salem
  - Western Area JCAC in Asheville
- Cost per child: \$10,129
- Average length of stay: 23 days



# Alternatives to Commitment Programs

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- Community programs for youth who would otherwise be placed in YDC
- Provide wrap-around services for juveniles and families, including:
  - Home-based family counseling; individual counseling; tutoring; interpersonal skill-building; behavior management; cognitive behavior training; mentoring
- 157 juveniles served in FY 2017-18
- Cost per child: \$4,879
  - \$766,039 total funding, FY 2017-18
- Recidivism within 12 months: 29%

# Community Program Services

**Requirements:**

**\$20,683,667**

**Receipts:**

**\$125**

**Net General Fund**

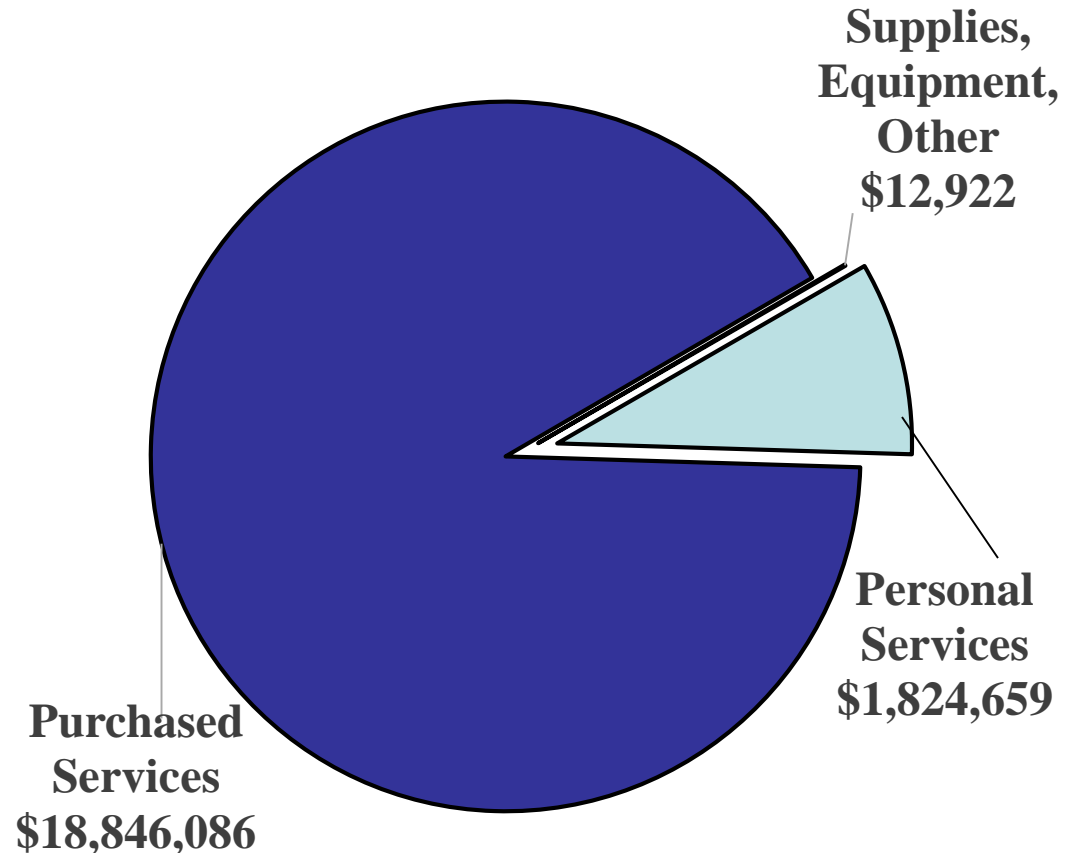
**Appropriation:**

**\$20,683,542**

**Total FTE:**

**23**

## FY 2019-20 Base Budget



*Source: OSBM, DACJJ*

# Total Community Services Budget (Levels I and II Dispositions)

Program	FY 2018-19 Budget
Regular JCPC Fund	\$22,745,217
JCPC-Endorsed Level II Services	\$926,800
Residential	\$11,338,074
Non-Residential	\$2,877,600
Multi-Purpose Juvenile Homes	\$3,248,120
<b>Total</b>	<b>\$41,135,811</b>

# Level III Disposition: Youth Development Centers

## Commitment

- Placed for minimum of six months
- Full-service facilities including education, basic healthcare, meals, etc.
- Typical but not exclusive resolution for violent felonies and repeat offenders



# Youth Development Center Services

## FY 2019-20 Base Budget

**Requirements:**

**\$16,873,803**

**Receipts:**

**\$510,548**

**Net General Fund**

**Appropriation:**

**\$16,363,255**

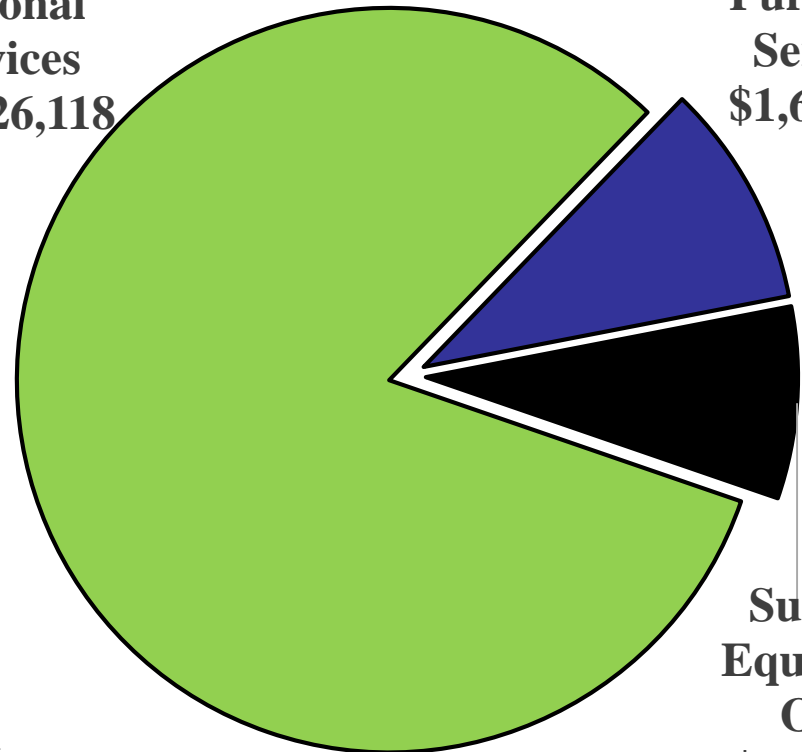
**Total FTE:**

**219**

**Personal  
Services  
\$13,826,118**

**Purchased  
Services  
\$1,642,127**

**Supplies,  
Equipment,  
Other  
\$1,405,558**



Four Youth Development Centers  
across the state; new YDC opening in  
Rockingham County Feb. 2022

*Source: OSBM, DACJJ*

# Youth Treatment Services

## Requirements:

**\$16,645,903**

## Receipts:

**\$630**

## Net General Fund

## Appropriation:

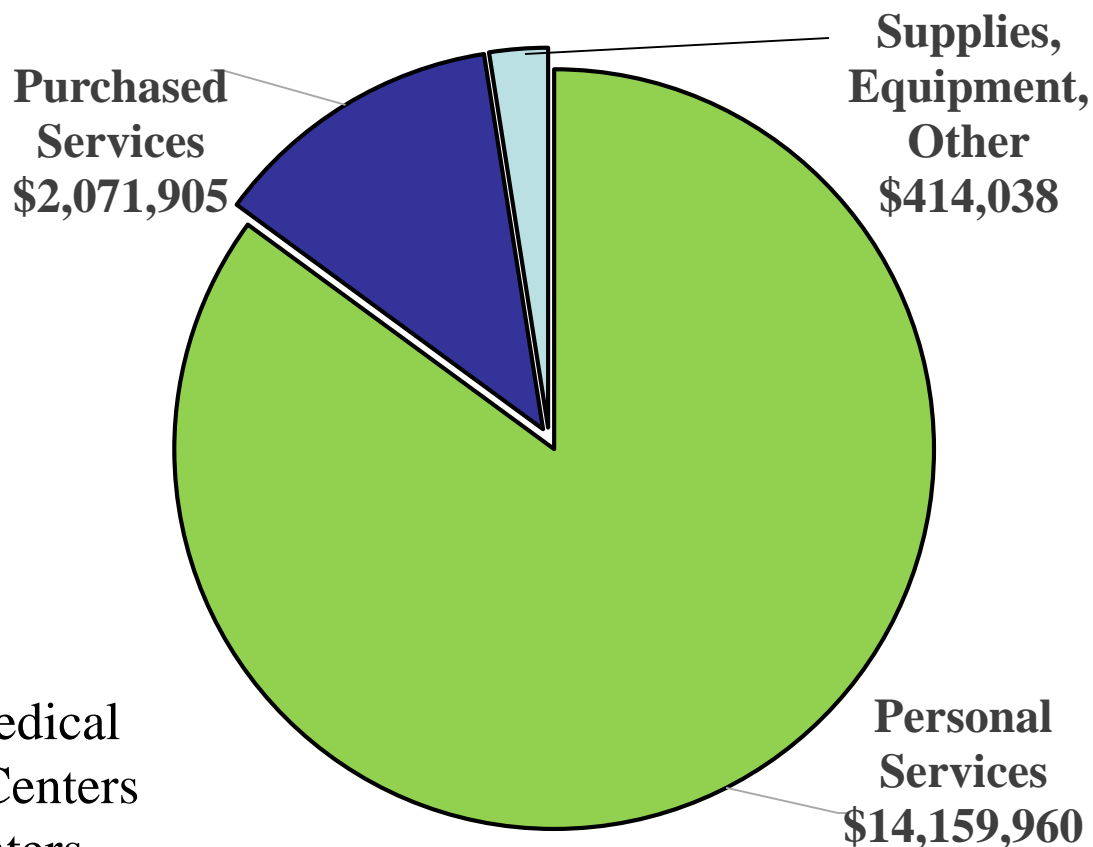
**\$16,645,273**

## Total FTE:

**218**

Provides psychological and medical support in Juvenile Detention Centers and Youth Development Centers

## FY 2019-20 Base Budget



Source: OSBM, DACJJ



# Youth Education Services

**Requirements:**

**\$7,468,640**

**Receipts:**

**\$1,575,630**

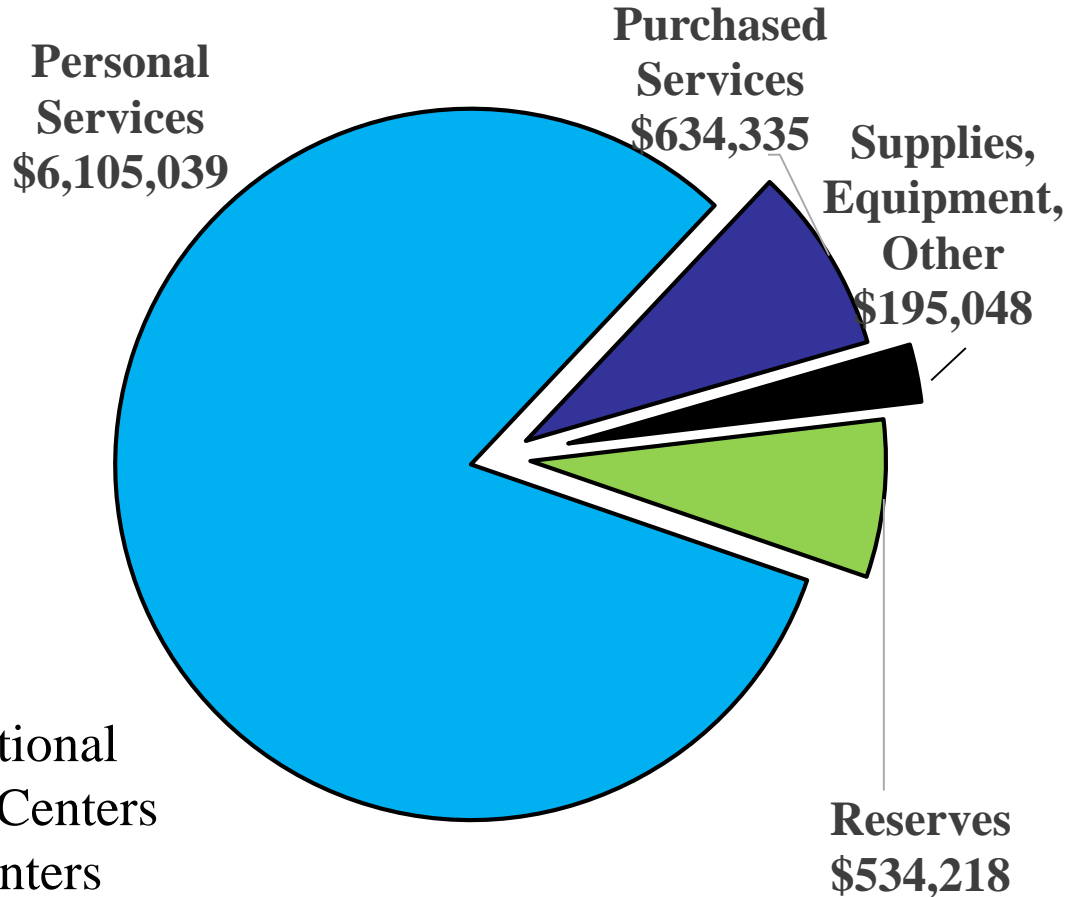
**Net General Fund****Appropriation:**

**\$5,893,010**

**Total FTE:**

**68**

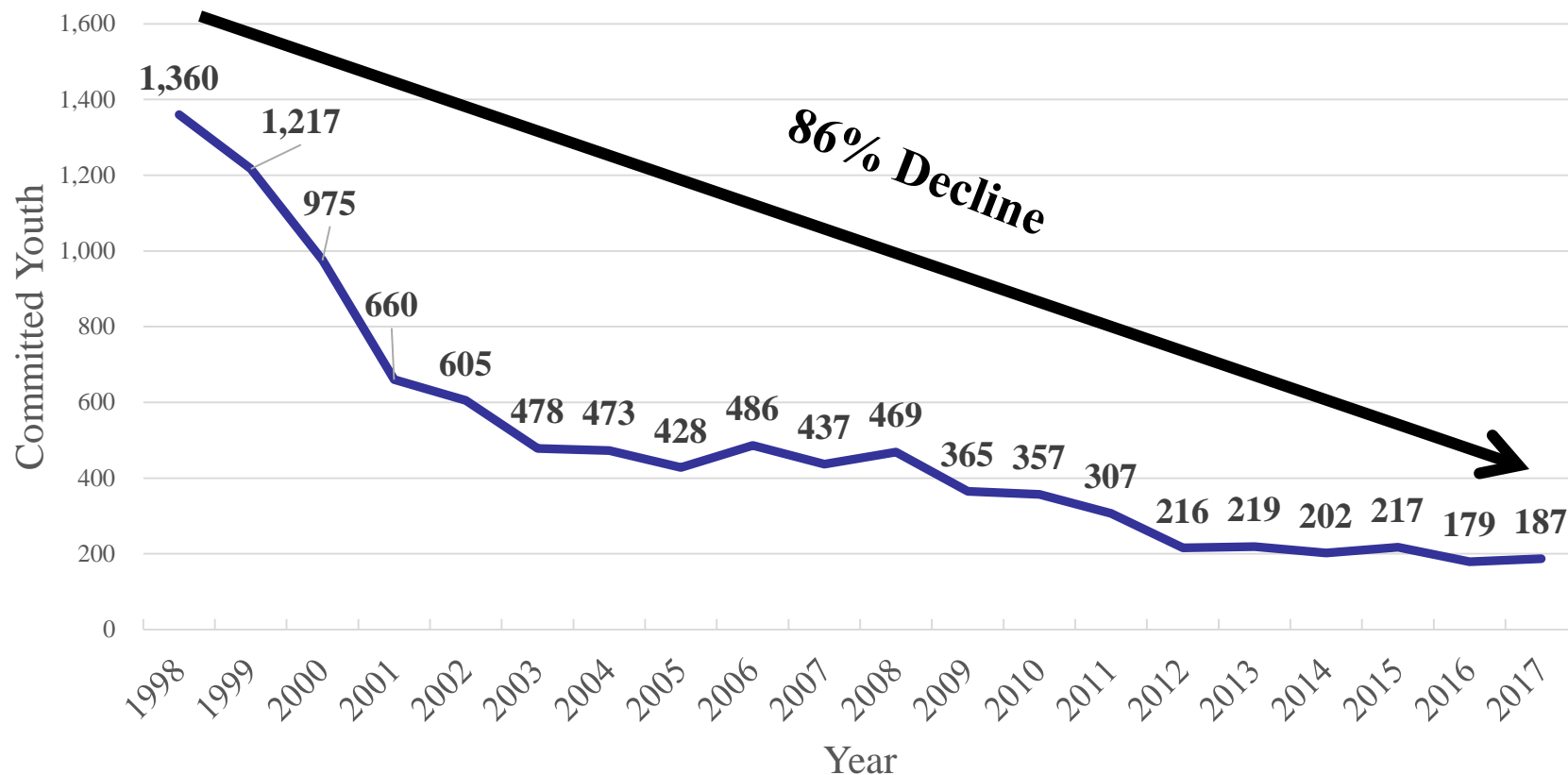
Provides teachers and educational support in Juvenile Detention Centers and Youth Development Centers

**FY 2019-20 Base Budget**

*Source: OSBM, DACJJ*

# YDC Trends

## Youth Development Center Commitments, 1998-2017



# YDCs: FY 2017-18

	Number of Beds	Average Daily Population	Average Length of Stay (Days)	FTE	Total Expenses	Cost Per-Bed
Chatham	32	27.8	477.22	73	\$4,687,615	\$146,488
Lenoir	44	26.8	161.60	81	\$4,523,819	\$102,814
Cabarrus (Stonewall Jackson)	128	97	313.78	220	\$13,802,948	\$107,836
Edgecombe	44	32.3	346.64	74	\$3,983,282	\$90,529
<b>Total</b>	<b>248</b>	<b>183.9</b>	<b>322.42</b>	<b>448</b>	<b>\$26,997,664</b>	<b>\$108,862 (Average)</b>

Source: DACJJ; Annual Report on Youth Development Centers

# Re-Entry Services from Level II or YDC

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- Contract with Methodist Home for Children; \$1m
- Craven Transitional Home
  - Male, 6-12 month residential program
  - 6 beds; 16 youth served in FY 2017-18
- North Hills Transitional Home
  - Female, 6 to 12 month residential program
  - 5 beds; 11 youth served in FY 2017-18
- Cost per child: \$37,037
- Recidivism within 12 months: 19%



# In Summary: Disposition Costs

<b>Program</b>	<b>Cost Per Child (FY 17-18)</b>
JCPC Programs – Level I	\$996
JCPC-Endorsed Level II Programs	\$3,294
Alternatives to Commitment Programs	\$4,879
AMikids North Carolina Family Services	\$5,642
Crisis and Assessment Centers	\$10,129
Eckerd Short-Term Residential	\$23,456
WestCare North Carolina Girls Program	\$29,206
Multi-Purpose Group Homes Residential Program	\$31,910
Craven and North Hills Transitional Home	\$37,037
Youth Development Center	\$108,862

# In Summary

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- Juvenile Justice trends:
  - Fewer complaints and lower rate of complaints despite growing state population
  - Continued focus on community- and home-based programs over confinement
    - Policy direction supported by research
    - Fewer juveniles placed in detention centers prior to adjudication
    - Fewer juveniles placed in YDCs



# In Summary

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- Juvenile Justice costs:
  - Primarily personnel-driven
    - Majority of personnel in Court Services
    - Low offender-to-counselor ratio facilitates programming and punishment tailored for individual needs and risks
    - YDC personnel includes teachers, nurses, psychological staff, etc.
  - Fewer facilities in operation and less demand for facilities

# Recent Actions

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- Facility Closures, Renovations, and Re-openings:
  - Several detention centers and YDCs closed since 2010
  - Lenoir YDC reopened 2018; Dobbs YDC closed
- General Assembly actions in anticipation of “Raise the Age” taking effect Dec. 1, 2019
  - Capital funding for new YDC
  - 61 FTE for Court Services with start date of May 8, 2019



# Questions



Division of Juvenile Justice

Prevent, Protect, Prepare

