

***Executive Summary***  
***Multipurpose Juvenile Homes***  
***2001-2002 Annual Report***

Multipurpose Juvenile Homes continue to function as a valuable resource for North Carolina's children in need. Their presence provides Courts in rural areas of the State with options for both secure care and family involved, community oriented treatment. Costs are reasonable (\$15,588) and tens of thousands of dollars lower, i.e., 72% less than the \$55,000 of annualized expense associated with each youth that is commitment to a Youth Development Center. Multipurpose Home cost for this year include expenses incurred for nine (9) Homes, including start-up and close down cost for three (3) facilities.

The Multipurpose Homes established in the counties of Chowan, Craven, Hertford, Robeson, Wayne, and Macon through *Prison Bond Referendum* monies during the 1990's operated under contracts with *Methodist Homes for Children* and *Mountain Youth Resources* throughout FY2001-2002. The occupancy rate for the five (5) Homes located in the eastern part of the State was 86%. Youth of both genders and all races were served through the secure custody, treatment, and Aftercare components of the Homes' programs. Oversight is provided by a Department employed Contract Administrator, Statewide Planning Committee and, Local Advisory Committee's.

Four Expansion Homes were authorized by the *1998 General Assembly*. Budget constraints, changing licensure requirements, and public resistance to one of the chosen site locations created start up delays. During the course of the fiscal year funding for one of the four anticipated expansion homes was lost due to a lack of appropriation even before the Home could be sited. Another one of the Homes (Randolph) never secured a permit to begin operations and consequently was limited to serving only twenty (20) youth

through an Outreach program established by the Contractor. A third home (Cabarrus) was delayed in opening until late November and only served a limited number of youth (5) during FY 2001-2002. And, the Alamance Home, after effectively serving twenty (20) youth, lost its lease late in the fiscal year and had to temporarily cease operations. Each of these factors contributed to a rise in overall cost.

However, the expanded use of Perquimans Detention and, the Department's decision to allow law enforcement personnel to transport youth in custody to the nearest secure custody facility has reduced the demand for the use of this program for detention beds in the northeastern region of the State and allowed the Multipurpose Homes to concentrate their resources on the provision of long-term treatment services. The resulting longer stays in the treatment component of the Homes serves to reduce the total number of youth admitted to care and also caused the cost of serving youth through Multipurpose Homes to rise slightly.

A comparison of the Average Length's of Stay for youth admitted to a Multipurpose Home during FY 2000 –2001 and FY2001-2002 reveals increased Lengths of Stays in all the Homes except one (1). However, the Length of Stay in that Home exceeded the Average Length of Stay in all the Multipurpose Homes by thirty (30) days. This comparison is amplified in the following chart:

**Average Length of Stay Comparison  
FY2000-2001 and FY2001 –2002**

<b>MJH</b>	<b>2000-2001</b>	<b>2001-2002</b>	<b>Difference</b>
<b>Alamance</b>	<b>7 days</b>	<b>119 days</b>	<b>+112 days</b>
<b>Cabarrus</b>	<b>0 days</b>	<b>97 days</b>	<b>+ 97 days</b>
<b>Chowan</b>	<b>121 days</b>	<b>120 days</b>	<b>-1 day</b>
<b>Craven</b>	<b>71 days</b>	<b>90 days</b>	<b>+19 days</b>
<b>Hertford</b>	<b>88 days</b>	<b>111 days</b>	<b>+23 days</b>
<b>Robeson</b>	<b>52 days</b>	<b>67 days</b>	<b>+15 days</b>
<b>Wayne</b>	<b>53 days</b>	<b>69 days</b>	<b>+16 days</b>
<b>All Homes</b>	<b>68 days</b>	<b>90 days</b>	<b>+22 days</b>

The three (3) year study of Multipurpose Home effectiveness reported last fiscal year clearly demonstrated the program's effectiveness in maintaining low rates of recidivism among the youth participating in these programs. Consequently, the Department of Juvenile Justice & Delinquency Prevention continues to support expansion of this valuable program model to other areas of North Carolina.

Although budgetary constraints did not allow the Department to sustain expansion of the Multipurpose Juvenile Home Program as authorized by the *1998 General Assembly*, FY 2001- 2002 operations resulted in 286 admissions to the various interventions and treatment strategies offered by Multipurpose Homes at an average cost of \$15,588 per youth admission. It also presented numerous learning opportunities for all persons associated with the Multipurpose Juvenile Home Program and resulted in management staffs concluding that quality private providers can be contracted to render the required services. Additionally, experience indicates that these private providers are willing to establish program sites through their own resources. Changes in Licensing Regulations now limit structures adopted to use as Multipurpose Homes to six (6) beds. Community readiness to support the establishment of a Multipurpose Home still needs to be determined in advance of program activation.

The failure to obtain a permit for the operation of a Multipurpose Home in Randolph County was disappointing but allowed the Department to learn that its Contractor was capable of developing and delivering effective home-based outreach services to youth in need. The follow-up tracking activity associated with this program is quite encouraging and appears to suggest cost saving opportunities to reduce recidivism. Further study is currently underway.

# **Multipurpose Juvenile Home Program**

## ***Annual Report of Program Operations 2001-2002***

### **Historical Overview**

Multipurpose Juvenile Homes were conceived and are operated as residential treatment and secure custody disposition options to a youth's placement in a locked Detention facility or Youth Development Center. All Multipurpose Homes provide a continuum of care that can include secure custody, treatment, and non-residential outreach services such as *Aftercare* or home-based assistance.

Capital funding for the construction of the first six (6) Multipurpose Homes was provided through the Juvenile Justice portion of the *1990 Prison Bond Referendum*. The first Multipurpose Home was opened in 1993.

Each Multipurpose Home serves one, two or three Judicial Districts. All Homes are located in rural areas of the State that have few alternative residential placement options available for youth requiring such services.

Expansion funding for an additional four (4) Multipurpose Homes was authorized by the *1998 General Assembly* as a component of the *Juvenile Justice Reform Act*. In order to best serve the public the Department conducted an assessment of need before selecting sites for the expansion Homes. The results of this study caused the Department to plan for these expansion Homes to be located as follows: one in Alamance County that also served Chatham, Orange, and Rockingham Counties; a second in Randolph County that would also serve Moore and Montgomery Counties; a third in Cabarrus County that was to also serve Rowan County; and, a fourth home at an unspecified location that was intended to serve Cleveland, Gaston, and Lincoln Counties.

Before the fourth anticipated home could be sited a budgetary mandate from the *North Carolina General Assembly* regarding the use of the FY 2001-2002 appropriation eliminated its operational funds. The loss of these funds caused planning for the development of this home to cease.

The remaining appropriation allowed the Department to move forward with planning for opening the Multipurpose Homes slated for Alamance, Cabarrus, and Randolph Counties. A bid process conducted by the Department resulted in *Methodist Homes for Children* being selected as the contracted provider. The Alamance Home opened in June 2001. The Cabarrus Home began receiving children in November 2001. And, *Methodist Homes for Children* started offering home based outreach services to Randolph County youth in the summer of 2001.

Unfortunately, constraints of the State's budget required the Cabarrus Home to cease operations in the spring of 2002. The Home in Randolph County continued to be limited to rendering outreach services because it was never possible to secure a permit to begin rendering group home operations. Consequently, the only expansion program home to remain funded at the close of the 2001 – 2002 fiscal year was located in Alamance County.

## **Provided Services**

Multipurpose Homes are designed and intended to provide a *continuum of care* for children and families in need. Depending upon individual circumstances, a child can be admitted to one or more of the several programs offered at each Multipurpose Home. For example, a given child can be admitted to *Secure Custody*, appear in Court and, as a result of Adjudication, be returned to the Multipurpose Home and admitted to *Treatment* as a condition of Probation. At the completion of the in home treatment program the same child may be selected to receive *Aftercare* services and admitted to that facet of the program. Another child may follow a similar path of progression through the Multipurpose Home program and be released to some other Plan of Care arranged by Multipurpose

Home staff. Other program options made available through these contracts provide Home Based Outreach services.

## **Program Operations**

The Multipurpose Home Program during FY 2001-2002 was operated under contracts with two not-for-profit agencies: *Methodist Homes for Children* (8 Homes) and *Mountain Youth Resources* (1) Home. Each program functions as a secure, non-institutional alternative to a locked Detention or Youth Development Center placement. And, each Home provides a non-residential outreach component to selected youth and their families.

All Homes provide at least double coverage, 24 hours a day plus a certified teacher and a full time family counselor. They are programmed to provide up to 30 days of care for youth awaiting a hearing in Juvenile Court and/or up to 240 days of secure treatment for selected youth on Probation. Also, non-residential outreach services of approximately 90 days duration were extended to a sizeable proportion of those youth admitted to the treatment component of the Multipurpose Homes' programs (65 of 112 eligible youth in FY 2001-2002).

A *Contract Administrator* employed by the Department of Juvenile Justice & Delinquency Prevention and an interdisciplinary *Statewide Planning Committee* provide State management and oversight. An *Advisory Committee* consisting of judges, court counselors, law enforcement personnel, educators, and other local leaders may review and oversee local programs. Each contractor also conducts independent assessments of the program(s) it operates.

## **Evolution of the Expansion of the Multipurpose Home Program**

Funding for the four additional Multipurpose Homes authorized through the *Juvenile Justice Reform Act* did not include capital outlay dollars. The terms of the *Act* limited fund utilization to operational

activities. In keeping with the procedures and guidelines for Department's of State Government, a contract for the operation and management of the four expansion Homes was awarded to *Methodist Homes for Children*.

Under the terms of the Contract, *Methodist Homes for Children* agreed to secure licensable structures and establish four (4) new Multipurpose Homes. Suitable property for the Alamance County Multipurpose Home was located in Elon, NC and secured through a lease agreement. All of the licenses and permits necessary to begin operations were obtained; staff was employed, and trained. The Alamance County Home became operational in June 2001. It was established, and operated, as an eight (8) bed facility. This action was possible because the property leased by Methodist was located on the grounds of an already licensed child caring facility and had previously been operated as a group home.

As the process for developing the new Multipurpose Homes matured, licensure requirements and Public Hearing concerns resulted in a plan to establish the Multipurpose Home in Cabarrus County and, the Multipurpose Home in Randolph County as six (6), rather than eight (8), bed facilities. In each case plans were put in place to augment the six (6) in-house beds with two (2) to four (4) Foster Home beds.

Locating a licensable site for the Cabarrus County home required some time. However, following some normal start up delays, a suitable structure was purchased and clients began to be admitted in November 2001.

A house suitable for use as the Randolph County Multipurpose Home was purchased in Asheboro, NC. The hiring of staff was in progress when notification was received from the *Asheboro Planning and Zoning Board* that a permit to open would not be issued. In spite of the Department's efforts to resolve associated issues the Home never began operations. However, an effective outreach program was established.

## Status of the Program

On July 1, 2001 seven (7) Department of Juvenile Justice & Delinquency Prevention Multipurpose Homes were operational in Alamance, Chowan, Craven, Hertford, Robeson, Wayne, and Macon Counties. The Cabarrus Home opened on November 1, 2001. The Randolph County Multipurpose Home began offering outreach services during the summer of 2001.

During the course of the fiscal year budget constraints caused the Department to notify its Contractors that anticipated allocations were not assured. On receipt of this news the providers chose to close three (3) of the operational programs. The three (3) locations identified for closure were the Cabarrus and Randolph programs contracted by *Methodist Homes for Children* and the Macon County Home contracted to *Mountain Youth Resources*. Each of these Homes were less cost effective due to low utilization rates.

Program closures began in late May 2002 and were completed before June 30, 2002. In keeping with legislative intent, the process of deeding the Multipurpose Home property that had been contracted by *Mountain Youth Resources* to Macon County was begun.

The Multipurpose Home in Alamance County lost its lease and was in the process of being relocated to another site in Alamance County at the close of the 2001 –2002 fiscal year. All of the children affected by this transition were absorbed into other resources managed by the Contractor.

The Chowan, Craven, Hertford, Robeson, and Wayne County Multipurpose Homes continue to deliver secure custody, treatment, and non-residential outreach services to the youth and families living in the Judicial Districts these Homes support. The Outreach program in Randolph County continues to operate under a grant from *Duke Endowment* that was independently secured by the Contractor, *Methodist Homes for Children*, in order to assure service to Randolph County youth.



## **Outcomes**

### **Demographic Data for the Multipurpose Home Contracted by: *Mountain Youth Resources - Macon County, NC* *2001 – 2002***

Total number of youth served in the Multipurpose Home: 16.

Total number of youth served in *Aftercare*: 6

Total number of admissions to offered programs: 22

Number of youth provided intermediate length residential care of at least forty-five days: 11 (69%)

#### ***Characteristics of the youth receiving services:***

Number admitted in Pre – adjudicatory status: 4

Number admitted in Post-adjudication status: 12

Number of Males: 16 (100%); Number of Females: 0 (0%)

Number by Race: Caucasian 15 (94%); African American 1 (6%)

Most frequently recorded offenses: Larceny 6 (38%); Assault 3 (18%); Runaway 7 (44%)

The Average Length of Stay for youth admitted to the *New Bridge Multipurpose Home* was one hundred and nine (109) days. One youth was admitted on two (2) separate occasions during 2001 – 2002.

Six (6) (38%) youth were admitted to the *Aftercare* program. The Average Length of Stay in this component of the Multipurpose Home program was 230 days.

Discharges resulted in twelve (12) (57%) youth returning to their parents home, one (1) (5%) youth being placed with relatives, two (2) (10%) youth going into Foster Care, three (3) (14%) youth being admitted to Group Homes and, three (3) (14%) youth being committed to a Youth Development Center. [One youth was admitted and discharged twice during FY 2001 – 2002].

Total appropriations for the *New Bridge Multipurpose Home* contracted to *Mountain Youth Resources* was \$383,995. This yields a cost per youth admitted of \$17,454.

**Demographic Data for the Multipurpose Juvenile  
Homes Contracted by  
*Methodist Homes for Children – Raleigh, NC*  
2001 - 2002**

Total number of youth served in a Multipurpose Home: 179

Number of youth provided intermediate length residential care of at least forty-five days: 112 (63%)

Number of youth provided *Aftercare* services after at least forty-five (45) days of treatment: 65

Number of youth served through the Randolph County Outreach program: 20

Number of youth admitted prior to adjudication that were permitted to remain in the program after adjudication: 39 (22%)

***Characteristics of the youth receiving services:***

Number discharged while in Pre-adjudicatory status: 21 (15.3%)

Number discharged while in Post-adjudicatory status: 116 (84.7%)

Number of Males: 136 (76%)

Number of Females: 43 (24%)

Number by Race: Caucasian 65 (36.3%); African-American 87 (48.6%); Other Minority 8 (4.5%); Native American 19 (10.6%)

Most frequently recorded offenses: Assault (19%), Probation Violation (16%); Breaking & Entering (10%); Larceny (9%); and, Possession of Stolen Property (7%)

The Average Length of Stay for youths admitted in Pre-disposition status was: Cabarrus 119 days, Chowan 70 days, Craven 117 days, Robeson 24 days and, Wayne 87 days. Neither the Alamance nor Hertford Multipurpose Homes admitted any youth in Pre-disposition status. The Average Length of Stay for youths admitted in Post-disposition status was: Alamance 109 days, Cabarrus 10 days, Chowan 160 days, Craven 92 days, Hertford 121 days, Robeson 72 days and, Wayne 67 days.

The Average Length of Stay for youth who progressed from Pre to Post Adjudication status while admitted was as follows: Chowan 28 days, Robeson 69 days and, Wayne 107 days. No youth admitted to the Alamance, Cabarrus, Craven, or Hertford Multipurpose Homes' experienced a change in adjudication status while receiving services.

More than two thirds (69%) of those youth admitted to a Multipurpose Juvenile Home were discharged to their parents. An additional 4 % went to live with relatives. Only 11 youths (8%) were discharged to Secure Detention. Only 2 youth (1%) were discharged to a Youth Development Center.

The demand for services remained high throughout FY 2001-2002. Occupancy rates were calculated to be: Robeson (96%), Craven (95%), Hertford (87%), Wayne (87%), Chowan (86%), Alamance (82%), and Cabarrus, which opened in November 2001 and closed in June 2002 (42%). The occupancy rate for all the Homes contracted by *Methodist Homes for Children* was 86%.

Much of the information referenced here has been summarized in the following *Table*:

## SUMMARY CHARACTERISTICS OF YOUTH SERVED IN MULTI PURPOSE HOMES

<b>Home</b>	Alamance		Cabarrus		Chowan		Craven		Hertford		Robeson		Wayne		Macon		All	
	n	%	n	%	n	%	n	%	n	%	n	%	n	%	n	%	n	%
<b>Admissions</b>	<b>20</b>		<b>5</b>		<b>21</b>		<b>31</b>		<b>23</b>		<b>42</b>		<b>37</b>		<b>16</b>		<b>195</b>	
<b>Gender</b>																		
Male	13	65	2	40	19	90	22	71	20	87	35	83	25	68	16	100	<b>152</b>	<b>78</b>
Female	7	35	3	60	2	10	9	29	3	13	7	17	12	32	0	0	<b>43</b>	<b>22</b>
<b>Race</b>																		
Caucasian	12	60	4	80	8	38	20	65	3	13	6	14	12	33	15	94	<b>80</b>	<b>41</b>
African-American	6	30	1	20	13	62	10	32	19	83	15	36	23	62	1	6	<b>88</b>	<b>45</b>
Other Minority	2	10	0	0	0	0	1	3	1	4	2	5	2	5	0	0	<b>8</b>	<b>4</b>
Native American	0	0	0	0	0	0	0	0	0	0	19	45	0	0	0	0	<b>19</b>	<b>10</b>
<b>Discharges</b>																		
Pre-adjudication	0	0	4	80	1	7	4	17	0	0	4	12	8	27	4	25	<b>25</b>	<b>16</b>
Post-adjudication	14	100	1	20	14	93	19	83	16	100	30	88	22	73	12	75	<b>128</b>	<b>84</b>
<b>Average Number of Days in Care</b>																		
Average Number of Days in Care	119		97		120		90		111		67		69		109		<b>98</b>	
<b># in care at least 45 days</b>																		
# in care at least 45 days	12		3		15		19		17		25		21		11		<b>123</b>	<b>63</b>
<b># Admitted to Continuing Care</b>																		
# Admitted to Continuing Care	10		0		10		11		9		18		7		6		<b>71</b>	<b>36</b>
<b>Average Length of Stay in Continuing Care</b>																		
Average Length of Stay in Continuing Care	93		0		87		75		92		95		85		230		<b>95</b>	

Also noteworthy is the fact that although a Planning and Zoning dispute prevented the Asheboro (Randolph County) Home from opening during FY2001–2002, a total of twenty (20) youth were served through the Contractor’s Outreach Home-Based Services program. The associated demographics for the youth receiving these services are similar to those of youths admitted to the programs of the Multipurpose Homes: 18 (90%) were male, 2 (10%) were female; 13 (65%) were Caucasian; 3 (15 %) were African American; 3 (15%) were members of another minority; and, 1 (5%) was Native American. Their primary offenses were: Arson (10%), Assault (25%), Sexual Offenses (10%), Substance Abuse (10%), Injury to Personal Property (10%), Weapon Possession (5%) and a variety of lesser offenses.

Discharge planning resulted in 80% of these youth being left in their parents care. One child was placed in a group home and one child was placed in a wilderness camp. Service delivery for youth with need in the 19<sup>th</sup> Judicial Circuit continues to be offered and delivered. Outcomes are being tracked. Preliminary findings are positive and encouraging.

Total expenditures for the five (5) Multipurpose Homes originally contracted to *Methodist Homes for Children* were \$2,543,451. This yields a cost per youth admitted into one or more of the components of the Multipurpose Homes operated by this Contractor of \$12,170.

Budget constraints caused delays in receiving appropriated funds and prevented the opening of the Cabarrus Multipurpose Homes until November 2001. The inability to admit youth to service for approximately half of the fiscal year, the requirements of start up and close down cost at the Alamance and Cabarrus Homes, plus normal operational expenses of \$1,530,695 resulted in an average cost per child served through one of the components of the Alamance, Cabarrus, and Randolph County programs of \$27,831.

In total, the combined cost of the Multipurpose Juvenile Homes contracts with *Mountain Youth Resources* and *Methodist Homes for Children* for FY 2001 – 2002 amounted to \$4,458,141. The total

number of youth served through the various operational programs of the Multipurpose Homes was 286. The average cost of care was \$15,588.