



**Alternatives to Commitment Programs
Annual Evaluation Report
March 2011**

Session Law 2005-276, Section 16.11 (c)

**Submitted by:
Department of Public Safety
Division of Juvenile Justice**

EXECUTIVE SUMMARY

This report is required by Session Law 2005-276, Section 16.11 (c) to provide alternatives to juvenile commitment services through the Juvenile Crime Prevention Councils. This report focuses on the youth served in programs for FY 2010-2011 that delivered services to youth in Level III disposition (commitment) and youth in Level II disposition (intermediate) who were at risk of a Level III disposition. In FY 2010-2011, the General Assembly allocated \$750,000 for these services.

The award process for FY 2010-2011 continued funding for eight (8) established programs from the previous fiscal year. Awards were made based on outcome data, the services provided to the population identified by this Session Law, and the state and local support for these programs to continue. The selected sponsoring agency submitted program agreements to contract with the Division of Juvenile Justice and a county to provide the proposed intermediate and commitment services.

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

Alternatives to Commitment Programs served 102 youth during FY 2010-2011. During that time period, new admissions totaled 80 and exits from the program totaled 57. Of the 57 youth who exited the programs in FY 2010-2011, 37 completed the program meeting the goals of the program with a high or acceptable level of participation and achievement of behavior improvement goals.

For FY 2010-2011, the average annual cost (based on actual expenditures) per youth in Alternatives to Commitment Programs was \$6,408 while the average annual cost per youth in a youth development center was \$124,960.

This report provides information about the funding process for the programs, as well as technical support, the response to the legislation, a description of the programs, the number of youth served, their adjudication status at the time of service, services and treatments provided, the length of service, the total cost per youth, and the six (6) and twelve (12) month recidivism rates for youth after the termination of program services. In this report, data support the need for the continued development and delivery of Alternatives to Commitment Programs for committed youth at the local level to addresses unmet gaps in the continuum of services within the communities.

Juvenile Crime Prevention Council Alternatives to Commitment Programs

Project Background

Session Law 2005-276, Section 16.11 (c) made available \$750,000 to establish community programs for youth who otherwise would be placed in a youth development center. This legislation required that funded programs provide residential and/or community-based intensive services to juveniles who have been adjudicated delinquent and have been given a Level III or Level II disposition or juveniles who are re-entering the community after receiving commitment programming in a youth development center. Data since the implementation of services since FY 2004-2005 confirm that intensive case management that provide wrap around services to the juvenile and family continue to be effective and cost-efficient programs. Services provided in FY 2010-2011 as Alternatives to Commitment Programs continued to provide those services.

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

Funding Process

The following factors were considered in selecting projects: the history of commitments of a community, services to youth in rural areas, services being provided in all geographic areas of North Carolina, and collaboration among counties. Selected programs contracted with a county and the Division of Juvenile Justice through JCPC Program Agreements that specified program objectives, services, activities and budgets with no project receiving more than \$100,000.

The Division of Juvenile Justice defines a program structure as a setting, context or framework within which a service is delivered. In reviewing program agreements, the following program structures were prioritized for funding consideration:

- Community Day Programs - A multi-component, community-based, non-residential program structure that provides closely supervised intervention and prevention services;
- Structured Activities Programs - Programs that offer skill-building activities in a non-residential setting. Programs may offer these skills to juveniles and/or their parents for the purpose of enhancing their personal enrichment, skills or abilities in a particular area:
 - Mentoring
 - Parent/Family Skill-building
 - Interpersonal Skill-building
 - Experiential Skill-building
 - Tutoring/Academic Enhancement
 - Vocational Development
- Restorative Programs - Programs that offer immediate and short-term involvement with juveniles to focus on negative and/or offending behaviors with the aim of resolution of the presenting problem and extinction of the behavior.
 - Mediation/Conflict Resolution
 - Restitution
 - Teen Court

- Clinical Treatment Programs - Programs that offer professional help to a juvenile and/or his or her family to solve problems through goal-directed planning. It may include individual, group, family counseling or a combination. It may have a particular focus such as sex offender treatment or substance abuse treatment. Services may be community or home-based.
 - Counseling
 - Home-Based Family Counseling
 - Crisis Counseling
 - Substance Abuse Treatment
 - Sex Offender Treatment
- Residential Treatment Programs - Programs that offer services in a residential setting.
 - Group Home Care
 - Temporary Shelter Care
 - Runaway Shelter Care
 - Specialized Foster Care
 - Temporary Foster Care

Table 1 illustrates the eight (8) projects that were selected for continued funding for the period beginning July 1, 2010 and ending June 30, 2011 based on the projects' outcome data from FY 2009-2010, on the services provided to the target population, and on the state and local support for these projects. The selected projects submitted program agreements to contract with the Division of Juvenile Justice and a county to provide the proposed intermediate and commitment services.

Table 1: Project Level Funding

Area of the State	Host County (Sponsoring Agency)	12 Month Funding July 2010-June 2011	Counties Served
Eastern	WAYNE (Methodist Home for Children)	\$89,927	Wayne, Lenoir and Greene
	DARE (Dare County Schools)	\$75,000	Dare
	ONSLOW (Onslow County Youth Services)	\$86,828	Onslow
Piedmont	DAVIDSON (Family Services of Davidson County, Inc.)	\$90,000	Davidson
	ROCKINGHAM (Rockingham County Youth Services)	\$100,000	Rockingham, Stokes and Surry
Central	ALAMANCE (Alamance County Dispute Settlement and Youth Services)	\$100,000	Alamance
	CUMBERLAND (Cumberland County CommuniCare, Inc.)	\$95,000	Cumberland
Western	BURKE (Appalachian Family Innovations)	\$73,242	Burke, Caldwell and Catawba
Totals		\$709,997	14 Counties

Technical Support for Projects

Because serving Level III youth in a community setting has proven to be an effective and cost-efficient way to deliver services in North Carolina, the Division of Juvenile Justice continued to provide considerable technical assistance for program providers and community stakeholders. Development of 24-hour plans for providing adult supervision for each youth is a requirement for Level III programming that insures appropriate safety mechanisms were in place. The Division of Juvenile Justice required monthly client progress reports from program providers. Juvenile Court Counselors, Chief Court Counselors, and Division of Juvenile Justice Clinical Services staff reviewed reports and provided written feedback.

Services and Treatments Provided

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

Table 2 describes the services and treatments provided by the Alternatives to Commitment Programs in FY 2010-2011. The host county, sponsoring agency, the counties receiving services and the number of youth who could be served at one time (capacity) are identified.

Table 2: Program Description

Host County (Sponsoring Agency)	Counties Served	Services Provided (includes 24/7 staff availability)	Capacity
ALAMANCE (Alamance County Dispute Settlement and Youth Services)	Alamance	Program Type: Mentoring Intensive wraparound services including individual and family counseling as well as mentoring and tutoring.	5
BURKE (Appalachian Family Innovations)	Burke, Caldwell and Catawba	Program Type: Parent/Family Skill Building Intensive wraparound in-home services for youth and families.	3
CUMBERLAND (Cumberland County CommuniCare, Inc.)	Cumberland	Program Type: Parent/Family Skill Building Intensive home-based services including individual and family counseling, mentoring and community service.	5
DARE (Dare County Schools)	Dare	Program Type: Counseling Substance abuse assessments, individual and group counseling, intensive home-based family counseling, substance abuse education and interpersonal skills development.	4
DAVIDSON (Family Services of Davidson County, Inc.)	Davidson	Program Type: Counseling Intensive family wraparound services including family and individual counseling.	4
ONslow (Onslow County Youth Services)	Onslow	Program Type: Structured Day Intensive wraparound services including residential placement, alternative education activities, life skills groups, family counseling, mentoring and tutoring.	6
ROCKINGHAM (Rockingham County Youth Services)	Rockingham, Stokes, and Surry	Program Type: Home-Based Family Counseling Intensive home-based counseling and cognitive behavioral group counseling, and mentoring.	8
WAYNE (Methodist Home for Children)	Wayne, Lenoir and Greene	Program Type: Home-Based Family Counseling Intensive home-based individual and family therapy.	3

Adjudication Status

On July 1, 2010, there were 22 youth receiving services in Alternatives to Commitment Programs. During FY 2010-2011, 80 youth were admitted. The projects served a total of 102 youth. Table 3 identifies the disposition level for all 102 youth served. Table 4 identifies the adjudication status at the time of admission of the 80 youth.

Table 3: Disposition Level of FY 2010-2011 Youth Served

Host County	Level II		Level III		Post-Release Supervision		Total Youth Served
	#	Percent	#	Percent	#	Percent	
Alamance	21		0		0		21
Burke	0		1		4		5
Cumberland	8		1		1		10
Dare	13		0		1		14
Davidson	7		0		0		7
Onslow	7		0		0		7
Rockingham	31		0		0		31
Wayne	5		1		1		7
Total	92	90%	3	3%	7	7%	102

Table 4: Disposition Level of FY 2010-2011 Admissions

Host County	Level II		Level III		Post-Release Supervision		Admissions
	#	Percent	#	Percent	#	Percent	
Alamance	18		0		0		18
Burke	0		1		3		4
Cumberland	6		1		1		8
Dare	10		0		1		11
Davidson	6		0		0		6
Onslow	5		0		0		5
Rockingham	22		0		0		22
Wayne	4		1		1		6
Total	71	89%	3	4%	6	7%	80

Program Data

The following tables provide detailed data of the eight (8) Alternatives to Commitment Programs for FY 2010-2011. These tables include the number of youth served, adjudication status at the time of service, average length of service, funding level, actual expenditure and total cost per youth. The projects are identified by the host county.

Program Cost

Table 5 identifies the funding level, total youth served and cost per youth for FY 2010-2011. The actual expenditures differ from the funding level for the eight (8) programs. Six (6) programs spent less than the approved funding level, and they returned unused funds to the Division of Juvenile Justice. One (1) of the programs spent additional funds that were secured by the sponsoring agency from other funding sources.

Table 5: Program Cost

Host County	Funding Level	Actual Expenditure	Total Youth Served	Funded Cost per Youth	Actual Cost per Youth
Alamance	\$100,000	\$117,634	21	\$4,761	\$5,601
Burke	\$73,242	\$73,242	5	\$14,648	\$14,648
Cumberland	\$95,000	\$93,496	10	\$9,500	\$9,349
Dare	\$75,000	\$68,459	14	\$5,357	\$4,889
Davidson	\$90,000	\$82,498	7	\$12,857	\$11,785
Onslow	\$86,828	\$58,412	7	\$12,404	\$8,344
Rockingham	\$100,000	\$93,156	31	\$3,225	\$3,005
Wayne	\$89,927	\$66,814	7	\$12,846	\$9,544
Total	\$709,997	\$653,711	102	\$6,960	\$6,408

Length of Service

Alternatives to Commitment Programs continued to serve youth who were high risk and in need of intensive interventions for a considerable length of time. Youth were served by a program for an average length of stay ranging from 14 days to 364 days. The statewide average length of stay was 164 days.

Table 6: Days in Program

Host County	Average Length of Stay
Alamance	109
Burke	119
Cumberland	122
Dare	180
Davidson	176
Onslow	295
Rockingham	190
Wayne	165
Average	164

Exit from Program

Table 7 illustrates the 57 youth who exited the projects in FY 2010-2011. 37 youth completed their programming at a high or acceptable level of participation and achievement of behavior improvement goals. Program completion was categorized as successful, satisfactory, unsuccessful or non-compliance (see definitions below).

Successful Completion	Indicates a high level of youth participation in program activities and achievement of behavior improvement goals.
Satisfactory Completion	Indicates an acceptable level of youth participation and behavior improvement even though the youth did not complete all program activities and did not meet all behavior goals.
Unsuccessful Completion	Failure to meet specific goals and requirement or make sufficient progress in the program.
Non-Compliance	Unexcused absences or refusing to participate in treatment activities.
Other	Indicates youth were removed from the program by court action or family relocated.

Table 7: Assessment at Exit

Host County	Successful Completion	Satisfactory Completion	Unsuccessful Completion	Non-Compliance	*Other	Total
Alamance	3	2	0	4	2	11
Burke	1	0	2	0	0	3
Cumberland	0	0	0	0	8	8
Dare	4	0	0	0	1	5
Davidson	2	1	0	0	0	3
Onslow	2	1	0	0	0	3
Rockingham	12	5	2	0	1	20
Wayne	2	2	0	0	0	4
Totals	26	11	4	4	12	57

Table 8: Youth Living Arrangement at Exit

Host County	Group Home	Home	Relatives	Secure Custody	Therapeutic Wilderness	YDC	Other	Total
Alamance	1	7	0	1	1	0	1	11
Burke	0	3	0	0	0	0	0	3
Cumberland	0	4	0	0	0	3	1	8
Dare	0	5	0	0	0	0	0	5
Davidson	1	1	1	0	0	0	0	3
Onslow	0	1	1	0	0	0	1	3
Rockingham	0	14	2	0	0	1	3	20
Wayne	0	4	0	0	0	0	0	4
Totals	2	39	4	1	1	4	6	57

Recidivism

Table 9 illustrates youth who exited the projects during FY 2010-2011 with 34 youth tracked for recidivism in the Division's data system.

Table 9: Juvenile Recidivism Data at 6 and 12 Months After Termination

	6 Month	Percent	12 Month	Percent
Juvenile who received complaints	12	35.3%	6	46.2%
Juveniles who did not receive complaints	22	64.7%	7	53.8%
Totals	34	100%	13	100%

Data Sources: North Carolina Juvenile On-line Information Network (NC-JOIN).

Summary and Conclusion

Alternatives to Commitment Programs served high-risk youth who were in need of intensive interventions to be successfully served in the community. Without the programs these youth may have been served in a more costly youth development center. Noteworthy outcomes of the programs are:

- Ninety-one percent (91%) of the youth exiting the projects were in a non-secure living arrangement while only seven percent (7%) of the youth exiting the projects were committed to a youth development center.
- Sixty-five percent (65%) of the youth exiting the projects completed their programming at a high or acceptable level of participation and achievement of behavior improvement goals.
- The average annual cost per youth in the Alternatives for Commitment Programs was \$6,408 while the average annual cost per youth in a youth development center was \$124,960. The data indicate that Alternatives to Commitment Programs continue to be effective and cost-efficient programs that develop and deliver programming for committed youth at the local level while addressing unmet gaps in the continuum of services within communities.