

Department of Juvenile Justice and Delinquency Prevention

State Detention Center Study

S.L. 2007-323
House Bill 1473

Executive Summary

The Department of Juvenile Justice and Delinquency Prevention State Detention Center Study is a call for action regarding the state juvenile detention center system. The study addresses seven items requested for study by the 2007 session of the General Assembly. The study offers information on: (1) recent admission trends and projections of future population; (2) the offense history and assessed needs of the population; (3) whether staffing levels are appropriate for the number and types of offenders housed in the facility; (4) whether the center has adequate housing capacity; (5) the repair and renovation needs and estimated cost of any repairs or renovations; (6) the estimated cost to plan, design, and construct new detention centers; and (7) security and control of the facility, including assaults, escapes, and infractions. **The study articulates that needs exist within the state juvenile detention center system given the necessity of operating safe and secure facilities that provide housed youth with adequate supervision and appropriate services.**

The state detention centers are short term, secure care facilities for youth who are waiting to go to court, need secure custody until another placement can be found, or are being detained as part of a dispositional sanction. The state operates nine juvenile detention centers located in both urban and rural counties.

The data offered in the study evidences stability in admissions statistics, but additional information shows that juveniles are remaining in the State's custody longer. This increase in length of stay is noted to have an impact on population project projections, capacity, and staffing needs.

The offense history and needs of the detention center population illustrate that the youth in this population have offense histories that reflect property, person, public order, and drug offenses with the majority being property or person crimes. Risk and needs assessments show that youth typically have problems with substance abuse, mental health diagnoses with needs for further assessment and treatment, school problems in terms of truancy and suspension/expulsion, familial conflict, familial criminality, and previous complaints as well as previous adjudications for various type of offenses in their offense histories. Almost one third of risk assessments on youth in state-operated detention facilities show that the youth assessed were at "high risk," almost half were determined to be "medium risk," and 23% were "low risk" of re-offending. On the scale of needs, 18% had "high needs," 57% had "medium needs, and 25% had "low needs".

Given the offense histories and needs of the youth being placed in detention, the study determines that more staff, including more certified staff, and more space are needed to operate safe and secure centers which provide youth with adequate supervision and appropriate services in safer and more secure settings. The summary position of the Department is that the following components are needed regarding staffing: 27 youth services counselor technician positions; nine licensed mental health clinicians; six cottage parent supervisor positions; four teaching positions with exceptional children licensure; four food services positions; and one nurse.

To address safety and security concerns related to condition, design, and space issues, the Department recommends more resources be made available. Repair and renovation needs estimated at \$2,448,000 are detailed in the report as is the need to replace completely three detention centers (Buncombe; New Hanover; Cumberland). The Department's Facility Services Section estimates the cost to plan, design, and construct a new 32-bed detention facility will be \$5,000,000 and \$3,750,000 for a 24-bed facility.

The study notes that the general environment of detention centers, given the population and circumstance, is one, as evidenced by assault, escape, and infraction data, that is challenging. The Department concludes that the challenge of this environment could be reduced if more certified staff were available, if repairs and renovations were carried out to address safety and security, and if the replacement of three centers occurred.

Introduction

The Department of Juvenile Justice and Delinquency Prevention submits this report in response to:

S. L. 2007-323 - SECTION 18.8. The Department of Juvenile Justice and Delinquency Prevention shall study the nine juvenile detention centers that are operated by the State. For each of the facilities, the review shall include:

- 1) Recent admission trends and projections of future population.
- 2) The offense history and assessed needs of the population.
- 3) Whether staffing levels are appropriate for the number and types of offenders housed in the facility.
- 4) Whether the center has adequate housing capacity.
- 5) Determine the repair and renovation needs and estimate the cost of any repairs or renovations.
- 6) The estimated cost to plan, design, and construct new detention centers, if appropriate.
- 7) Information on security and control of the facility, including assaults, escapes, and infractions.

The Department shall report its findings to the Joint Legislative Corrections, Crime Control, and Juvenile Justice Oversight Committee and to the Chairs of the House of Representatives and the Senate Appropriations Subcommittees on Justice and Public Safety no later than March 1, 2008.

This report discusses the seven items requested for study as they relate to the nine state-operated detention facilities. Generally speaking, the number of admissions to state detention centers has remained fairly constant over the past five years. Although the Department is receiving the same proportion of detention admissions from year to year, the length of time that these juveniles remain in the State's custody has gotten longer. The increase in length of stay has a large impact on determinations of future population, capacity, and staffing needs.

(1) Recent admission trends and projections of future population.

Section one of the report describes admission trends and offers multiple projections of average future populations in state-operated detention facilities.

Detention Admissions

The Department of Juvenile Justice and Delinquency Prevention operates nine juvenile detention centers. Four county-run facilities are also available to house juvenile offenders. As requested by Special Provision 18.8, this report focuses all information on the state-operated facilities and the needs thereof.

The overall trend of detention admissions to state facilities has stayed fairly consistent from 2003 to 2007. Terms are defined as follows: a *detention admission* is any entry of a youth/juvenile to a detention facility; a *distinct juvenile* is one individual youth who can have multiple admissions in any given year.

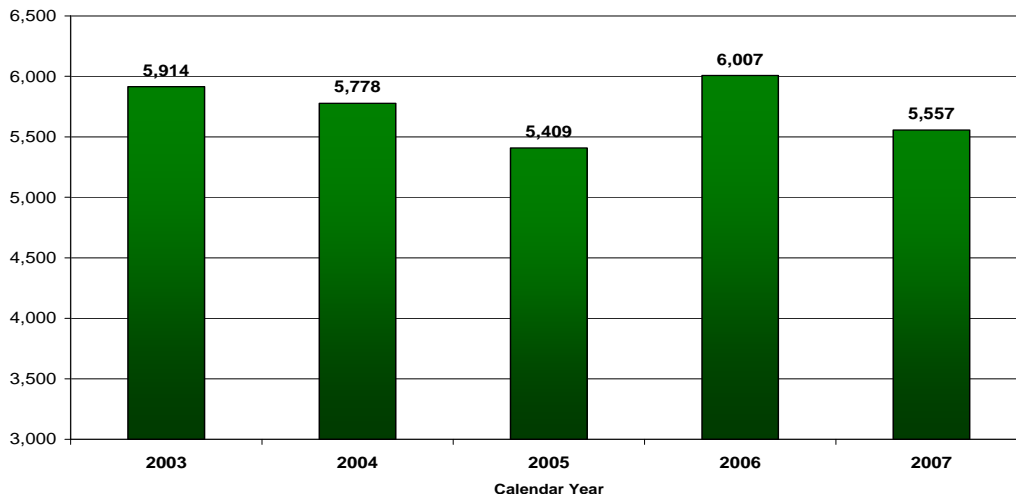
A few examples of “admissions” follow:

- Initial admission to a facility;
- Transfer from one facility to another to await placement to an Assessment and Treatment Planning Center (ATPC);
- Movement to Richmond Juvenile Detention Center after judicial waiver to be tried as an adult;
- Placement in the same or different facilities multiple times in one year; or
- Transfer of a juvenile’s jurisdiction from one county to another.

Each of the above examples reflects an “admission” for one juvenile. In essence, a juvenile who enters multiple facilities in one year is one distinct juvenile who had multiple admissions. The number of distinct juveniles admitted to state-operated detention centers has been more consistent than the totals of admissions.

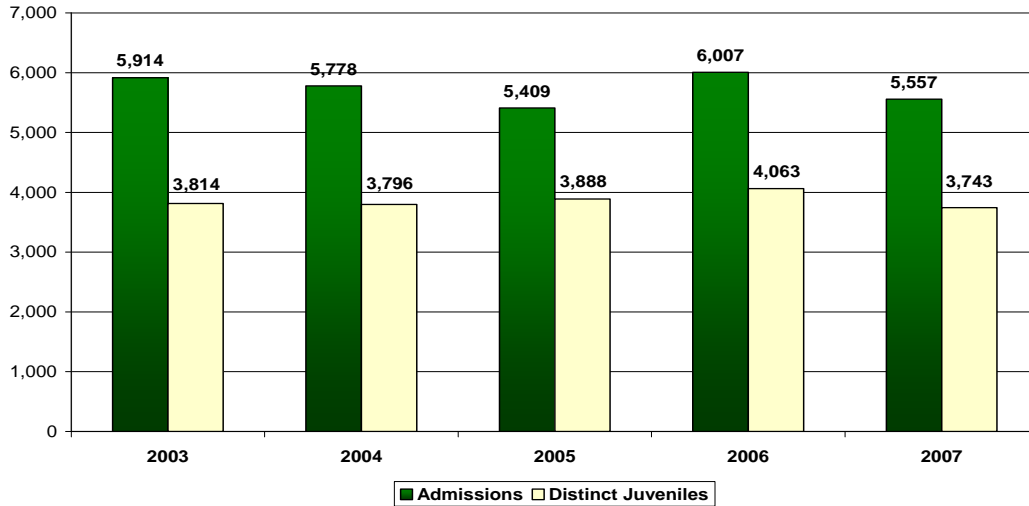
**Detention Admissions to State Facilities
CY 2003-2007**

Source: NC-JOIN, Jan. 25, 2008



**Distinct Juveniles and Total Admissions to State Facilities
CY 2003-2007**

Source: NC-JOIN, Jan. 25, 2008



Future Population Projections

To determine the size of the juvenile population to enter state-operated facilities in future calendar years, many factors should be carefully assessed. The Department analyzes factors such as: Average Length of Stay (ALOS); Average Daily Population (ADP); and recent admission trends to best identify future housing capacity needs for state-operated detention centers. The yearly average length of stay for 2003 to 2006 has a mean value of 11.6 days. In 2007, the average length of stay increased to 14.4 days.

**Average Length of Stay by Facility: 2003-2007
(In days)**

Source: NC-JOIN, Jan. 25, 2008

Facility	2003	2004	2005	2006	2007	Increase from 2003 to 2007 (%)
Alexander	10.7	8.8	9.6	9.4	12.6	17.8%
Buncombe	10.4	11.3	10.6	9.7	9.9	-4.8%
Cumberland	9.4	9.6	9.6	9.7	9.9	5.3%
Gaston	10.1	8.2	9.3	9.0	10.8	6.9%
New Hanover	10.7	14.1	13.4	13.5	14.9	39.3%
Perquimans	18.2	18.7	15.8	17.4	21.1	15.9%
Pitt	10.3	10.7	11.6	13.0	13.0	26.2%
Richmond	28.0	19.4	20.0	20.1	30.5	8.9%
Umstead	10.0	12.0				N/A
Wake	9.1	10.4	9.6	11.3	11.6	27.5%

The statewide ALOS is calculated by adding the total number of days for all of the juveniles detained during a calendar year and dividing by the total number of juveniles who exited a facility during that calendar year.

Statewide Average Length of Stay: 2003-2007 (In days) Source: NC-JOIN, Jan. 25, 2008						
	2003	2004	2005	2006	2007	Increase from 2003 to 2007 (%)
State ALOS	11.7	11.3	11.3	11.9	13.4	14.5%

Although there were fewer detention admissions in 2007, the juveniles detained remained in secure custody longer. ALOS therefore drives the ADP and is a primary factor in determining future populations.

Average Daily Population (ADP), By Facility: 2003-2007 Source: NC-JOIN, Jan. 25, 2008						
Facility	2003	2004	2005	2006	2007	Number of Beds
Alexander	20.7	17.2	20.4	21.6	26.3	24
Buncombe	10.0	13.9	12.1	10.5	10.3	14
Cumberland	23.7	21.6	21.1	25.7	24.4	18
Gaston	24.5	20.8	20.4	20.0	24.3	24
New Hanover	15.2	18.6	17.0	21.5	20.3	18
Perquimans	13.9	13.9	13.9	17.4	20.0	24
Pitt	21.7	22.7	21.7	24.2	24.4	18
Richmond	32.9	24.2	22.7	29.3	29.4	30
Umstead	10.6	8.8				0
Wake	20.6	20.2	22.6	29.3	30.4	24
TOTAL	193.8	181.9	171.9	199.5	209.8	194

The projections in this report were created using the *Juvenile Forecaster*, located at <http://minerva.urban.org/jf/space.htm>. All projections assume the following:

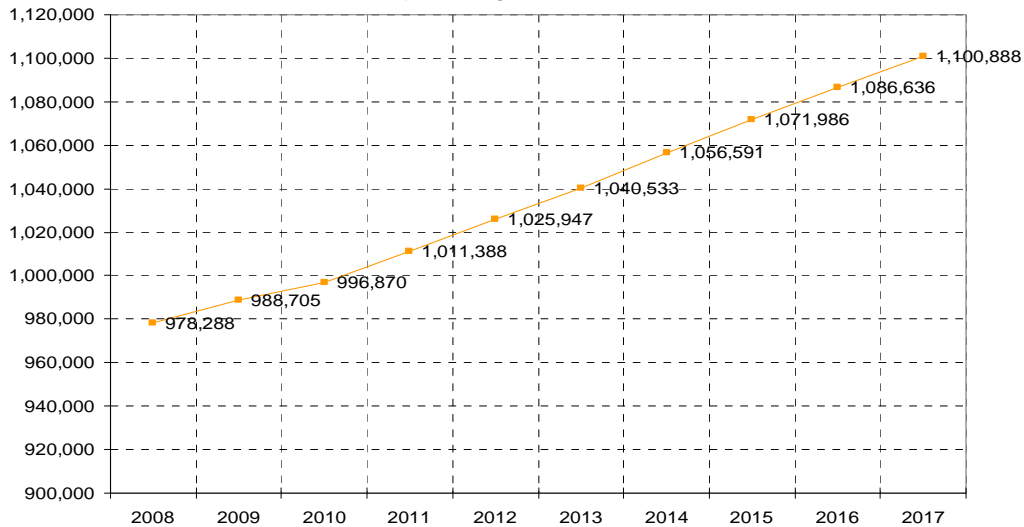
- 1) No change in detention policies and practices,
- 2) No change in law enforcement and judicial conduct,
- 3) No change in laws affecting detention use, and
- 4) No change in resources.

Youth Population in North Carolina

The following chart depicts the population projection for youth ages 10-17 from 2008 to 2017 in North Carolina. Because over 99% of the juveniles admitted to state-operated facilities for the past four years were between the ages of 10-17 (NC-JOIN, 2008), said age range is reflected below. The average annual increase in the population of 10-17 year olds is projected to be 1.4% (State Demographer, 2007).

**NC Population Projections Years 2008 - 2017
Ages 10-17**

Source: <http://demog.state.nc.us/>, Nov. 19, 2007



Detention Population

Between 2003 and 2006, the ALOS was 11.6 days. The ALOS for 2007 was 13.4 days or an increase of 14.5%. Using summary statistics, the 14.5% total increase in ALOS averages to a 2.9% annual increase (see section four for details). Recognizing that the average of the total increase in ALOS is not a sound method of deducing likely detention population growth, the Department has considered the ADP for 2007 and applied multiple percentage growth possibilities to ALOS for analysis.

The first projection applies only the average annual growth (1.4%) of the juvenile population to the 2007 ADP and does not incorporate any increase in length of stay. Because the first projection does not account for ALOS, the probability of the first projection is a much less likely forecast. The second, third, and fourth projections below are more predictive of actual population changes, as they account for increases in ALOS of one, two, and three percentages per year, as well as maintaining the expected average youth population growth of 1.4%. Seeing that the recent trend contained a noticeable increase in length of stay, the Department believes that Projection 4 is the most realistic projection to be used in forecasting the future ADP.

State-Operated Detention Population Projections Source: Juvenile Forecaster, Jan. 15, 2008				
	Projection 1	Projection 2	Projection 3	Projection 4
Year	State-operated facilities ADP with no change in LOS	State-operated facilities ADP with 1% annual increase in LOS	State-operated facilities ADP with 2% annual increase in LOS	State-operated facilities ADP with 3% annual increase in LOS
2008	201	201	201	201
2009	203	205	208	210
2010	206	210	215	219
2011	209	216	222	229
2012	212	221	230	239
2013	215	226	238	250
2014	218	232	246	261
2015	221	237	255	273
2016	224	243	263	285
2017	228	249	272	298

The model used to project the ADP for the years given cannot take into account the likelihood of the following influential factors changing:

- **Availability of community placements/resources.** For example, if Juvenile Crime Prevention Council funding is not restored and made recurring (after completion of the continuation review process), there will be very few prevention/intervention program options available to place at-risk and delinquent youth. This could have a major impact on portions of the juvenile justice system, namely secure custody/detention as there will be fewer community resources available for lower level offenders.
- **Changes in judicial practices.** About a decade ago, many states began the practice of determinate sentencing and mandatory minimums. If laws such as these are incorporated into judicial decision-making, there will likely be increased emphasis on detaining all delinquent offenders and reducing the options of community placements.
- **Changes in law enforcement.** Law enforcement’s role is to protect the community from crime and the foreseeable possibility of harm. The school system has picked up on this mission and incorporated policies that prohibit various behaviors, crime especially. With the recent change in zero tolerance in the schools, law enforcement has been engaged to legally respond to criminal and violent acts. If more zero tolerance policies are adopted, the role of law enforcement might expand even further.
- **Changes in the juvenile code.** During the 2007 Legislative Session, House Bill 274 and a sister bill, Senate Bill 1358 both entitled “Street Gang Prevention Act” proposed heightened sentences for offenders identified as gang members. These bills did not pass into law, but changes comparable to the proposed could drastically affect the penalties for certain offenses and the mandatory practices of the court system.
- **Changes in policy.** One influential factor that will likely cause Projection 4 to increase is the Department’s decision to file Motions for Review on all Post Release Supervision youth who are charged with a criminal offense as an adult. This will likely increase detention usage but the actual number of days is hard to project.

Conclusion

A sharp increase in the ALOS combined with a consistent admission trend pattern suggests the need for more detention beds. Any increase in the ADP or ALOS will drive the need for more detention beds, staff, and housing capacity to safely house and manage the juvenile offenders.

Projection 4 appears to the Department to be the best option in predicting the future ADP of State Detention Centers. The policy of filing Motions for Review for all youth on Post Release Supervision who are charged with a criminal offense as an adult will no doubt increase the utilization of detention beds.

(2) The offense history and assessed needs of the population.

Section two of the report addresses the offense history and assessed needs of juveniles in state-operated facilities. This section will describe the types of offenses committed and the characteristics of the offenders detained. The following chart will provide a historical context of the reasons juveniles have been detained

Reasons for Detention Admission: 2003-2007 (State Operated Detention Facilities) Source: NC-JOIN, Feb. 1, 2008					
Reason for Detention	2003	2004	2005	2006	2007
Contempt of Court - Criminal	6	12	3	10	3
Contempt of Court - Undisciplined	137	114	75	97	68
Delinquent before disposition	2,020	2,295	2,056	2,521	2,320
Deportation				1	0
Dispositional (5 days)	1,300	1,187	1,160	1,137	947
Dispositional (14 days)	851	712	718	730	697
Dispositional (28 days)	215	121	138	150	140
Failure to Appear	300	237	249	223	219
Out-of-State Runaway	90	106	79	108	72
Reservation - Delinquent				22	31
Reservation - Undisciplined				25	21
Return from run	80	22	6	9	3
Transfer to Superior Court	20	31	34	27	44
Writ of Habeas Corpus	0	6	8	4	5
YDC Commitment	491	381	316	397	430
YDC Court					3
YDC Special Management		30	32	10	9
Undisciplined	404	524	535	536	545
Total Admissions	5,914	5,778	5,409	6,007	5,557

Offenses Related to Detention Admissions

The juveniles placed in detention for the reason “delinquent before disposition” comprise approximately 40% of the annual detention admissions. Of the offenses linked to the 2005 and 2006 detention admissions where “delinquent before disposition” is the detaining reason, the following table provides the offense information according to the four “class groups” offered by the National Center for Juvenile Justice (National Center for Juvenile Justice, 2004).

Offenses Related to State-Operated "Delinquent Before Disposition" Detention Admissions		
Sources: NCJJ and NC-JOIN, March 15, 2008		
<u>Class Groups</u>	<u>CY 2005</u>	<u>CY 2006</u>
Drug	324 (5.8%)	394 (5.9%)
Person	1,953 (34.8%)	2,302 (34.6%)
Property	2,243 (40.0%)	2,715 (40.9%)
Public Order	1,091 (19.4%)	1,235 (18.6%)
TOTAL	5,611	6,646

The list of the top twenty-five offenses directly related to detention admissions provides insight into the delinquent acts that caused admission to detention.

Twenty-Five Most Common Offenses Approved or Adjudicated At Time Of Detention Admission For Delinquent Before Disposition				
Source: NC-JOIN, Nov. 7, 2007				
2005 Offenses at Detention Admission			2006 Offenses and Detention Admission	
1	Simple assault	612	1	Simple assault 686
2	Breaking and or entering (f)	317	2	Breaking and or entering (f) 397
3	Larceny	276	3	Larceny 271
4	Communicating threats	215	4	Larceny after breaking or entering 263
5	Larceny after breaking or entering	207	5	Communicating threats 236
6	Resisting public officer	196	6	Injury to real property 231
7	Injury to real property	190	7	Resisting public officer 226
8	Assault government official / employee	176	8	Assault government official / employee 219
9	Larceny of motor vehicle (f)	146	9	Disorderly conduct at school 191
10	Assault with a deadly weapon	144	10	Robbery with dangerous weapon 174
11	Robbery with dangerous weapon	137	11	Simple affray 161
12	Felony larceny	129	12	Injury to personal property 157
13	Simple affray	127	13	Assault with a deadly weapon 148
14	Disorderly conduct at school	125	14	Felony possession of stolen property 136
15	Injury to personal property	117	15	Larceny of motor vehicle (f) 134
16	No operators license	104	16	Break or enter a motor vehicle 122
17	Felony possession of stolen property	95	17	Injury to personal property in excess of \$200 111
18	Second degree trespass	92	18	Weapons on educational property 107
19	Weapons on educational property	89	19	Felony larceny 99
20	Break or enter a motor vehicle	87	20	Second degree trespass 98
21	Injury to personal property in excess of \$200	84	21	Common law robbery 94
22	Possess stolen motor vehicle	83	22	No operators license 93
23	Common law robbery	66	23	Possess stolen motor vehicle 90
24	Unauthorized use of motor vehicle	66	24	Possess stolen goods / property (m) 86
25	Assault and battery	57	25	Breaking or entering (m) 79
TOTAL (70%)		3,937	TOTAL (70%) 4,609	

Of the top twenty-five offenses, a higher proportion was for person and property offenses than proportions delineated in the total offense list, and no drug offenses are present.

Top Twenty-Five Offenses Related to State-Operated "Delinquent Before Disposition" Detention Admissions		
Sources: NCJJ and NC-JOIN, March 15, 2008		
Class Groups	CY 2005	CY 2006
Person	1,534 (39.0%)	1,718 (37.3%)
Property	1,805 (45.8%)	2,163 (46.9%)
Public Order	598 (15.2%)	728 (15.8%)
TOTAL	3,937	4,609

Risk and Needs Assessments

§ 7B-2413. Predisposition investigation and report.

“...A risk and needs assessment, containing information regarding the juvenile's social, medical, psychiatric, psychological, and educational history, as well as any factors indicating the probability of the juvenile committing further delinquent acts, shall be conducted for the juvenile and shall be attached to the predisposition report...”

The youth in state detention centers have multiple problems. To determine the best methods for addressing issues with each individual youth, detailed information is drawn from the risk and needs assessment instruments conducted:

- Before a youth/juvenile reaches the dispositional phase in the court process;
- Within every 90-day period that a juvenile is on court-ordered supervision; and
- Every time a new petition is filed on a juvenile who is already being supervised by the Department.

Risk and needs assessment information is gathered by juvenile court counselors, only upon consent from the juvenile's parent/guardian/custodian and is not presented to a judge until after the juvenile has been adjudicated delinquent. These instruments have been scientifically validated and offer static information on a juvenile's delinquency history, family situation, school behavior, substance abuse, peer relationships, and individual characteristics. The purpose of the risk assessment instrument is to determine a recommended *level* of supervision, and the needs assessment instrument guides the decision on the best *type* of supervision.

Each instrument contains a series of questions and point values for each response. To complete a risk and needs assessment fully, the totals are computed, and a point range determines the level of risk and the level of need. Based on the individual responses and supplemental information gleaned from the assessments, an intervention plan is devised.

***Data Note:** The data presented in the subsections below are based on the number of assessments given, **not the number of juveniles detained, nor the number of admissions**. Since assessments are conducted for all new petitions and within every 90-day period, most juveniles will have multiple assessments. Conversely, not all juveniles will have risk/needs assessments completed by a juvenile court counselor before each admission to detention as some are: taken at times in the day that court counselors are not working (midnight, weekends, holidays); come from U.S. Marshals Service, or Indian Reservations; or in immediate response to an emergency situation. For the 3,743 distinct juveniles who went to state-operated detention centers in 2007, over 4,600 risk and needs assessments were completed.

Risk and needs assessment scores for individual items and totals for each assessment are entered into the Department's North Carolina Juvenile Online Information Network (NC-JOIN). Each item of the risk and needs assessment instruments have been extracted and given below to detail the portrait of the youth the Department detains (Attachments 1 and 2).

Assessed Risks

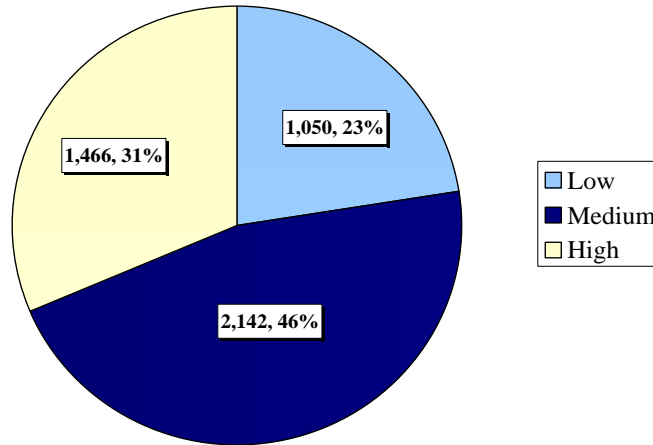
The majority of the youth who enter the State's facilities have had risk and needs assessments completed by a juvenile court counselor before admittance to a facility. Risk level is a range of total points as a collective from all the factors in the risk assessment instrument. The level of

risk is therefore determined to be the likelihood a juvenile will commit another delinquent act (low level: least likely; high level: more likely). The data in the pie chart show the overall risk level of the juveniles admitted to state-operated detention centers in calendar year 2007. Just under a third (31%) of the completed risk assessments categorized juveniles as “high risk”.

Risk Level of Juveniles Detained: CY2007

N = 4,660 Assessments

Source: NC-JOIN, Feb. 1, 2008



Risk Assessment Items

R1. AGE WHEN FIRST DELINQUENT OFFENSE ALLEGED IN A COMPLAINT

The age of first alleged delinquent complaint is important because research shows that the younger one begins committing delinquent acts, the more likely he or she is to remain involved in crime commission over the life course. A small portion (15% of the assessments) showed that the juveniles were under age 12 when they received their first alleged delinquent complaint.

AGE WHEN FIRST DELINQUENT OFFENSE ALLEGED IN A COMPLAINT		
Source: NC-JOIN, Feb. 1, 2008		
Age 12 or over or no delinquent complaint	4,018	85%
Under age 12	642	15%
TOTAL	4,660	100%

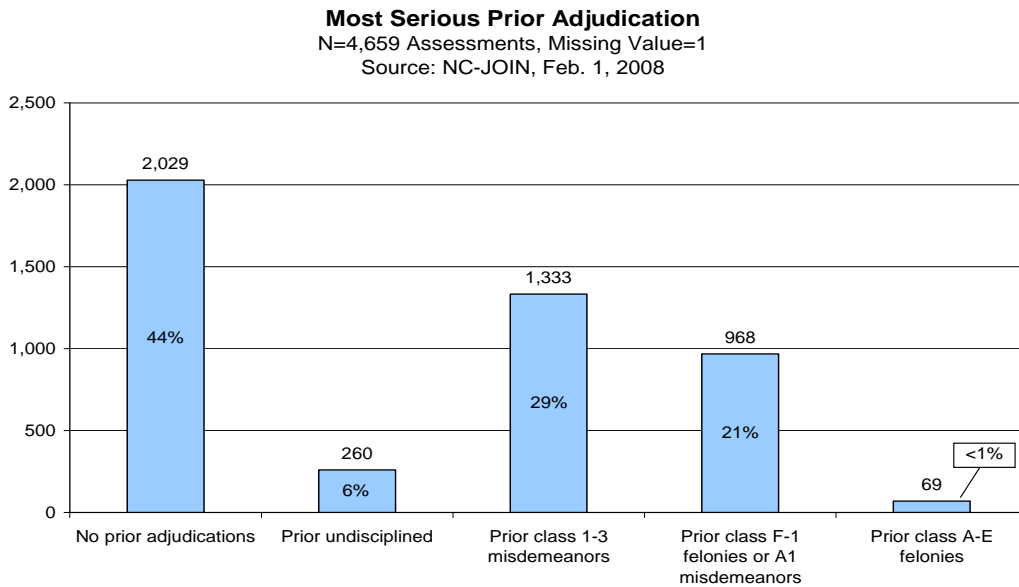
R2. NUMBER OF UNDISCIPLINED OR DELINQUENT REFERRALS TO INTAKE

The number of previous referrals is important because the best predictor of future behavior is past behavior. A large portion (74%) of the assessments reveals that the youth admitted had at least one undisciplined or delinquent complaint prior to the current intake.

NUMBER OF UNDISCIPLINED OR DELINQUENT REFERRALS TO INTAKE		
Source: NC-JOIN, Feb. 1, 2008		
Current referral only	1,200	26%
1 prior referral	1,138	24%
2-3 prior referrals	1,359	29%
4+ prior referrals	963	21%
TOTAL	4,660	100%

R3. MOST SERIOUS PRIOR ADJUDICATION(S).

Less than half (44%) of the assessments showed no prior adjudication; about half had some type of prior adjudication (56%), and less than 1% had a previous serious felony adjudication.

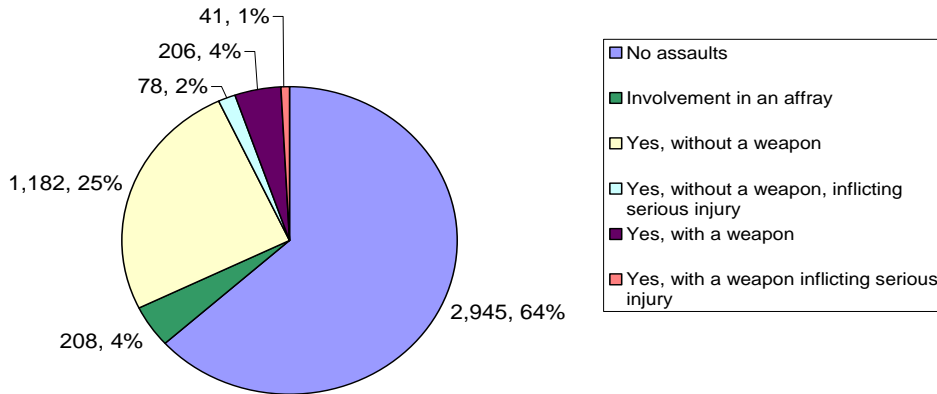


R4. PRIOR ASSAULTS.

Although the majority of assessments (64%) showed no prior assaultive behavior, 36% of assessments did show some time of previous assault or affray.

Risk Assessment: Prior Assaults, CY 2007

N=4,660 Assessments
Source: NC-JOIN, Feb. 1, 2008

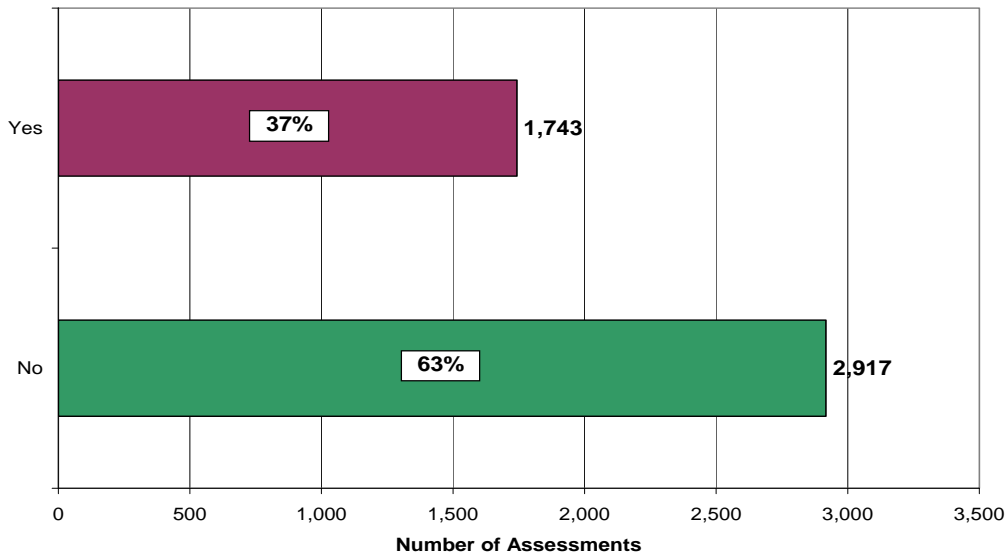


R5. RUNAWAYS (FROM HOME OR PLACEMENT).

The majority of assessments (63%) showed no previous behavior of running away.

RUNAWAYS (from home or placement)

N=4,660 Assessments
Source: NC-JOIN, Feb. 1, 2008



R6. KNOWN USE OF ALCOHOL OR ILLEGAL DRUGS DURING THE PAST 12 MONTHS.

Just over half of the risk assessments (55%) stated that the juveniles had some substance abuse history that needs further assessment and/or treatment.

KNOWN USE OF ALCOHOL OR ILLEGAL DRUGS DURING PAST 12 MONTHS Source: NC-JOIN, Feb. 1, 2008		
No known substance abuse	2,083	45%
Some substance abuse, need for further assessment	1,280	27%
Substance abuse, assessment and/or treatment needed	1,297	28%
TOTAL	4,660	100%

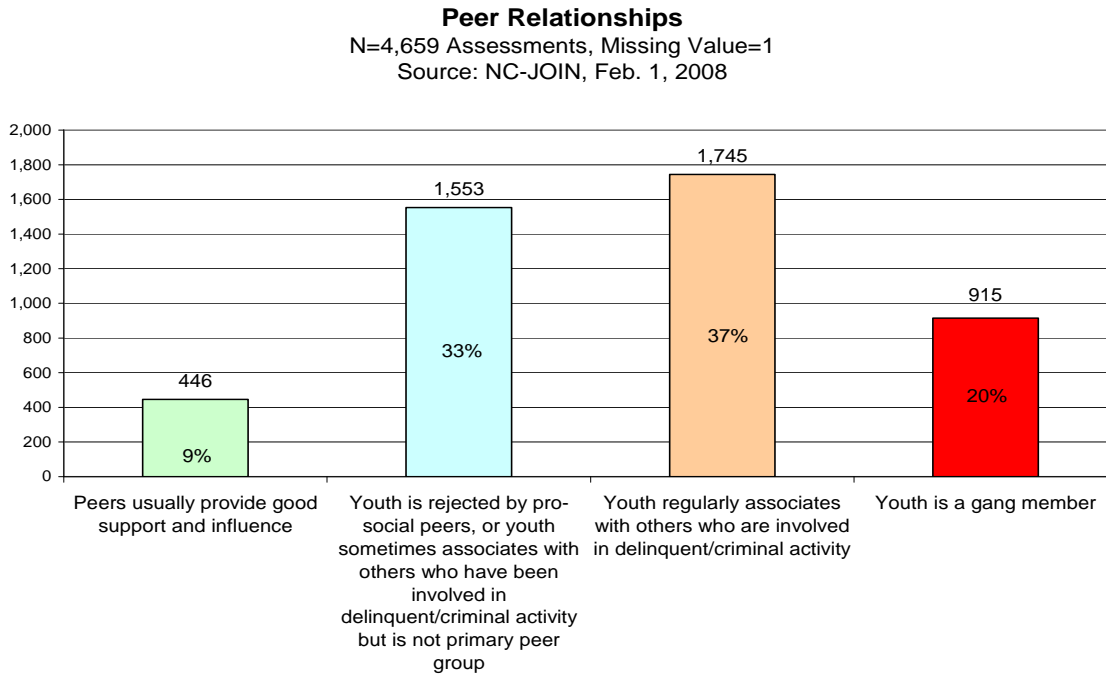
R7. SCHOOL BEHAVIOR PROBLEMS DURING THE PRIOR 12 MONTHS.

A youth's level of school attachment is a strong indicator of successful development; academically and, often times, socially as well. The majority of risk assessments in 2007 (69%) showed that there were "serious problems" associated with school, and only 4% reported no problems with regard to school.

SCHOOL BEHAVIOR PROBLEMS DURING THE PRIOR 12 MONTHS Missing Values = 10 Source: NC-JOIN, Feb. 1, 2008		
Minor problems (attending with problems handled by teacher/school personnel, or 1-3 unexcused absences/truancy)	360	8%
Moderate problems (4-10 unexcused absences/truancy, or 1 or more in-school suspensions or 1 short-term suspension-up to 10 days)	881	19%
Serious problems (more than 1 short-term suspension, or 1 or more long-term suspension, or more than 10 unexcused absences or expelled/dropped out)	3,209	69%
No problems (enrolled, attending regularly)	208	4%
TOTAL	4,450	100%

R8. PEER RELATIONSHIPS.

Throughout the developmental process there are influential factors that play different roles in a youth’s life (family, school, individual characteristics, community factors, and peers). The manner one associates with and the type of peers that surround him or her is a strong indicator of whether or not a youth will participate in delinquent/criminal behavior during adolescence. Twenty percent of risk assessments were reporting those assessed as being gang members, where on the other end of the peer spectrum, 9% of assessments reported that the youth is associated with peers that provide good support and influence.



R9. PARENTAL SUPERVISION.

The level of supervision provided to youth during development is important to understanding the attention and guidance provided by the caregiver or parent. Over 50% of assessments showed that the adult(s) were unable or unwilling to supervise the youth being assessed.

PARENTAL SUPERVISION		
Source: NC-JOIN, Feb. 1, 2008		
Missing Value=1		
Parent, guardian or custodian willing and able to supervise	2,228	48%
Parent, guardian or custodian willing but unable to supervise	2,216	47%
Parent, guardian or custodian unwilling to supervise	215	5%
TOTAL	4,659	100%

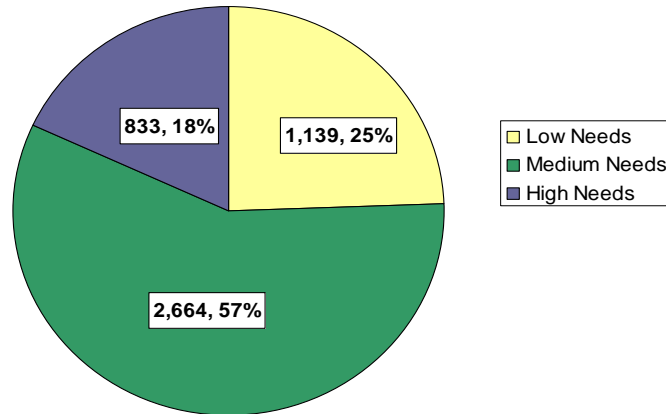
Assessed Needs

The majority of juveniles in state-operated detention facilities in 2007 were assessed to have “medium needs” (57%). Needs levels are determined in the same type of manner as risk (using an instrument with quantitative totals for responses given, see Attachment 2). Juveniles with higher needs levels often are referred to more programs and require more resources to offset the risk factors associated with delinquent development.

Needs Assesment Levels for Juveniles Detained: CY 2007

N = 4,636 Assessments, Missing Values=8

Source: NC-JOIN, Feb. 1, 2008



Needs Assessment Items

Y1. PEER RELATIONSHIPS.

Friends and associates of adolescents have a strong influence on their behavior. One item on the needs assessment instrument taps into the type of relationship and type of peer group the juvenile being assessed possesses. Ninety-three percent of assessments revealed negative or anti-social relationships with peers.

PEER RELATIONSHIPS		
Source: NC-JOIN, Feb. 1, 2008		
Peers usually provide good support and influence.	348	7%
Youth is rejected by pro-social peers.	327	7%
Youth sometimes associates with others who have been involved in delinquent/criminal activity.	1,467	32%
Youth regularly associates with others who are involved in delinquent/criminal activity.	1,535	33%
Youth is a gang member, or associates with a gang.	967	21%
TOTAL	4,644	100%

Y2. SCHOOL BEHAVIOR/ADJUSTMENT

The following needs assessment information depicts the academic/school related challenges associated with juveniles detained in state detention facilities. The figures below show that the majority of youth the Department monitors in secure detention have not done well in traditional school settings and/or they have unidentified/unattended to needs.

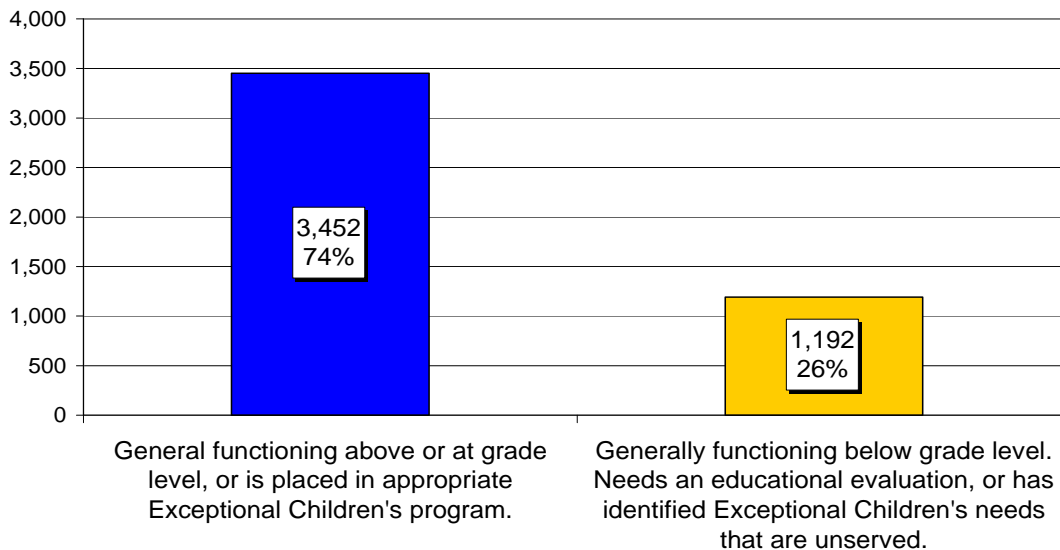
SCHOOL PROBLEMS Source: NC-JOIN, Feb. 1, 2008		
No problems – attends regularly, or graduated, or has GED.	350	8%
Minor problems – work effort is lacking, or disciplinary problems handled by teacher/school personnel, or 1-3 unexcused absences/truancy.	456	10%
Moderate problems – 4 to 10 unexcused absences, or received 1 or more in-school suspension(s), or 1 short-term suspension for less than 10 days.	811	16%
Serious problems – dropped out of school, or been expelled, or received more than one short-term suspension, or one long-term suspension (10 days or more), or has more than 10 unexcused absences.	3,027	65%
TOTAL	4,644	100%

Y3. GENERAL ACADEMIC FUNCTIONING.

Related to common developmental problems is the condition of general academic functioning. Thirty-six percent of all distinct juveniles who went to detention were classified as having Exceptional Children needs (Educational Services Division of the Department, 2008). These youth therefore are evidenced in both categories of the figure below.

General Academic Functioning

N = 4,644 Assessments
Source: NC-JOIN, Feb. 1, 2008



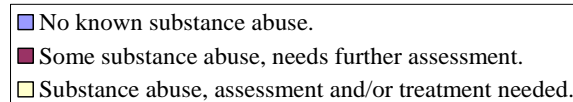
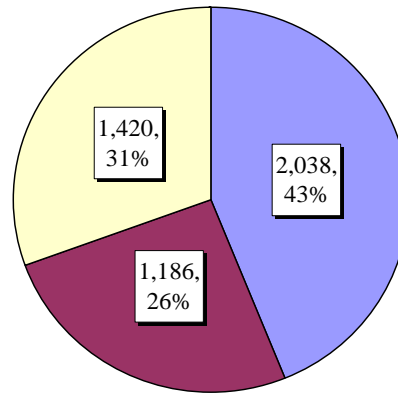
Y4. SUBSTANCE ABUSE WITHIN PAST 12 MONTHS. (NOT INCLUDING TOBACCO).

Over half of the needs assessments (69%) conducted on juveniles in state-operated detention centers revealed evidence of substance abuse issues that may or may not have received treatment.

Substance Abuse Within the Past 12 Months: CY 2007

N = 4,644 Assessments

Source: NC-JOIN, Feb. 1, 2008



Y5. JUVENILE PARENT STATUS.

Recognizing the challenges adolescence brings, it is even more difficult to develop fully when the youth is a parent at a young age. The table below shows that of the needs assessments administered in 2007, approximately 2% were parents or expectant parents.

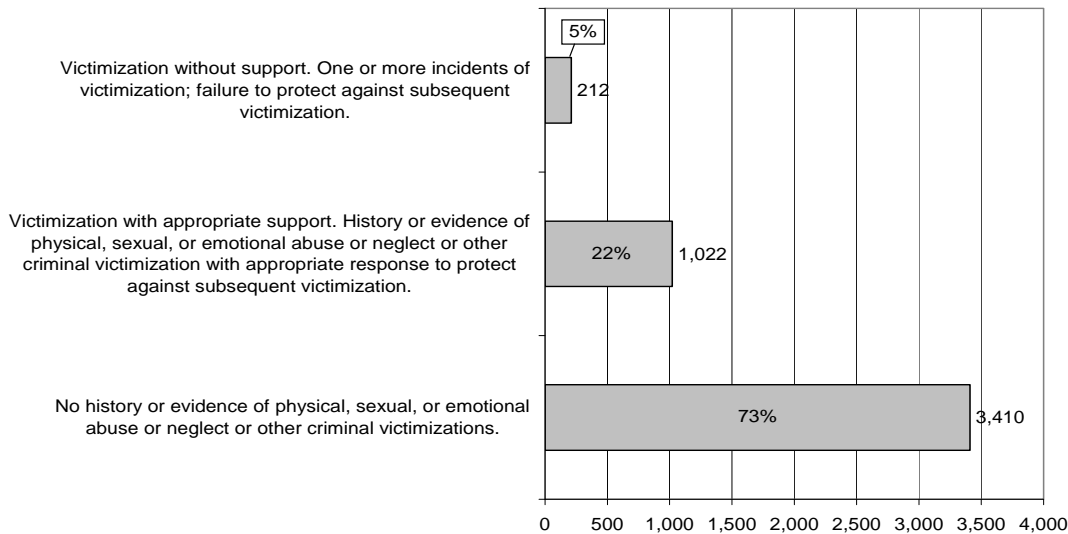
JUVENILE PARENT STATUS		
Source: NC-JOIN, Feb. 1, 2008		
Juvenile is not a parent.	4,557	98%
Juvenile is a parent, but does not have custody of child.	29	.6%
Juvenile is a parent or an expectant parent but has adequate child care support.	36	.8%
Juvenile is a parent or an expectant parent but does not have adequate child care support.	22	.5%
TOTAL	4,644	100%

Y6. HISTORY OF VICTIMIZATION BY CAREGIVERS OR OTHERS.

Growing up in an abusive home can be detrimental to one’s ability to develop a healthy psyche and therefore be able to have coping mechanisms that do not lead to substance abuse or other forms of delinquency. Of the juveniles assessed in 2007, 27% of assessments had a reported history of victimization.

History of Victimization by Caregivers or Others

N=4,644 Assessments
Source: NC-JOIN, Feb. 1, 2008



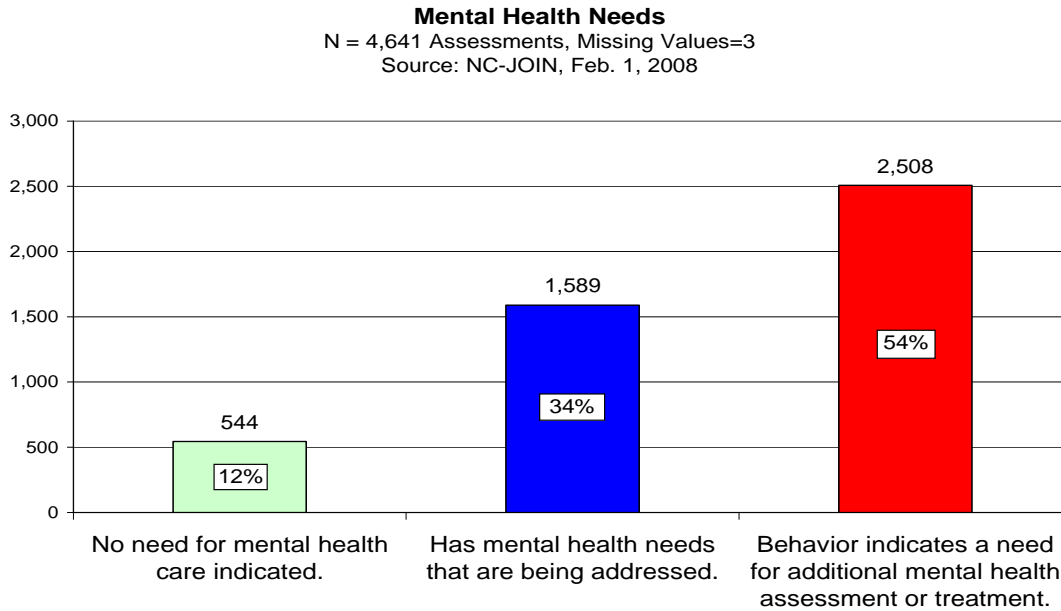
Y7. SEXUAL BEHAVIOR DURING THE PAST 12 MONTHS.

Behavioral practices/habits of juveniles can affect their physical and mental health. The table below shows the proportion of assessments that report exhibition of dangerous sexual behavior.

SEXUAL BEHAVIOR DURING THE PAST 12 MONTHS		
Source: NC-JOIN, Feb. 1, 2008		
No apparent problem.	3,758	80.9%
Behavior that needs further assessment such as use of pornography, obscene phone calls, voyeurism, uses sexually explicit language or gestures or other ____.	214	4.6%
Engages in sexual practices that are potentially dangerous to self or others.	538	11.6%
Youth's sexual adjustment/behavior results in victimization of others. May use sexual expression/behavior to attain power and control over others.	134	2.9%
TOTAL	4,644	100%

Y8. MENTAL HEALTH.

Quite common in secure custody settings is the recognition that youth who are involved with delinquency tend to have higher mental health needs. The same is true of the population of offenders housed in our state detention facilities. Eighty-eight percent (88%) of needs assessments evidenced that the juvenile had mental health needs, 54% of which (2,508 assessments) had not received additional assessment or treatment.



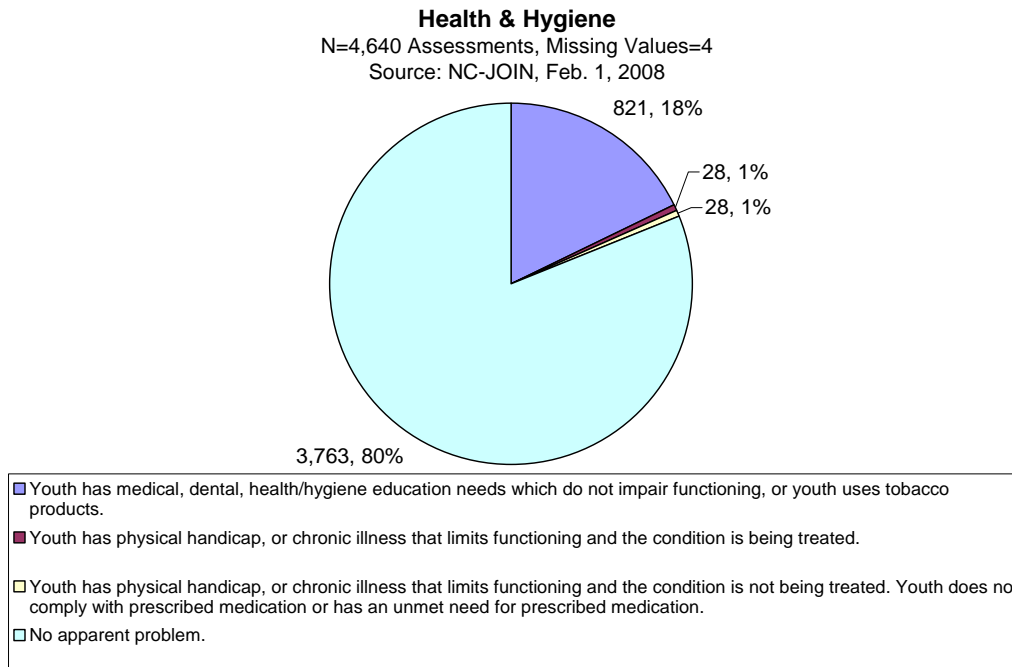
Y9. BASIC PHYSICAL NEEDS/INDEPENDENT LIVING.

Eighteen percent of the needs assessments in 2007 revealed that youth were not living with their parents.

BASIC PHYSICAL NEEDS/INDEPENDENT LIVING		
Source: NC-JOIN, Feb. 1, 2008		
Youth is living with parents, guardian or custodian. Basic needs for food, shelter and protection are met.	3,702	79.7%
Youth is in temporary residential care or shelter, or living independently with basic needs for food, shelter and protection are being met.	827	17.8%
Youth is living with parents, guardian or custodian. Basic needs are not being met. Food needs not being met, shelter needs not met, protection needs not met.	27	.6%
Youth is living independently. Basic needs are not being met. Food needs not met, shelter needs not met, protection needs not met.	88	1.9%
TOTAL	4,644	100%

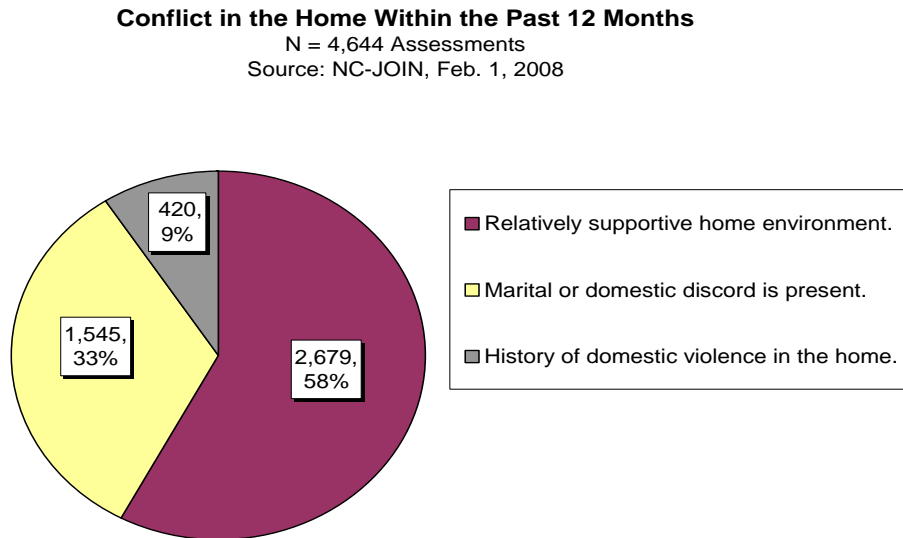
Y10. HEALTH & HYGIENE (EXCLUDING MENTAL HEALTH CONDITIONS).

The majority (80%) of juveniles assessments reported having no physical health or hygiene impairments/issues.



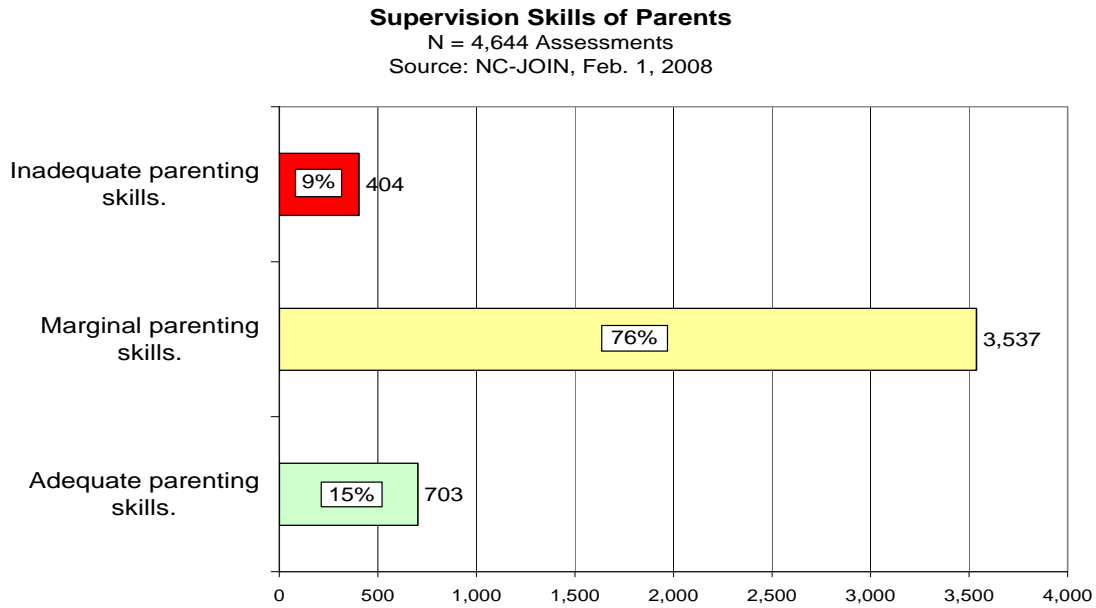
F1. CONFLICT IN THE HOME WITHIN THE PAST 12 MONTHS.

Below is the level of reported conflict within detained youth’s homes for the previous 12 months. The majority (58%) have a relatively supportive home environment.



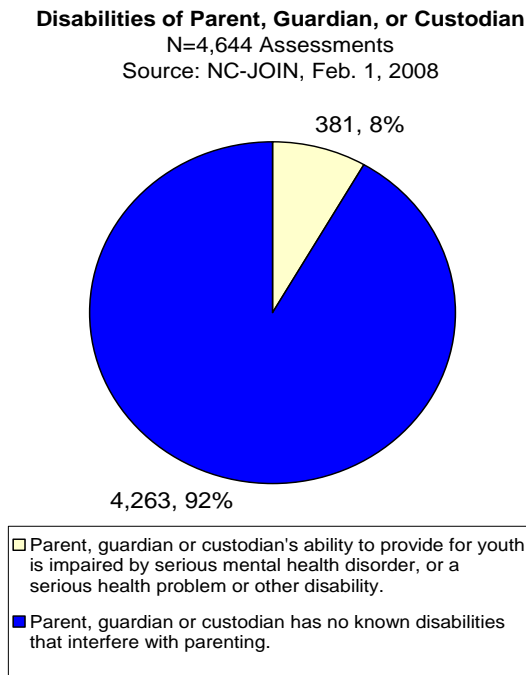
F2. SUPERVISION SKILLS

The following figure shows the reported skill level of parents of detained juveniles. A small proportion (15%) reported having adequate parenting skills.



F3. DISABILITIES OF PARENT, GUARDIAN, OR CUSTODIAN.

The majority (92%) of the juvenile assessments have parents that are not impaired by mental or physical health disorders.

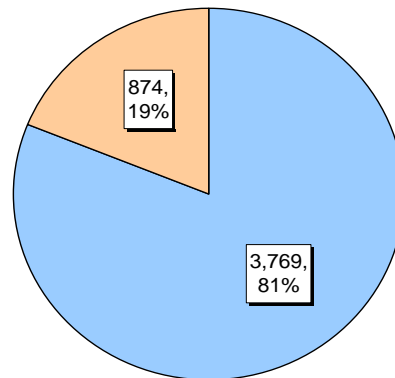


F4. SUBSTANCE ABUSE WITHIN THE PAST 3 YEARS BY HOUSEHOLD MEMBERS (NOT INCLUDING THE JUVENILE).

One of the connections to positive development is the behavior of other family members. Of the juveniles assessed, 19% had one or more family members that have recently abused alcohol or drugs.

Substance Abuse Within the Past 3 Years by Household Members

N = 4,643 Assessments, Missing Value=1
Source: NC-JOIN, Feb. 1, 2008



No evidence of alcohol or drug abuse.
 One or more household members abuse alcohol or drugs.

F5. FAMILY CRIMINALITY.

Also of influence is the history of delinquency and criminality in the family.

FAMILY CRIMINALITY		
Source: NC-JOIN, Feb. 1, 2008		
No family member (including siblings) has been convicted/adjudicated for criminal acts.	2,397	51.6%
Parents, guardian or custodian and/or siblings have record of convictions/adjudications.	1,632	35.1%
Parent, guardian or custodian and/or siblings are currently incarcerated, or are on probation or parole or are gang members.	615	13.2%
TOTAL	4,644	100%

Conclusion

Risk and needs assessments from calendar year 2007 of juveniles detained showed that juveniles had problems with substance abuse; mental health diagnoses and needs for further assessment and treatment; school problems in terms of truancy and suspension/expulsion; familial conflict; familial criminality; and previous complaints filed on themselves; as well as previous adjudications for various type of offenses in their offense histories. Almost one third (31%) of risk assessments on youth in state-operated detention facilities showed the youth assessed were at “high risk”, almost half (46%) were deemed “medium risk”, and 23% were “low risk” of re-offending. On the scale of needs, 18% had “high needs”, 57% had “medium needs, and 25% had “low needs”.

As discussed in this section, the majority of offenses related to “delinquent before disposition” detention admissions were for person or property offenses. The myriad of risks and needs that offenders possess, the reasons they are in detention, and the length of time they remain in secure detention are all important factors to determine the most appropriate staffing levels to safely maintain the secure environment.

(3) Whether staff levels are appropriate for the number and types of offenders housed in the facility.

Section three of the reports discusses the current staff levels and the types of offenders supervised in state-operated detention facilities. An examination of the number of beds and the number of staff to adequately supervise the juveniles in those beds is discussed first. Subsequent will be a discussion of the characteristics of the offenders and the related staffing needs.

The Department’s nine state-operated detention facilities are located in both urban and rural counties. The bed capacities range from 14 beds at Buncombe Juvenile Detention Center located in Asheville to 30 beds at Richmond Juvenile Detention Center located in Rockingham. Four detention facilities located in Alexander, Gaston, Perquimans, and Wake counties are 24-bed centers. Three detention centers located in Cumberland, New Hanover, and Pitt counties are 18-bed facilities. The design bed capacity for the nine state-operated detention centers is 194 beds. The *Law v. Britt*, No. 93-300-CT-BR (E.D. N.C. 1995) (Denson, Arb.) Agreement with the former Department of Human Resources, Division of Youth Services sets forth that detention centers can be operated at up to 20% over designed capacity. Yet operating over designed capacity endangers the safety of the staff as well as increases the likelihood of an escape. Figures in the table below indicate the design bed capacity and the 20% above bed capacity at each state-operated detention facility.

20% above design capacity is an exact percentage of the beds allotted to each facility in 1995. Since 1995 National Center for Juvenile Justice, some facilities have been legislatively approved to add more beds. This has caused the overall number of beds, and the number of beds at some facilities to not be mathematically equivalent to 20% over the current design capacity number.

State-Operated Facility	Design Bed Capacity	20% Above Design Bed Capacity
Alexander	24	29
Buncombe	14	18
Cumberland	18	23
Gaston	24	29
New Hanover	18	23
Perquimans	24	29
Pitt	18	23
Richmond	30	36
Wake	24	29
Total State Beds	194	239

Number and Types of Offenders

Approximately 4,000 distinct juveniles have been admitted annually to state-operated detention centers. These juveniles have multiple problems within the school and family contexts. Risk and needs assessment totals given in section two of this report detail the level of problems exhibited by juveniles admitted to state-operated detention facilities. Almost one third (31%) of risk assessments on youth in state-operated detention facilities showed the youth assessed were at “high risk”, almost half (46%) were deemed “medium risk”, and 23% were “low risk” of re-offending.

Risk assessments from calendar year 2007 of juveniles detained showed that juveniles had: substance abuse issues; mental health diagnoses (treated and untreated); lack of functionality in school; homes that have conflict; and previous adjudications in their offense histories that include but not limited to Assaults, Resisting Public Officers, Assault on Government Officials/Employees, Assault with a Deadly Weapon, Assault and Battery, Robbery with a Dangerous Weapon. As discussed in section two, the majority of offenses related to “delinquent before disposition” detention admissions were person or property offenses. These juvenile offenders, as a whole, present the need for well-trained, certified and adequately numbered staff to best provide safety for all who are in state-operated facilities.

Admissions by Reason

Each admission for calendar years 2003 to 2007 is given below by the category of “reason for detention”. These data show the purpose for the volume of admissions. The top three categorical reasons for admissions are: 1) Delinquent before disposition; 2) Dispositional (5 days); and 3) Dispositional (14 days). The following components are important for understanding the table:

- Dispositions of up to 5, 24-hour periods are for Level I offenders
- Dispositions of up to 14, 24-hour periods are for Level II offenders
- Writ of Habeas Corpus is the reason for admission of juveniles currently committed to the Department’s youth development centers attending criminal court hearings
- Reservation admissions are for juveniles from the Cherokee Indian Reservation (CIR)
- Deportation admission was for a juvenile under federal jurisdiction

Reasons for Detention Admission: CY 2003-2007					
Source: NC-JOIN, Feb. 1, 2008					
Reason for Detention	2003	2004	2005	2006	2007
Contempt of Court - Criminal	6	12	3	10	3
Contempt of Court - Undisciplined	137	114	75	97	68
Delinquent before disposition	2,020	2,295	2,056	2,521	2,320
Deportation				1	0
Dispositional (5 days)	1,300	1,187	1,160	1,137	947
Dispositional (14 days)	851	712	718	730	697
Dispositional (28 days)	215	121	138	150	140
Failure to Appear	300	237	249	223	219
Out-of-State Runaway	90	106	79	108	72
Reservation - Delinquent				22	31
Reservation - Undisciplined				25	21
Return from run	80	22	6	9	3
Transfer to Superior Court	20	31	34	27	44
Writ of Habeas Corpus	0	6	8	4	5
YDC Commitment	491	381	316	397	430
YDC Court					3
YDC Special Management		30	32	10	9
Undisciplined	404	524	535	536	545
Total Admissions	5,914	5,778	5,409	6,007	5,557

ALOS by Reason

The average length of time spent in state facilities for each reason in calendar years 2006 and 2007 are listed below (in days). “Transfer to Superior Court” causes the longest length of stay (average of 90 days), followed by Delinquent before Disposition and YDC Special Management (average of 15 days).

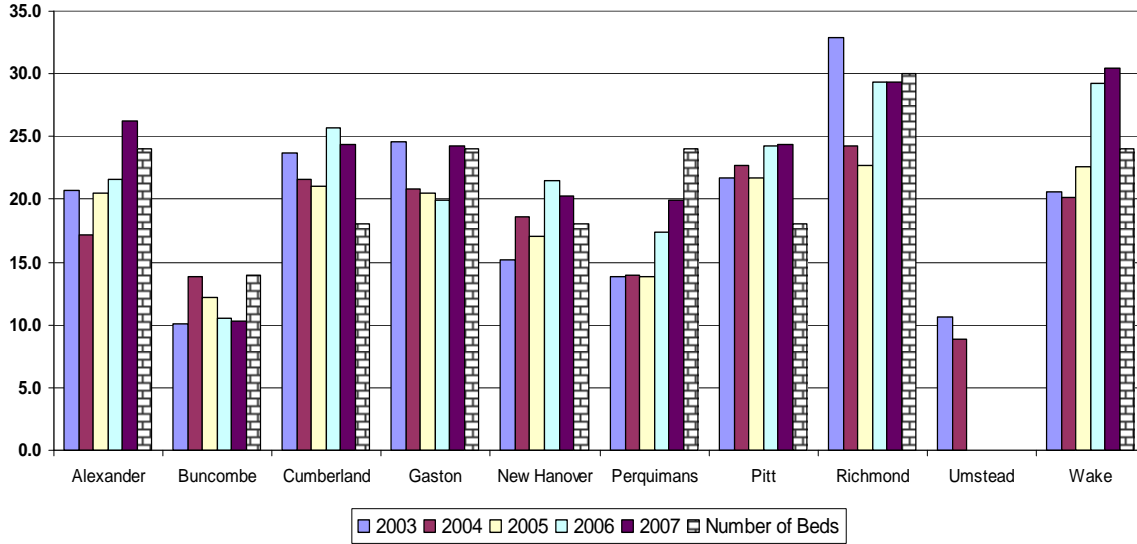
Average Length of Stay (ALOS) by Reason: CY 2006 & CY 2007 Source: NC-JOIN, Feb. 1, 2008	
Detention Reason	ALOS (days)
Contempt of Court - Criminal	8
Contempt of Court - Undisciplined	2
Delinquent Before Disposition	15
Deportation	4
Dispositional (5, 24 hour periods)	3
Dispositional (14, 24 hour periods)	7
Dispositional (28 days)	13
Failure to Appear	11
Out-of-State Runaway	8
Reservation - Delinquent	6
Reservation - Undisciplined	7
Return from Run	2
Transfer to Superior Court	90
Undisciplined	1
Writ of Habeas Corpus	6
YDC Commitment	12
YDC Court	1
YDC Special Management	15

Average Daily Population

In conjunction with the increase in the ALOS for juveniles in detention, there has been an increase in the ADP at the state-operated detention facilities. **The ADP per state-operated facility has increased since 2003 for 7 of the 9 detention centers. Increases have also been evident since 2005 in 8 of the 9 state detention centers.** The information below depicts the ADP in relation to the number of available beds per facility.

Average Daily Population by State-Operated Facility: 2003-2007

Source: NC-JOIN, Jan. 25, 2008



Average Daily Population, By Facility: 2003-2007

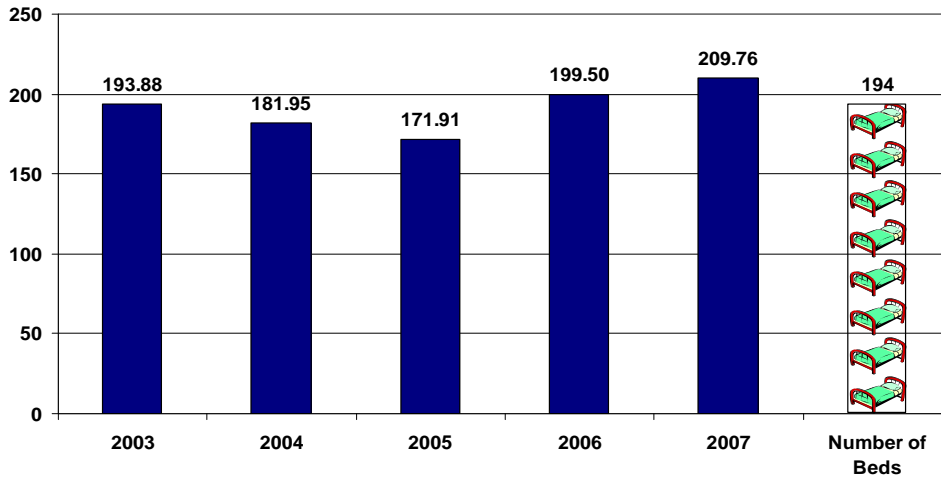
Source: NC-JOIN, Jan. 25, 2008

Facility	2003	2004	2005	2006	2007	Number of Beds
Alexander	20.7	17.2	20.4	21.6	26.3	24
Buncombe	10.0	13.9	12.1	10.5	10.3	14
Cumberland	23.7	21.6	21.1	25.7	24.4	18
Gaston	24.5	20.8	20.4	20.0	24.3	24
New Hanover	15.2	18.6	17.0	21.5	20.3	18
Perquimans	13.9	13.9	13.9	17.4	20.0	24
Pitt	21.7	22.7	21.7	24.2	24.4	18
Richmond	32.9	24.2	22.7	29.3	29.4	30
Umstead	10.6	8.8				0
Wake	20.6	20.2	22.6	29.3	30.4	24
TOTAL	193.8	181.9	171.9	199.5	209.8	194

The increases in ALOS for each facility have driven the State's increase in ADP. Since 2003, seven of the nine facilities have seen an increase in their ADP. During calendar year 2006, four of the state facilities, Cumberland, New Hanover, Pitt, and Wake, had an ADP at or above their bed capacity. In calendar year 2007 six facilities, Alexander, Cumberland, Gaston, New Hanover, Pitt, Richmond and Wake, had an ADP at or above their bed capacity. Three of the facilities, Cumberland, Pitt, and Wake, had an ADP of more than 20% above their bed capacity.

**Average Daily Population for All State-Operated Facilities
CY 2003-2007**

Source: NC-JOIN, Jan. 25, 2008



The total design bed capacity for the nine state-operated detention facilities is 194 beds. During calendar years 2006 and 2007, the ADP for the state facilities was 193.88 and 209.76, respectively. The increase in total ADP for the past few years causes concern for staffing needed to adequately supervise the growing population of juveniles in detention. Increases in ADP create safety concerns for both staff and students, and strain resources which results in a negative impact on facility operations and management.

Staffing Details

Staff	Day Shift	Evening Shift	Night Shift
Administrative Services Assistant	1	0	0
Cook	1	0	0
Counselor Technicians	3	4	3
Director	1	0	0
Human Services Coordinator	1	0	0
Maintenance staff*	1	0	0
Processing Assistant**	1	0	0
Shift Supervisor	1	1	0
Teacher***	2	0	0
Teacher Aide****	1	0	0

* Only two facilities have a Maintenance Staff position
 ** Only one facility has a Processing Assistant position
 *** Facilities with two wings have two teachers.
 **** Only one facility has a Teacher Aide.

Each of the nine state-operated detention centers is in operation three eight-hour shifts per day, seven days a week. The Department’s policy requires that staff on duty be the same sex of the juveniles detained at the facility. The nine state-operated detention centers are co-ed facilities and require a male and female to be on duty at all times. The shifts are staffed with a minimum of three youth services counselor technicians (direct care workers) on each shift. Staff on day

shift includes three youth services counselor technicians, one shift supervisor, one human services coordinator and a teacher. Facilities with two separate wings have two teachers working day shift. In addition, the administrative and food services staff are on duty during the day shift. The evening shift staff includes three, and at times, four youth services counselor technicians and a shift supervisor. The night shift is staffed with mostly youth services counselor technicians.

The current staffing pattern of three to four youth services counselor technicians per shift is not adequate to provide the level of supervision, security and safety at minimum population level. When 20% maximum population is attained, staff and juveniles are at high risk from violent behavior and escape. The majority of staff at the detention facilities are youth services counselor technicians, staff that provide direct care, supervision, and security to juveniles housed at the facilities. The duties and responsibilities of the youth services counselor technician not only include monitoring and supervising juveniles in their daily activities, they are also responsible for the admission and release of juveniles from the facilities. When a juvenile is admitted to the facility, a staff member must leave the activity area to admit the juvenile, often leaving only two staff members to supervise eighteen or more juveniles. This process repeats itself when a juvenile is released from the facility. In addition to the intake and release duties and responsibilities, youth services counselor technicians are responsible for preparing and serving meals in the absence of child nutrition staff. Staff leaving the activity area to prepare meals often leaves two direct care staff to supervise eighteen or more juveniles.

Staff Positions In State-Operated Facilities: 2007				
State-Operated Facility	Bed Capacity	Shift Supervisors	Full-Time Counselors	Part-Time Counselors
Alexander	24	2	20	0
Buncombe	14	2	12	1
Cumberland	18	2	16	0
Gaston	24	3	23	0
New Hanover	18	2	14	1
Perquimans	24	2	17	1
Pitt	18	2	11	8
Richmond	30	3	21	2
Wake	24	3	18	2
TOTAL	194	21	152	15

When factors such as sick leave, vacation leave, training and vacancies are considered, current staffing levels at the facilities fall well below the departmental recommendation of a 1:4 staff-juvenile ratio needed to maintain safety and security. The table below shows the number of staff by detention facility ranging from twenty-one staff at Buncombe to thirty-three staff at Richmond. This figure does not reflect the available staff who can provide direct care to juveniles because it includes criminal justice-certified staff as well as non-certified staff. By statute, non-certified staff members (administrative assistants; food services; and maintenance staff) are not allowed to supervise juveniles in detention. Almost a third of staff in state-operated facilities (31.5%) are not direct care staff. Twenty-two staff members or 9% of the staff are non-certified. The inclusion of non-certified staff and non-direct care gives the illusion that the facilities have adequate staffing levels which is far from reality.

	ALEXANDER	BUNCOMBE	CUMBERLAND	GASTON	NEW HANOVER	PERQUIMANS	PITT	RICHMOND	WAKE
	24 beds	14 beds	18 beds	24 beds	18 beds	24 beds	18 beds	30 beds	24 beds
Administrative Services Assistant	1	1	1	1	1	1	1	0	1
Cook	2	1	1	0	1	2	0	2	1
<i>Counselor Technicians*</i>	<i>20</i>	<i>13</i>	<i>16</i>	<i>23</i>	<i>15</i>	<i>17</i>	<i>19</i>	<i>22</i>	<i>20</i>
<i>Director</i>	<i>1</i>	<i>1</i>	<i>1</i>	<i>1</i>	<i>1</i>	<i>1</i>	<i>1</i>	<i>1</i>	<i>1</i>
<i>Human Services Coordinator</i>	<i>1</i>	<i>1</i>	<i>1</i>	<i>1</i>	<i>1</i>	<i>1</i>	<i>1</i>	<i>1</i>	<i>1</i>
Maintenance staff	0	1	0	0	0	0	0	1	0
Processing Assistant								1	
<i>Shift Supervisor*</i>	<i>2</i>	<i>2</i>	<i>2</i>	<i>3</i>	<i>2</i>	<i>2</i>	<i>2</i>	<i>3</i>	<i>3</i>
<i>Teacher*</i>	<i>2</i>	<i>1</i>	<i>1</i>	<i>2</i>	<i>1</i>	<i>2</i>	<i>1</i>	<i>2</i>	<i>2</i>
Teacher Aide	0	0	0	0	1	0	0	0	0
Direct Care Staff Total**	24	16	19	28	19	21	22	27	25
All Staff Total	29	21	23	31	23	27	25	33	29

**Italics denote certified positions.*

Staffing Needs

Each of the nine detention facilities needs a minimum of three additional full-time youth services counselor technician positions to improve supervision, security, and safety in all state-operated facilities. The additional youth services counselor technician positions will increase shift coverage from three to four youth services counselor technicians on the morning shift and four to five staff on the evening shift. Additionally, the positions will provide supplementary staff for the night shift when the least number of staff are on duty. The additional three youth services counselor technician positions will enable the detention facilities to appropriately staff each shift when employees are away from the facility, i.e., sick and vacation leave, training, and vacancies. In total, an additional twenty-seven youth services counselor technician positions are needed for the nine state-operated detention facilities.

In addition to the three youth services counselor technician positions at each of the facilities, six of the nine detention facilities, Alexander, Buncombe, Cumberland, New Hanover, Perquimans, and Pitt need a lead staff or a cottage parent supervisor for the night shift during juvenile sleeping hours. Currently, these facilities do not have a staff member on night shift who is responsible for providing supervision of staff and ensuring that the duties and responsibilities (conducting 15 minute room checks of juveniles, admitting and releasing juveniles from the facilities, writing behavior and court reports, and housing/cleaning duties) of the shift are completed. The cottage parent supervisor is a critical position and will function as the supervisor for third shift. The position is the on-duty contact for juvenile and staff emergencies, law

enforcement agencies, and parents. Additionally, with the new escape statute, the cottage parent supervisor is responsible for notifying law enforcement and the media if a juvenile escapes from the detention facility. The other three detention facilities, Gaston, Richmond, and Wake currently have three shift supervisor positions on staff. The three positions allow the facilities to operate with a supervisor on each shift, most of the time.

Child nutrition is another area where staffing is inadequate in the detention facilities. Currently only two of the nine detention facilities, Richmond and Alexander, have two full-time food services staff who work seven days a week. Perquimans Juvenile Detention has one full-time and one half-time food services staff that work seven days a week. Four of the nine detention facilities, Buncombe, Cumberland, New Hanover, and Wake have one full-time food services staff who works Monday – Friday. On weekends, holidays and when the food services staff is on sick and vacation leave, youth counselor technicians at these facilities are responsible for preparing and serving meals three times a day. These duties are shared by all staff; however the primary staff preparing and serving meals are youth services counselor technicians. Anytime a direct care staff has to leave a post, the probability of juveniles' misbehavior increases. Juveniles know inadequate supervision exists when fewer "eyes" are monitoring and supervising them. These are dangerous times in regards to staff and student safety. The Department is recommending four full-time food services staff/cook II positions, one for each detention facility with one food services staff position. The additional four cooks at these facilities will allow youth services counselor technicians to remain in the activity area with the juveniles before, during and after meals are served. The other two facilities, Gaston and Pitt, contract for their meals. A concern with the contractual arrangement is that staff has to leave the facility to go pick up the meals three times a day at Pitt and twice a day at Gaston. This again takes staff away from their primary job responsibilities of monitoring and supervising juveniles housed at the facility. Leaving the facility is a safety and security concern for the two or three staff left at the facility. Staff having to leave the facility provides juveniles with another opportunity to be disruptive and misbehave knowing that there is less staff at the facility to monitor their behavior. The addition of the three youth services counselor positions will not alleviate this concern; however they will provide additional staff coverage and supervision when staff is required to leave to pick up meals.

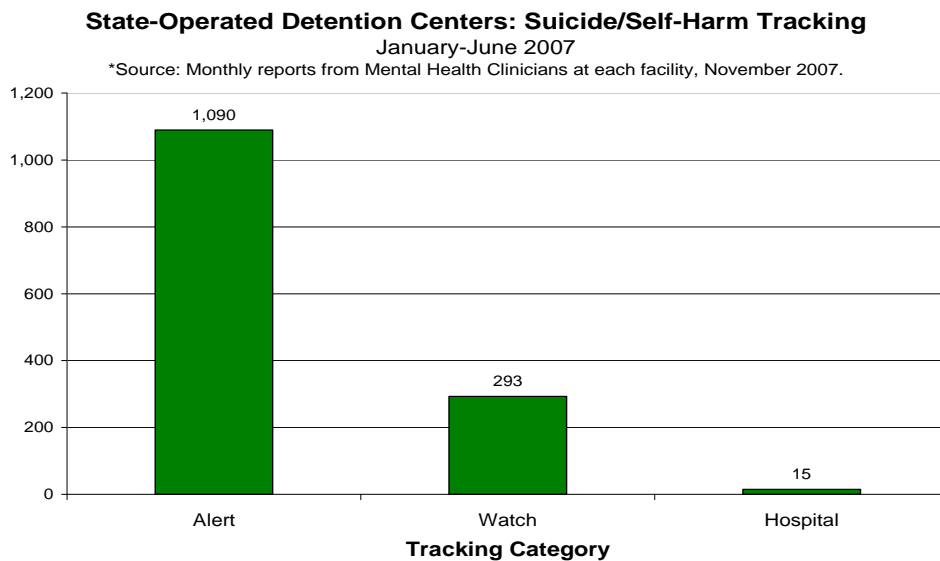
Mental Health Staffing Needs

Providing adequate and appropriate mental health needs for the nine detention facilities continues to be a concern. The Department currently contracts medical service for eight of the nine detention facilities. Perquimans has a part-time nurse on staff; however, due to its rural location, hiring a nurse for the facility is difficult. Two detention facilities, Richmond and Cumberland, have had a difficult time contracting with local medical providers. Richmond has been the most difficult facility to obtain a contractual medical provider because of its rural location. The major challenge faced at Cumberland is that the facility is constantly 20% or more above capacity. The facility currently contracts with a local agency to provide medical services to juveniles; however, the Department believes hiring a full-time nurse would be more cost effective.

Available research on the mental health needs of delinquent juveniles indicates that as many as 75% of juvenile offenders have one or more mental health disorders. Nationally, as mental health treatment and placement options become less available, more juveniles needing psychiatric or residential treatment options are showing up in juvenile detention facilities. Many

of these youths are staying in the juvenile justice system rather than being transferred to mental health placements. North Carolina does not have a sufficient number of mental health beds for assaultive aggressive youth. A recent news report was very critical of the States inability to place a 14 year old juvenile in residential mental health care over a period of 60 days. This trend has certainly been true also of North Carolina's juvenile justice system.

In general, juveniles placed in detention centers tend to be at a higher risk for self-harm than juvenile populations in other settings. As the number of juveniles with mental health needs placed in these facilities increases, this risk is compounded. The figure below illustrates the total number of juveniles in state-operated detention facilities over a six-month period placed on suicide alert (10-minute check), suicide watch (constant supervision), or hospitalized related to assessment for suicidal risk. National Research indicates that youth in secure detention are at a higher risk for suicide.



Currently, each of the nine detention facilities maintains a contract for mental health services with a local mental health provider for up to 20 hours per week. In addition to the 20 hours being insufficient to meet the rising mental health needs of juveniles in the detention facilities, there are also a number of concerns associated with obtaining mental health services via contract:

- Contract clinicians are less likely than full-time mental health staff to be aware of Department policies and are less likely to adhere to policy even when they are. These clinicians are less available for Departmental training and more difficult to hold accountable than full-time mental health employees.
- Contract clinicians' turnover frequently, thus exacerbating the above-noted issue and requiring facility-specific training and orientation to be provided by facility staff.
- Hiring mental health clinicians would be more cost-effective than contracting for the same services.

- Many of the contracts are with agencies rather than individual providers. Mental health services at these detention facilities are provided by various clinicians with varying levels of skills and training. This constant change in clinicians hampers the ability of staff and juveniles to develop effective working relationships.
- While the vast majority of juveniles in detention centers have mental health needs, contract clinicians are most often available only to juveniles identified via an intake screening or those placed on special suicide status.
- Other essential and necessary mental health duties and functions (group and individual counseling, additional (non-suicide related) follow-up to screenings and assessment, case management and referral) cannot be accommodated by the limited nature of the contract relationship.

To best meet the increasing mental health needs of juveniles in detention, the Department recommends a full-time licensed mental health clinician position for each of the nine state detention facilities. The duties and responsibilities of the mental health clinician would include the following:

- Screening and assessment including follow-up; with special regard to suicide screening, assessment, and follow-up;
- Crisis intervention;
- Individual, family (as appropriate) and group counseling (issue and skill-based);
- Case management, advocacy, and referral;
- Staff training on mental health issues and policy;
- Availability for Child and Family Teams (community) and Treatment Planning conferences as necessary; and
- Development and maintenance of relationship with the Local Management Entity (LME), community mental health resources, and psychiatric hospital(s) in the catchment area.

Education Staffing Needs

Education is another area where staffing levels are inadequate for the number and types of juveniles housed in the detention facilities. On any given day, there are more than fifteen juveniles to one teacher at the nine state-operated detention facilities. Many of these juveniles are in need of special education services (i.e., services for exceptional children). Based on the state average, two or three juveniles in each detention center would be expected to be eligible for special education services. According to 2007 data, 36% of students in state-operated detention facilities have Exceptional Children status (Educational Services Division of the Department, 2008).

In order to meet the requirements of the Individuals with Disabilities Education Act and state law, the Department is required to provide special education and related services to identified students. Special education means “specially designed instructions, at no cost to the parents, to meet the unique needs of the child with a disability....” Related services such as speech/language therapy must be provided if students require them in order to benefit from specially designed instructions. States are required to ensure the provisions of “full educational opportunity” to all children. The majority of youth in detention have missed significant periods

of school, are not successful in school, and have behaviors that may interfere with learning. The most recent report on short and long term suspension shows that during the 2006-2007 school year 4478 students were given long term suspensions and 157,406 students given short term suspensions. Many youth in detention are suspended from public schools.

Currently there are four teachers in the nine state detention facilities who are licensed in the area of exceptional children. Five additional teachers¹ licensed in exceptional children are needed in order to meet the requirements of the Individuals with Disabilities Education Act and state law, so that each center would have one licensed teacher able to provide appropriate special education services.

Conclusion

The past few years have brought on increasing challenges for operating detention facilities. The juveniles in detention are staying longer, yearly fluctuations in the number of admissions are occurring, and mental health reform efforts appear to be resulting in more youth with serious mental health issues being sent to state detention centers. All the while, educational and therapeutic services are rendered to as many youth as possible as required by state law. Collectively, the requirements and challenges have brought the Department to a place of re-examining the staffing levels and insuring that the most adequate type of staff are providing the supervision and security needed to uphold the mission of state-operated detention facilities.

The summary position of the Department is that the following components are needed to improve system functionality:

- **27 Youth Services Counselor Technician Positions;**
- **9 Licensed Mental Health Clinicians**
- **6 Cottage Parent Supervisor Positions;**
- **4 Teaching Positions with Exceptional Children Licensure;**
- **4 Food Services Positions; and**
- **1 Nurse.**

Without these positions, the State of North Carolina is placing staff and juveniles at risk of encountering violent and dangerous situations including assault and escape.

¹ Four positions are recommended, as one position is occupied by a teacher that with a new hire, will allow an EC licensed replacement.

(4) Whether the center has adequate housing capacity.

Section four of the report addresses the bed capacity of the state detention facilities. Calendar year 2007 maintained ADP totals above capacity at six of nine facilities. This is two more facilities above average capacity totals for 2006 and four more facilities over capacity than 2005. The safety of staff and students demands consideration for additional beds.

The designed housing or bed capacity of the nine state-operated detention centers is 194 beds. However, the *Law v. Britt*, No. 93-300-CT-BR (E.D. N.C. 1995) (Denson, Arb.) Agreement sets forth that that detention centers can be operated at up to 20% over designed capacity which allows for a total of 239 beds. Again, as stated earlier, operating over designed capacity endangers the safety of the staff as well as increases the likelihood of an escape. The table below shows in more detail to the location, design bed capacity, and the 20% above bed capacity of each state-operated detention facility.

Facility	Location	Design Bed Capacity	20% Above Design Capacity	2007 ADP
Alexander	Taylorsville	24	29	26.3
Buncombe	Asheville	14	18	10.3
Cumberland	Fayetteville	18	23	24.4
Gaston	Dallas	24	29	24.3
New Hanover	Castle Haynes	18	23	20.3
Perquimans	Hertford	24	29	20.0
Pitt	Greenville	18	23	24.4
Richmond	Rockingham	30	36	29.4
Wake	Raleigh	24	29	30.4
TOTAL		194	239	209.8

Average Length of Stay (ALOS)

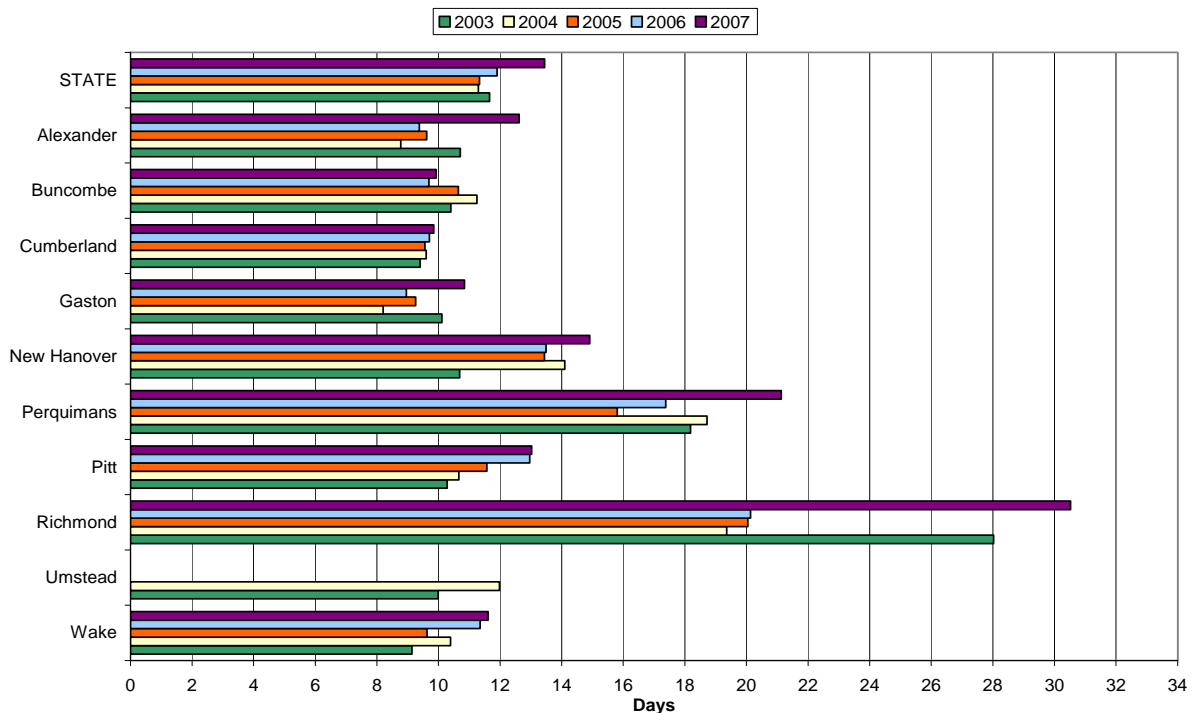
The ALOS is a very important trend to consider for estimating the impact of population change for the coming years and for determining the adequacy of current housing capacity. When juveniles are in detention longer, there are fewer beds available to handle an influx of admissions. The following notes are important to understand what is reflected in ALOS figures:

- 1) Richmond Detention Center houses juveniles that are awaiting trial in Superior Court (the length of stay can sometimes be for one year or more);
- 2) Umstead Detention Center closed due to budget cuts in September 2004 caused an increase in admissions at Wake Detention Center;
- 3) Counties in the Perquimans Detention Center's area do not have court very often causing length of stay to be longer; and
- 4) State-operated detention centers also house Youth Development Center (YDC) commitments awaiting processing at the Assessment and Treatment Planning Centers (ATPCs).

The data below are reported as the average number of days for the ALOS by facility. The ALOS for the State during calendar year 2007 was longer than previous years. **The total average for the state in 2007 was 13.4 days which is a 12.6% increase from 2006 when the ALOS was 11.9 days.** Perquimans and Richmond are the facilities with the longest ALOS. The evident increase in the length of stay over time strain resources and reduce safety, security, and control in the respective facilities.

Average Length of Stay by State-Operated Facility: CY 2003-2007

Source: NC-JOIN, Jan. 25, 2008



**Average Length of Stay by Facility: 2003-2007
(In days)**

Source: NC-JOIN, Jan. 25, 2008

Facility	2003	2004	2005	2006	2007	Increase from 2003 to 2007 (%)
Alexander	10.7	8.8	9.6	9.4	12.6	17.8%
Buncombe	10.4	11.3	10.6	9.7	9.9	-4.8%
Cumberland	9.4	9.6	9.6	9.7	9.9	5.3%
Gaston	10.1	8.2	9.3	9.0	10.8	6.9%
New Hanover	10.7	14.1	13.4	13.5	14.9	39.3%
Perquimans	18.2	18.7	15.8	17.4	21.1	15.9%
Pitt	10.3	10.7	11.6	13.0	13.0	26.2%
Richmond	28.0	19.4	20.0	20.1	30.5	8.9%
Umstead	10.0	12.0				N/A
Wake	9.1	10.4	9.6	11.3	11.6	27.5%

Statewide Average Length of Stay: 2003-2007 (In days) Source: NC-JOIN, Jan. 25, 2008						
	2003	2004	2005	2006	2007	Increase from 2003 to 2007 (%)
State ALOS	11.7	11.3	11.3	11.9	13.4	14.5%

As evident by the data provided, the Richmond facility houses juveniles for much longer stays than the other state-operated facilities. For clarity, the ALOS is provided for the state without inclusion of Richmond. The same pattern of increased length of stay, over time, remains.

Average Length of Stay in State-Operated Facilities: 2003-2007 (In days, without Richmond) Source: NC-JOIN, March 17, 2008						
	2003	2004	2005	2006	2007	Increase from 2003 to 2007 (%)
State ALOS	10.4	10.5	10.6	11.1	12.3	18.3%

Population Trends

In calendar year 2006, state-operated detention facilities had 6,007 admissions. In calendar year 2007, there were a total of 5,557 admissions to state facilities. Although there was a decrease of 450 admissions from 2006 to 2007, the ALOS for juveniles detained in detention increased from 11.9 days in 2006 to 13.4 days in 2007 (12.6% increase). Since calendar year 2003, the ALOS for juveniles housed in detention has increased from 11.7 days to 13.4 days. The ALOS for individual detention facilities in 2007 varied from 9.9 days at Buncombe and Cumberland Juvenile Detention Centers to 30.5 days at Richmond Juvenile Detention Center. The Richmond facility will be discussed in more detail later in the report (see Attachment 3).

Three of the Department's facilities, Cumberland, Pitt, and Wake, are constantly at or above their population capacity level. **During the past two calendar years, 2006 and 2007, Cumberland's ADP was 25.7 and 24.4 juveniles, respectively; Pitt's ADP for the two years was 24.2 and 24.4 juveniles per day. Wake's population averaged 29.3 and 30.4 during the past two calendar years. The Cumberland and Pitt facilities have a housing capacity of 18 beds; however, during the past two years they have housed six more juveniles per day than their bed capacity. The Wake facility's ADP also totaled six more juveniles than its 24 beds.**

Impact of Large Populations

The increase in the ADP at the state detention facilities has strained the Department's resources and has directly impacted the facilities' operations and management. Due to overcrowding at Cumberland, New Hanover, Pitt, and Wake facilities, the Department has had to transfer juveniles to other state detention facilities that are less crowded. The transferring of juveniles to other detention facilities not only places juveniles farther away from their families, it also reduces contact with their attorneys, social workers, mental health workers, and court counselors.

Additionally, a safety and security become concerns when the juvenile has to be transported back to their home district for court hearings and medical and mental health appointments.

Other issues with facilities housing juveniles over their bed capacity are the safety and security risks of having juveniles share a room. **Whenever two juveniles have to share a room, there is always the potential danger of one or both juveniles being assaulted, sexually abused, or plotting to assault staff or escape from the facility.** A number of juveniles admitted to detention have a history of assaultive behavior (36% of risk assessments, n=4,660), complaints for sex offenses (in 2006, 2.9%, or 195 offenses related to detention admissions), or mental health needs that require additional assessment or treatment (54% of needs assessments, n=4,641). Current Department policy does not allow juveniles with histories of assaultive behavior, sex offenses, or suicidal behavior to share a room with other juveniles. Assignment of rooms and/or roommates becomes a difficult task for staff and management at facilities that are constantly above bed capacity. Juveniles with the mentioned issues often have to be transferred to other less crowded facilities that can provide individual room assignment.

Another concern with housing capacity of the state detention facilities is the design of the facilities. Most of the facilities are not designed to meet the needs of the Department nor of today's youth that are placed in the facilities. **Juveniles are housed in facilities designed for eighteen but, on average, house twenty-four to twenty-five juveniles daily. They are clustered into one activity room that barely meets the designed capacity.** Additionally, in most of the facilities, all daily activities, (school, intake, and visitation) take place in the same area. In addition, the design of five of the facilities (Buncombe, Gaston, Perquimans, Pitt, and Richmond) does not provide space for management to separate juveniles that are disruptive or involved with gang-related activities. Housing juveniles who are rival gang members in the same facility is a supervision, security, and safety issue for other juveniles, staff, and the facility.

Educational Service Capacity

In addition to the safety and security concerns of overcrowded detention facilities, the nine state-operated detention facilities are not designed to meet the educational needs of juveniles in the facilities. Six of the nine facilities (Cumberland, Gaston, New Hanover, Perquimans, Pitt, and Wake) conduct classes in the facilities' activity room and/or dining room. **Conducting classes in the activity room and/or dining room is not conducive for a good learning environment. Juveniles who are disruptive must be removed from the classroom and placed in their rooms which are adjacent to the activity area. While in their rooms, these juveniles continue to be disruptive by yelling and beating on their doors, causing disturbances for teachers and other juveniles.** These disturbances often hinder teachers from teaching and juveniles from learning. Two of the detention facilities have a separate classroom away from the juveniles living/sleeping area. At the Buncombe facility, classes are conducted in an outdated and dilapidated mobile unit. The two teachers at the Richmond facility teach in a separate building designed for two small classrooms.

Many of the juveniles admitted to detention have cognitive, sensory, or behavior disorders that affect their ability to learn (more than 33%). The National Center on Education, Disability and Juvenile Justice recognizes this situation as follows:

“Problems implementing quality academic programs within juvenile corrections are frequently associated both with characteristics of incarcerated youth, and with the operations of the facilities themselves. Youth enter correctional settings with skills deficits, behavior problems and substance abuse issues that present difficulties in educational programming. At the same time, juvenile correctional institutions often have limited capacity to support appropriate educational interventions for the youth confined to their care and custody. Major systemic impediments include overcrowding, insufficient fiscal resources, ineffective governance structures, isolation of correctional schools from education reform practices and from public schools, inadequate transition and aftercare services, and lack of collaboration with treatment and security components with the juvenile facility.” (<http://www.edjj.org/focus/education/>)

The Department is required to meet the requirements of Title 1, Part D, a federal law that funds literacy improvement for delinquent youth. Specifically, as a condition of receiving federal funds, the Department is required to:

- Meet the educational needs of neglected, delinquent, and at-risk children and youth, and assist in the transition of these students from correctional facilities to locally operated programs.
- Ensure that these students have the same opportunities to achieve as if they were in local public schools in the State.
- Evaluate the program and disaggregate data on participation by gender, race, ethnicity, and age, not less than once every 3 years.

The lack of adequate space in six of the nine state-operated detention centers impacts the learning environment for students. Because classes are operated in activity rooms and dining rooms, appropriate materials, supplies, and technology cannot be set up in a way that facilitates learning. All students should have access to computer technology in order to progress toward educational goals; however in “temporary” classrooms that also must serve other purposes, access to computer technology is limited. To best meet the educational needs of students and provide an environment that is conducive to learning, the Department recommends hiring a teacher for the four facilities (Buncombe, Cumberland, New Hanover, and Pitt) that only have one teacher. The Department also recommends building or purchasing an educational mobile unit for the six detention facilities (Cumberland, Gaston, New Hanover, Perquimans, Pitt, and Wake) without a classroom. Additionally, the Department recommends that future detention facility construction will include two separate classrooms. The table below shows the number of teachers and classrooms at each state-operated detention facility. For facilities noted to have no “classroom”, educational services are provided in the activity room.

State-Operated Facility	Number of Teachers	Separate classroom	ADP 2003-2007
Alexander	2	1*	21.2
Buncombe	1	1**	11.4
Cumberland	1	none***	23.3
Gaston	2	none***	22.0
New Hanover	1	none***	18.5
Perquimans	1	none***	15.8
Pitt	1	none***	22.9
Richmond	2	2	27.7
Wake	2	none***	24.6

*One classroom. The second class is held in the dining room.

**Classroom is a trailer separate from the facility.

***Education services take place in the activity room.

Conclusion

The volume of the population and the types of juveniles admitted to state-operated detention centers are enforcing the need for increased numbers of certified staff. **The safety concerns discussed in this section are strongly related to the shortage of space.** To most adequately house the juveniles admitted, more space, and more single rooms are needed. This will become a more pressing issue if the ALOS continues to increase in the manner that it has for the past three calendar years. The Department recommends that more resources be made available to address these concerns for state-operated juvenile detention facilities.

Congruent to the recognition of the characteristics of the population, staffing, and housing capacity needs lays the strong implication for state-operated facilities to be physically improved. Some facilities are bordering on needing to be holistically replaced while others have significant renovation projects that are necessary to the life safety of all staff and juveniles in the given facility.

(5) Determine the repair and renovation needs and estimate the cost of any repairs or renovation.

Section five of the report addresses the repair and renovation needs of the nine state-operated detention facilities and the estimated cost of these repairs.

Gaston and New Hanover

The Department owns seven of the nine facilities that it operates. The Department leases from local government two of the facilities - Gaston Juvenile Detention Center in Gaston County and New Hanover Juvenile Detention Center in New Hanover County. The Department is responsible for all repairs and renovations, (HVAC, roof, sewer system, plumbing and electrical) at the New Hanover facility. Gaston County is responsible for minor repairs at the Gaston facility. For major repairs at Gaston, the county will make the repair and bill the cost to the Department if both parties agree. An issue with leased buildings is the hesitancy of the State to make major repair and renovations to buildings it does not own. This has been a particular concern for the thirty-five year old New Hanover facility that is in need of several environment-related repairs. The major repair needed at this facility is the waste water system. The Department's facility construction section, New Hanover County government, and the State Construction Office have been working on the project for several months. Estimated cost to repair the waste water system is \$350,000. Other repair and renovation needs at New Hanover include a broken sewage pipe that is currently being repaired and repainting the interior of the facility. The estimated cost for these repairs is \$12,000 and \$25,000, respectively. In 2007, the Department received funds and completed the following repairs/renovations at New Hanover: replaced the roof; updated the fire alarm system; installed a new security fence; and paved the parking lot. Because of the extent of the environmental and life safety issues, the Department strongly recommends replacing the 18-bed New Hanover facility with a 32-bed facility.

Repair and renovation needs at Gaston Juvenile Detention include replacement of the HVAC system in the old section of the facility, painting juveniles' rooms, and installing a sally port/security fence. The estimated cost for the repairs is \$30,000, \$25,000, and \$12,000, respectively. The last major renovation at Gaston was in 1997 when the General Assembly appropriated funds to add twelve beds to the facility.

Buncombe

The Buncombe facility, located in Asheville, was built in 1953. It is the oldest state-operated juvenile detention facility and is in need of major repairs and renovations. The 2002-2003 Legislative Session appropriated \$135,850 to replace the roof, install new ceiling tile, and update the electrical wiring in the facility which have all been completed.

The facility was original built to house youth that ran away from home and needed a place to stay. **The facility was not designed to meet the complex needs of today's delinquent juveniles.** There are sight and sound barriers that prevent staff from adequately monitoring youth. The facility has seven rooms with two beds in each room. This can be a major concern for staff when there are disruptive and hard to manage juveniles who cannot share a room because of their history and behavior. These juveniles must either be placed in the hall or activity area during sleeping hours. In addition to these concerns, other repair needs at the facility include:

- Replacing the boiler, mobile classroom, and intercom at an estimated cost of \$150,000.
- Replacing doors and beds in juvenile rooms with secure doors and beds, floor replacement, movement of laundry facilities, additional storage, enclosing the courtyard area, and installation of electronic rear gate. The estimated cost of these repairs is \$850,000.

The Department recommends the replacement of the Buncombe facility. There are safety needs to be addressed, and the projects needing undertaking are quite costly.

Cumberland

The Cumberland Juvenile Detention Facility, built in 1978 and located in Fayetteville, was the first juvenile detention facility constructed with state funds. Major repair and renovation needs of the facility include installation of an emergency generator and transfer switch at an estimated cost of \$185,000 and replacement of six toilets at a cost of \$20,000. Other needs include installation of a sally port/security fence - \$12,000, painting of the interior of the facility - \$20,000, and pouring a concrete pad for the dumpster - \$8,000.

A major concern of the Department is the high population at the Cumberland facility. **The center is an 18-bed facility; however, during calendar years 2006 and 2007, the facility's ADP was 25.7 and 24.4, respectively. Cumberland is the most populated of the state-operated detention facilities.** Additionally, since the facility was built in 1978, Cumberland County has built a new arena and coliseum next to the facility. Recently, the county took part of the facility's property to expand the parking area and driveway for the coliseum. In 2007, the State connected the two roads parallel to the facility to make a four-lane road to alleviate traffic congestion for patrons attending functions at the coliseum. In connecting the roads, the facility had to give up part of its recreational area for a right-of-away for the new road. Due to the increase in traffic and building in the area, the Department recommends that the Cumberland facility be sold to Cumberland County and a new 32-bed facility built at another location in the county. Cumberland County has expressed an interest in purchasing the facility.

Wake and Perquimans

The Wake and Perquimans facilities, which share the same design, were built in 1998 and 1999, respectively. Repair and renovation needs of Perquimans include installation of bathroom vents and exhaust fans, repair of the outside perimeter drainage, power wash and painting of the exterior of the facility, and a new sally port/security fence gate. The estimated cost for repairs at Perquimans is \$35,000. The Department recommends expanding the Wake facility by eight beds. During 2007, the facility had an average daily population of 30.4 juveniles. Another major improvement is an additional parking lot for Department vehicles parked at the facility. The estimated cost to build the parking lot is \$19,000.

Pitt

Renovation and repair projects at the Pitt facility include installation of a new generator at an estimated cost of \$170,000, upgrade of the fire alarm system - \$45,000, replacement of the intercom system - \$25,000, and installation of a sally port /security fence - \$12,000.

Alexander

The 24-bed Alexander Juvenile Detention Center, built in 2001, is the newest state detention facility. Repair and renovation needs of the facility include repairing razor ribbon/wire around the fence - \$10,000, installation of exhaust fans in bathrooms and housing areas - \$6,000, and installation of thresholds in shower area to prevent water overflow at an estimated cost of \$7,000.

Richmond

The Richmond Juvenile Detention Center, opened in 1999, is a former Department of Correction G-Pact facility. In 1997, the Department received an appropriated \$500,000 to renovate the facility for use as a bound over detention center for juveniles whose cases were transferred to Superior Court for trial as an adult. Major repair needs of the facility include paving the parking lot and sidewalk at an estimated cost of \$175,000, constructing a new roof for the dormitory - \$80,000, removing lead paint from the kitchen building and installing vinyl siding - \$45,000, painting the interior of the dorm, kitchen, dining hall, and education building - \$47,000, and installing an A/C unit in the kitchen - \$6,000. In addition to these repairs, the facility has plumbing problems with the toilets in the juveniles' rooms. The concern is that parts needed to make the repairs have to be ordered out of state and it takes several days for the parts to be delivered.

Conclusion

The Department's Facility Services Section estimated the cost of repair and renovation needs of the nine state-operated detention facilities at \$2,448,000. Attachment 4 lists the locations, designed bed capacity, 20% over design capacity, and year of construction information for each facility. Attachment 5 lists the most current repair and renovation projects for each facility, with monetary estimates and the current status of each project.

(6) The estimated cost to plan, design, and construct new detention centers, if appropriate.

Section six of the report will address the need for the Department to build new juvenile detention facilities. This section also addresses the estimated cost to plan, design, and construct a new facility. This item is closely related to section three concerning staffing levels at the facilities, and whether they are appropriate for the number and types of offenders housed at the facilities, section four, concerning the housing capacity of the facilities, and section five with regard to the efforts underway to repair and renovate existing facilities.

Detention population data show that in calendar years 2006 and 2007, 6,007 and 5,557 admissions occurred to state detention facilities, respectively. Although, the data show a decrease of 450 admissions to facilities from 2006 to 2007, the ALOS for these juveniles increased from 11.9 days in 2006 to 13.4 days in 2007. In addition to the increase in the ALOS for juveniles in detention, the ADP for these facilities increased from 199.50 juveniles in 2006 to 209.76 juveniles in 2007. The population data reflect that four of the nine detention centers had an ADP at or above their bed capacity in 2006. In 2007, this increased to six facilities with an ADP at or above their bed capacity. Three detention facilities, Cumberland, Pitt, and Wake, had an ADP 20% or higher than their bed capacity. Overcrowding at these facilities is a safety and security concern for juveniles housed at the facilities and staff.

Capacity Recommendations

Because of the constant overcrowding and increased construction surrounding the Cumberland facility, the Department recommends that the facility be sold to Cumberland County and a new 32-bed facility be constructed. Since calendar year 2003, Cumberland's ADP was at or above 20% over design capacity four of the five years.

In addition to the Cumberland facility, the Department recommends that the Buncombe facility be demolished and replaced with a 24-bed facility. The Buncombe facility, built in 1953, is the oldest of the state detention facilities and was not built or designed to meet the needs of juveniles placed in detention today. The facility has sight and sound barriers that hinder staff from being able to adequately monitor and supervisor juveniles. Additionally, this facility has several repair and renovation needs with an estimated cost of \$1,000,000. The Department feels that funds, if appropriated, will be most cost effective if the current building is demolished and a new facility is built.

In addition to the Cumberland and Buncombe facilities, the Department recommends closing the 18-bed leased New Hanover facility and building a new 32 bed facility. The facility has several major repair and renovation needs; however, the State has been reluctant to spend money on facilities it does not own. The Department will continue to operate the 18-bed facility until the new 32-bed facility is constructed. Additionally, during calendar years 2006 and 2007, the facility average population was about 15% above bed capacity.

Besides replacing the Cumberland, Buncombe and New Hanover facilities, the Department recommends adding two classrooms to the other state facilities, Gaston, Wake, Pitt, Alexander, and Perquimans, which currently use their activity areas as classrooms. At some facilities, the activity area is used as the dining room, intake area, and visitation area. Additionally, at Gaston and Richmond, the Department recommends that an intake/admission area be built to accommodate juvenile admissions. Currently, juvenile admission is done in the activity area.

When more than two juveniles are admitted at the same time, staff must send one juvenile to a room in order to safely supervise and thoroughly complete the admission process.

Conclusion

The Department recommends building two 32-bed detention facilities and one 24-bed detention facility to replace Cumberland, New Hanover and Buncombe facilities and expanding Wake by eight beds. The designs would include thirty-two (for Cumberland and New Hanover) and twenty-four single rooms (for Buncombe) all separated by living areas that would house up to eight juveniles with a toilet combination in each room. Each living area would be designed with an enclosed self-defense fence for a recreation area. The design would include a sally port/security entrance for law enforcement and transportation officers transporting juveniles to the facility. A separate area for intake/admission of juveniles with three rooms for placing juveniles when more than one juvenile arrives for admission to the facility at the same time is strongly recommended. There would also be a laundry room and storage area located near the intake area to store juveniles' personal property. Included in the design of the facility would be a medical area and office space for mental health, court counselors, social workers, and other professionals to visit with their clients. The design would include four separate classrooms for the 32-bed facilities and three separate classrooms for the 24-bed facilities, to maintain a ratio of one teacher to eight juveniles. The facility design would include a full-service kitchen and dining area and a room for family visitation. Also included in the design would be office space for administrative and management of the facility and the area would include a work and storage area and a conference room for staff meetings. Lastly, the design would include a control with a control/camera system that allows staff to visually monitor the entire interior and perimeter of the facility.

The Department's Facility Services Section estimates the cost to plan, design, and construct a new 32-bed detention facility will be \$5,000,000 and \$3,750,000 for a 24-bed facility.

(7) Information on security and control of the facility, including assaults, escapes, and infractions.

Section seven of the report provides information about the security and control at the nine state-operated detention facilities. In addition, this section addresses the number of juvenile on juvenile assaults, assaults on staff by juveniles, number of escapes at each facility, and infractions committed by juveniles.

Security and Control

Each of the nine state-operated facilities is a secured detention center. The mission of detention is to detain juveniles in a humane, secure environment pending their court hearing and/or release by the court. Interior and exterior doors at the facilities are kept locked 24-hours a day, seven days a week. Staff and visitors must push a buzzer to enter the facility. To improve and increase supervision, security, and safety at the facilities, the Department has begun installing security cameras in the interior and exterior of the facilities. To ensure the safety and security of juveniles during outdoor recreation, each detention facility has a 12-foot fence or a self-defense fence around the recreation area. These fences are located at the rear of most of the facilities to promote privacy and maintain the confidentiality of juveniles detained in the facility.

To best provide supervision, security, and safety, adequate staffing levels must be present. As discussed in sections three and four, the Department needs more staff in supervisory and direct care positions to improve the level of control needed to operate state detention centers more effectively.

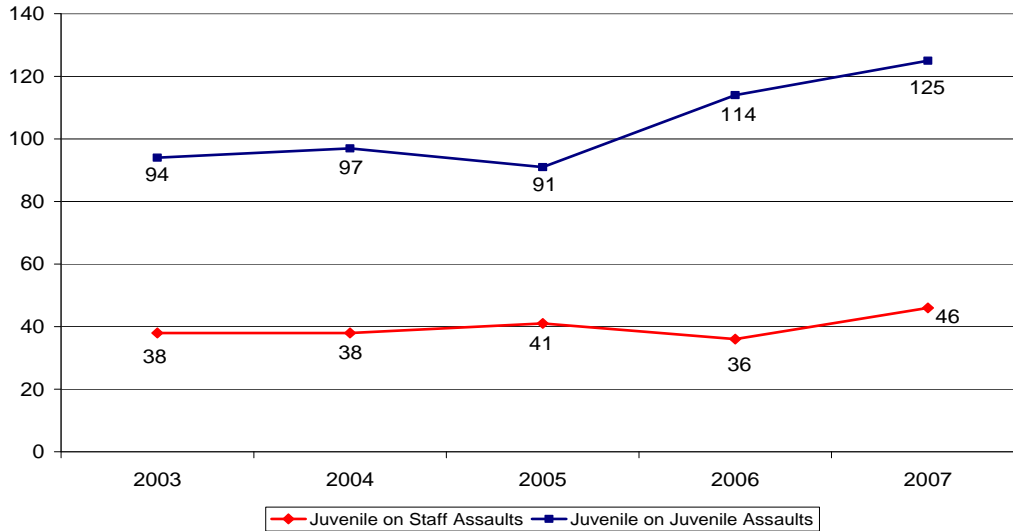
Assaults

The ADP of 199.50 in 2006 and 209.76 in 2007, and the ALOS for juveniles in detention increasing from 11.7 days in 2003 to 13.4 days in 2007, correlates to the change in juveniles' behavior and disposition the longer they are in detention. Although the Department is not managing much larger populations in state detention facilities, staff are supervising juveniles with longer stays. Longer stays essentially can lead to larger volumes of negative behavior. Negative behavior such as juveniles having altercations with their peers and staff, can cause other juveniles and staff to be injured in an incident.

The impact of staff injured by a juvenile has an effect on other staff, juveniles, and the operation of the facility. **To best ensure safety at the facilities, staff members often work overtime to ensure each shift is staffed with the minimum staff required to provide adequate coverage.**

Total Assaults in State Detention Facilities: 2003-2007

Source: Facility Director's Monthly Reports, March 4, 2008



Juvenile on Juvenile Assaults

Some of the reasons for juvenile on juvenile assaults include: prior assaultive behavior history; overcrowding; juveniles not adhering the rules/rights within the facility; and the nature of the population served in close quarters. The totals for each facility are in the table below. Perquimans and Richmond have the highest juvenile on juvenile assault totals because they house a higher YDC committed population and bound overs, both of which are often at the facility for longer than dispositional or pre-adjudicated juveniles.

Juvenile on Juvenile Assaults						
Source: Facility Director's Monthly Reports, March 4, 2008						
Facility	2003	2004	2005	2006	2007	TOTAL
Alexander	13	5	11	15	24	68
Buncombe	6	6	5	3	1	21
Cumberland	2	4	1	0	5	12
Gaston	4	9	1	9	23	46
New Hanover	13	6	4	11	6	40
Perquimans	16	29	28	13	24	110
Pitt	11	9	6	11	11	48
Richmond	21	16	24	37	14	112
Wake	8	13	11	15	17	64
All Facilities	94	97	91	114	125	521

Juvenile on Staff Assaults

Reasons for assaults on staff include confrontations occurring when breaking up fights, escorting disruptive juveniles to their rooms, and juveniles refusing to follow staff instructions. These incidents often involve juveniles violating one or more of the facility’s rules. Alexander is postulated to have higher juvenile on staff assault totals due to high staff turnover and inexperienced staff.

Juvenile on Staff Assaults						
Source: Facility Director’s Monthly Reports, March 4, 2008						
Facility	2003	2004	2005	2006	2007	TOTAL
Alexander	9	4	13	10	20	56
Buncombe	1	5	3	2	6	17
Cumberland	2	1	3	8	2	16
Gaston	3	6	3	3	1	16
New Hanover	2	9	2	3	4	20
Perquimans	10	7	6	2	3	28
Pitt	1	2	2	2	5	12
Richmond	4	2	5	3	0	14
Wake	6	2	4	3	4	19
All Facilities	38	38	41	36	45	198

Escapes

The number of admissions to state detention centers for 2005, 2006, and 2007 are as follows: 2005 – 5,409; 2006 – 6,007 and 2007 – 5,557. During this same time period, a total of twelve juveniles escaped from two state-operated detention centers. Six juveniles escaped from the Richmond facility, four in 2006 and two in 2007. **In August 2007, six juveniles overpowered staff and escaped from the Pitt facility.** Five of the juveniles were apprehended and returned to the facility within 48 hours. The sixth juvenile was sixteen years old and was jailed and charged as an adult when apprehended. **On average, juveniles who escape from detention facilities are apprehend and returned to the facility within 24 hours.** The recently passed escape law, effective date October 1, 2007, requires the Department to notify law enforcement and the media when a juvenile escapes from a detention facility. The photo requirement increases the time it takes for staff to complete a juvenile’s admission and creates a space issue at four of the detention facilities, Gaston, Perquimans, Richmond, and Wake. Seven of the state-operated detention facilities did not have any escapes during calendars years 2005 through 2007.

Infractions

The tracking of rule infractions is done through incident reporting and is captured in NC-JOIN. The types of infractions have changed through policy evolution over the years. Since 2005, infractions have been tracked in a standard manner and are therefore reported below. Also to be noted is that increases in each category can be attributed to better reporting of juvenile behavior. Rule infractions include but are not limited to incidents such as arson, escape, assault, communicating threats, damaging property, false alarm/bomb threat, gang-related activity, inciting and/or participating in a riot/disturbance, possession of drugs and/or drug paraphernalia, robbery, sexual offense, possession of weapon. Between calendar years 2005 through 2007,

juveniles in state detention facilities were involved in 941 infractions; 198 in 2005; 295 in 2006 and 448 in 2007. During the same calendar years, 16,973 juveniles were admitted to these facilities, 5,409 in 2005, 6,007 in 2006 and 5,557 in 2007.

The most reliable and systematically collected information on infractions is for calendar years 2005-2007. Fewer policy changes also occurred during these years.

Infractions in State-Operated Detention Facilities: 2003-2007				
Source: NC-JOIN, March 4, 2008				
Infraction	2005	2006	2007	Total
Affray/Fight	9	32	30	71
Assault	66	63	89	218
Assault inflicting serious injury	4	0	1	5
Assault with a deadly weapon	0	0	1	1
Communicating a threat	51	85	132	268
Damaging or destroying property	21	21	30	72
Escape	8	4	7	19
False Alarm	0	0	6	6
Gang-related activity	16	59	93	168
Possession of a weapon or contraband to aid in an escape, assault or riot	14	7	15	36
Possession, use and/or selling drugs, intoxicants, inhalants or tobacco products	4	10	2	16
Riot	0	5	11	16
Sexual assault	1	0	2	3
Sexual misconduct	1	3	7	11
Spitting (bodily fluid)	2	1	2	5
Stealing	1	5	20	26
TOTAL	198	295	448	941

Conclusion

The general environment of detention will have some conflict. **The State could reduce the number and severity of incidents if; more certified staff members are made available to monitor the daily operations at each facility, the repair and renovation projects associated with life safety are completed, and the replacement facilities are built.**

**ATTACHMENT 1
NORTH CAROLINA ASSESSMENT OF JUVENILE RISK OF FUTURE OFFENDING**

Juvenile Name (F, M, L)	DOB:
County of Residence:	
Juvenile Race: <input type="checkbox"/> White <input type="checkbox"/> Black <input type="checkbox"/> Native American <input type="checkbox"/> Latino <input type="checkbox"/> Asian <input type="checkbox"/> Multi-racial <input type="checkbox"/> Other	
Juvenile Gender: <input type="checkbox"/> Male <input type="checkbox"/> Female	
Date Assessment Completed:	Completed by:

Instructions: Complete each assessment item R1 to R9 using the best available information. Check the numeric score associated with each item response and enter it on the line to the right of the item. Total the item scores to determine the level of risk and check the appropriate risk level in R10. Identify the most serious current offense in R11. Assessment items R1-R5 are historical in nature and should be answered based on the juvenile's lifetime. Items R6 and R7 should be evaluated over the 12 months prior to the assessment. R8-R9 should be evaluated as of the time of the assessment. Use the Comments section at the end as needed for additional information or clarification.

R1.	Age when first delinquent offense alleged in a complaint: Check appropriate score and enter the actual age	Score
	a. Age 12 or over or no delinquent complaint	0 <input type="checkbox"/>
	b. Under age 12	2 <input type="checkbox"/>
	Actual age: _____	_____
R2.	Number of undisciplined or delinquent referrals to Intake (Referrals are instances of complaints coming through the Intake process. A referral may include multiple complaints; for example, breaking or entering and larceny, or multiple larcenies or other offenses that occur at one time.)	
	a. Current referral only	0 <input type="checkbox"/>
	b. 1 Prior referral	1 <input type="checkbox"/>
	c. 2-3 Prior referrals	2 <input type="checkbox"/>
	d. 4+ Prior referrals	3 <input type="checkbox"/>
	_____	_____
R3.	Most serious prior adjudication(s). Enter the actual number of prior adjudications for each class of offense shown in b through e then check the score for <u>only</u> the most serious offense for which there has been a prior adjudication. The maximum possible score for this item is 4.	
	a. No Prior Adjudications	0 <input type="checkbox"/>
	b. Prior Undisciplined # of adjudications:	1 <input type="checkbox"/>
	c. Prior Class 1-3 misdemeanors # of adjudications:	2 <input type="checkbox"/>
	d. Prior Class F-I felonies or A1 misdemeanors # of adjudications:	3 <input type="checkbox"/>
	e. Prior Class A-E felonies # of adjudications:	4 <input type="checkbox"/>
	_____	_____
R4.	Prior Assaults: "Assault" is defined as any assaultive behavior, whether physical or sexual, with or without a weapon as evidenced by a prior delinquent complaint. Record the number of complaints for each assault category shown. Then check the score for the assault category with the highest numerical score. The maximum possible score for this item is 5.	
	a. No assaults	0 <input type="checkbox"/>
	b. Involvement in an affray # of complaints:	1 <input type="checkbox"/>
	c. Yes, without a weapon # of complaints:	2 <input type="checkbox"/>
	d. Yes, without a weapon, inflicting serious injury # of complaints:	3 <input type="checkbox"/>
	e. Yes, with a weapon # of complaints:	4 <input type="checkbox"/>
	f. Yes, with a weapon inflicting serious injury # of complaints:	5 <input type="checkbox"/>
	_____	_____
R5.	Runaways (from home or placement): "Runaway" is defined as absconding from home or any placement and not voluntarily returning within twenty-four (24) hours as evidenced by a complaint, motion for review, or from reliable information. Check appropriate score.	
	a. No	0 <input type="checkbox"/>
	b. Yes	2 <input type="checkbox"/>
	Actual number of runaway incidents: _____	_____
R6.	Known use of alcohol or illegal drugs during past 12 months: Do not include tobacco in scoring this item. Check appropriate score.	
	a. No known substance use	0 <input type="checkbox"/>
	b. Some substance use, need for further assessment	1 <input type="checkbox"/>
	c. Substance abuse, assessment and/or treatment needed	3 <input type="checkbox"/>

- R7. School behavior problems during the prior 12 months:** Check appropriate score.
- a. No problems (Enrolled, attending regularly) 0
 - b. Minor problems (attending with problems handled by teacher/school personnel, **or** 1-3 unexcused absences/truancy) 1
 - c. Moderate problems (4 to 10 unexcused absences /truancy, **or** 1 or more in-school suspensions **or** 1 short-term suspension – up to 10 days) 2
 - d. Serious problems (more than 1 short-term suspension, **or** 1 or more long-term suspension, **or** more than 10 unexcused absences **or** expelled/dropped out.) 3
- R8. Peer relationships:** Check appropriate score. Put check in the line following appropriate information
- a. Peers usually provide good support and influence 0
 - b. Youth is rejected by pro-social peers , **or** youth sometimes associates with others who have been involved in delinquent/criminal activity but is not primary peer group 1
 - c. Youth regularly associates with others who are involved in delinquent/criminal activity 3
 - d. Youth is a gang member **or** associates with a gang 5
- R9. Parental supervision:** (Score the current responsible parental authority) Check appropriate score.
- a. Parent, guardian or custodian willing and able to supervise 0
 - b. Parent, guardian or custodian willing but unable to supervise 2
 - c. Parent, guardian or custodian unwilling to supervise 3

R10.	TOTAL RISK SCORE	0
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Check Risk Level: Low risk (0-7) Medium Risk (8-14) High Risk (15+)

R11. Completed before or after adjudication: (check) before after
 Most serious offense alleged /adjudicated in current complaint/petition:

Statute number: _____

Class offense: A-E Felony F-I Felony, A1 Misdemeanor Class 1-3 Misdemeanor
 Undisciplined

Note: Risk level is to be considered along with the current offense.

COMMENTS:

ATTACHMENT 2
NORTH CAROLINA ASSESSMENT OF JUVENILE NEEDS

Juvenile Name (F, M, L)	DOB:
County of Residence:	
Juvenile Race: <input type="checkbox"/> White <input type="checkbox"/> Black <input type="checkbox"/> Native American <input type="checkbox"/> Latino <input type="checkbox"/> Asian <input type="checkbox"/> Multi-racial <input type="checkbox"/> Other	
Juvenile Gender: <input type="checkbox"/> Male <input type="checkbox"/> Female	
Date Assessment Completed:	Completed by:

Instructions: Complete each needs assessment item using the best available information. Check the score associated with the most appropriate item choice and enter the number on the line to the left of the item. Items that are of a current nature should be considered as of the time of the assessment unless a time period for consideration is noted. Assessment items that are historical in nature (Y6 and F5) should be answered based on the juvenile or family member's lifetime. Total the points for all items to determine the total need score and then check the appropriate needs level (low, medium or high). Complete the information source checklist. Finally, identify at least three priority needs for constructing a case plan and appropriate service interventions. Give additional information as needed in the Comments section.

YOUTH NEEDS
Score

_____ **Y1. Peer Relationships**

0 a. Peers usually provide good support and influence.

2 b. Youth is rejected by pro-social peers.

3 c. Youth sometimes associates with others who have been involved in delinquent/criminal activity but this is not a primary peer group.

4 d. Youth regularly associates with others who are involved in delinquent/criminal activity.

5 e. Youth is a gang member or associates with a gang .

Name of gang _____

_____ **Y2. School Behavior/Adjustment**

0 a. No problems. Youth is attending regularly , graduated , or has GED .

1 b. Minor problems. Work effort , or disciplinary problems that were handled by classroom teacher/school personnel or 1-3 unexcused absences/truancy .

3 c. Moderate problems. Youth has 4 to 10 unexcused absences , or received 1 or more in-school suspensions , or 1 short-term suspension (i.e. less than 10 days) .

4 d. Serious problems. Youth has dropped out of school , or been expelled , or received more than one short-term suspension , or one long-term suspension (10 days or more) , or has more than 10 unexcused absences .

_____ **Y3. General Academic Functioning**

0 a. Generally functioning above or at grade level , or is placed in appropriate Exceptional Children's program .

3 b. Generally functioning below grade level. Needs an educational evaluation , or has identified Exceptional Children's needs that are unserved .

Check Assessed Exceptional Children's needs: Autism , Behaviorally Emotionally Disabled , Deaf/Blind , Gifted/Talented , Hearing Impaired , Mentally Disabled , Multi-handicapped , Orthopedically Impaired , Other Health Impaired , Pregnant Student , Specific Learning Disabled , Speech/Language Impaired , Traumatic Brain Injury , Visually Impaired

_____ **Y4. Substance Abuse within past 12 months. Do not consider tobacco in this item.**

0 a. No known substance use.

1 b. Some substance use, need for further assessment.

3 c. Substance abuse, assessment and/or treatment needed.

Check all that apply: Denial Refusal of treatment

Unmet need for treatment Prior treatment failures Currently in treatment

Describe substance abuse noted above by type: (check all that apply, leave blank if none)

Cocaine Amphetamines Opiates Inhalants

Alcohol Cannabinoids Other

Y5. Juvenile Parent Status

- 0 a. Juvenile is not a parent.
 - 1 b. Juvenile is a parent, but does *not* have custody of child.
 - 2 c. Juvenile is a parent or an expectant parent but has adequate childcare support.
 - 4 d. Juvenile is a parent or an expectant parent but inadequate childcare support.
- Number of children _____

Y6. History of Victimization by Caregiver Or Others

- 0 a. No history or evidence of physical, sexual, or emotional abuse or neglect or other criminal victimization.
 - 2 b. Victimization with appropriate support. History or evidence of physical, sexual, or emotional abuse or neglect or other criminal victimization with appropriate response to protect against subsequent victimization.
 - 3 c. Victimization without support. One or more incidents of victimization; failure to protect against subsequent victimization.
- Check all that apply to the youth: physical abuse , sexual abuse , emotional abuse , neglect , criminal victimization , other _____

Y7. Sexual Behavior During Past 12 Months

- 0 a. No apparent problem.
- 2 b. Behavior that needs further assessment such as use of pornography , obscene phone calls , voyeurism , uses sexually explicit language or gestures or other _____.
- 3 c. Engages in sexual practices that are potentially dangerous to self or others .
- 4 d. Youth's sexual adjustment/behavior results in victimization of others . May use sexual expression/behavior to attain power and control over others .

Y8. Mental Health

- 0 a. No need for mental health care indicated.
 - 1 b. Has mental health needs that are being addressed.
 - 3 c. Behavior indicates a need for additional mental health assessment or treatment .
- Check all behaviors that apply:
- | | | | |
|--|--|----------------------------------|------------------------------------|
| Withdrawn <input type="checkbox"/> | Self mutilation <input type="checkbox"/> | Sad <input type="checkbox"/> | Runs away <input type="checkbox"/> |
| Confused <input type="checkbox"/> | Hallucinations <input type="checkbox"/> | Anxious <input type="checkbox"/> | Fights <input type="checkbox"/> |
| Sleep problems <input type="checkbox"/> | Eating problems <input type="checkbox"/> | Angry <input type="checkbox"/> | Restless <input type="checkbox"/> |
| Risk-taking/impulsive <input type="checkbox"/> | Other _____ | | |
- Diagnosis (from MH professional) _____

Y9. Basic Physical Needs/Independent Living

- 0 a. Youth is living with parents, guardian or custodian. Basic needs for food, shelter and protection are met.
- 1 b. Youth is in temporary residential care or shelter or living independently with basic needs for food, shelter and protection being met .
- 2 c. Youth is living with parents, guardian or custodian. Basic needs are not being met. Food needs not met , shelter needs not met , protection needs not met .
- 3 d. Youth is living independently. Basic needs are not being met. Food needs not met , shelter needs not met , protection needs not met .

Y10. Health & Hygiene (exclude Mental Health Conditions)

- 0 a. No apparent problem.
- 1 b. Youth has medical , dental , health/ hygiene education needs which do not impair functioning. **Youth uses tobacco products** .
- 2 c. Youth has physical handicap or chronic illness that limits functioning and the condition is being treated.
- 3 d. Youth has physical handicap or chronic illness that limits functioning and the condition is not being treated. Youth does not comply with prescribed medication or has an unmet need for prescribed medication .

Juvenile Name (F, M, L)	DOB:
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FAMILY NEEDS: Answer the following questions about the juvenile's primary family. The primary family is the juvenile's natural family or the family unit that the juvenile is living with on a permanent basis. If the juvenile is placed away from home, the questions should be answered about the "family" to which the juvenile will be returning. Make any needed clarifying comments in the comment section.

F1. Conflict in the Home Within Past 12 Months

- 0 a. The home environment is relatively supportive; there are no problems that require outside intervention.
- 2 b. Marital or domestic discord resulting in emotional or physical conflict (without serious injury) with spouse, partner, and/or child(ren) . Family members avoid contact with each other .
- 4 c. Domestic violence resulting in injury or the involvement of law enforcement and/or domestic violence programs . Restraining orders/criminal complaints substantiated abuse .

Check if there is a history of domestic discord or domestic violence .

F2. Supervision Skills

- 0 a. Adequate skills. Parent makes rules for youth and generally enforces them; parent attempts to keep track of the child's activities and uses discipline when needed; youth respects parent for the most part.
- 2 b. Marginal skills. Parent may make rules, but has difficulty enforcing them or youth often engages in inappropriate activities without parent's knowledge or parent does not react with necessary sanctions when rules are broken or parents say they are having difficulty controlling the juvenile .
- 4 c. Inadequate. Parent supports juvenile's delinquency/independence or excuses it or parent refuses responsibility for youth or abandons youth .

F3. Disabilities of Parent, Guardian or Custodian

- 0 a. Parent, guardian or custodian has no known disabilities that interfere with parenting.
- 2 b. Parent, guardian or custodian's ability to provide for youth is impaired by serious mental health disorder or a serious health problem or other disability .

F4. Substance Abuse Within the Past 3 Years By Household Members (Do not include juvenile.)

- 0 a. No evidence of alcohol or drug abuse.
- 3 b. One or more household members abuse alcohol or drugs.
- Indicate all that apply: Parent is abuser Sibling is abuser
 Other household member is abuser Unmet need for treatment Denial
 Refusal of treatment Prior treatment failures Job loss
 DWI Other conflict with the law Abusive/destructive behavior

Describe substance use/abuse noted above by type (check all that apply, leave blank if none)

- Cocaine Amphetamines Opiates
 Alcohol Cannabinoids Other _____

F5. Family Criminality

- 0 a. No family member (including siblings) has been convicted/adjudicated for criminal acts.
- 1 b. Parents, guardian or custodian and/or siblings have record of convictions/adjudications.
 Parent, guardian or custodian conviction Sibling conviction/adjudication
- 3 Parent, guardian or custodian and/or siblings are currently incarcerated, or are on probation or parole (give relationship and status) _____ or are known gang members .

0	Total Needs Score
----------	--------------------------

Check Needs Level: Low (0-12) Medium (13-22) High (23+)

Sources of information: Check all that apply

Juvenile <input type="checkbox"/>	Mother <input type="checkbox"/>	Father <input type="checkbox"/>	Other Caregiver <input type="checkbox"/>
Sibling <input type="checkbox"/>	Other relative <input type="checkbox"/>	School <input type="checkbox"/>	Victim <input type="checkbox"/>
Neighbor <input type="checkbox"/>	Law Enforcement <input type="checkbox"/>	DSS <input type="checkbox"/>	Mental Health <input type="checkbox"/>
Others _____			

ASSESSMENT OF NEEDS COMMENTS:

**ASSESSMENT OF JUVENILE RISK OF FUTURE OFFENDING and
ASSESSMENT OF JUVENILE NEEDS**

SUMMARY AND RECOMMENDATION

Juvenile Name (F, M, L)	
SS#:	DOB:
Date of Assessment and Recommendation	

Total Risk Score _____ **Low Risk (0-7)** **Medium Risk (8-14)** **High Risk (15+)**
Total Needs Score _____ **Low Needs (0-12)** **Medium Needs (13-22)** **High Needs (23+)**

After completing each Needs Assessment item, review the findings and determine the youth's priority needs i.e., those behaviors which must be addressed by service interventions to deter future delinquent behavior. Then enter the priority needs in the boxes below (enter the priority needs item reference; i.e., Y1 , Y2 or F3, etc.) and briefly describe the service intervention recommended. The Needs Assessment plus the Risk Assessment provide the basic information for constructing the case plan.

Priority Needs	Services Recommended
1.	
2.	
3.	
Other:	

Comments:

ATTACHMENT 3

Richmond Detention Center: A Closer Look

The 1997 Legislative Session appropriated \$500,000 to the former Division of Youth Services/Department of Health and Human Services to renovate the closed Department of Correction facility in Richmond County to be used as a bound over detention facility for juveniles whose cases had been transferred to Superior Court for trial as an adult. This facility has been closed by the Department of Correction.

The 30-bed Richmond Juvenile Detention Center opened in July 1999. When opened, the facility primarily housed juveniles whose cases had been transferred to Superior Court. The Richmond facility allowed the Department to detain all juveniles in the state that were in detention awaiting trial as an adult in one facility. By housing juveniles whose cases had been transferred to Superior Court at only the Richmond facility, the other state and county detention centers were able to detain juveniles with shorter detention stays. The average length of stay for juveniles transferred to Superior Court is 90 days, much longer than the traditional or regular juvenile detained whose average length of stay in detention is 13.4 days.

In 2000, due to overcrowding at the Cumberland Juvenile Detention Center, the Department agreed to detain juveniles from counties in the 20th Judicial District-Anson, Moore, Richmond, Stanley, and Union counties, at the Richmond facility. Juveniles from these counties normally would have been detained at the Cumberland or Gaston Juvenile Detention facilities. Richmond has two wings and was able to separate the two populations on different wings. Richmond continues to house this unique and separate population.

During calendar years 2006 and 2007, there were 842 juvenile admissions to the Richmond facility (514 in 2006 and 328 in 2007). In 2006, 493 of the 514 juvenile admissions to the facility were regular or traditional detainees and 21 were transferred to Superior Court for trial as an adult. In 2007, 293 of the total admissions to Richmond were regular or traditional detainees and 35 were transferred to Superior Court. A sample of juveniles detained at Richmond during the past two calendar years shows that the average length of stay for regular or traditional juveniles detained was 17.39 days, as compared with 138.98 days for juveniles transferred to Superior Court for trial as adults.

Juveniles in detention awaiting trial as adults provide the Department with unique problems and opportunities. These juveniles can be in detention for a year or more awaiting trial. The majority of these juveniles are charged with A1 through E felonies and are in need of more long-term, in depth education, mental health, and medical services than the regular or traditional juvenile that is in detention for the average two weeks or less. These juveniles require more extensive medical screening than only licensed medical personnel can provide. Additionally, they require on-going medical and mental health care, including but not limited to referrals to specialist, inpatient/outpatient surgery, diagnostic procedures and post-operative and post-procedural care.

Conclusion

During the past two fiscal years, the Department has had a difficult time obtaining a contractual mental health and medical provider for the Richmond facility. The Department normally contracts with a mental health and medical provider to provide up to 20 hours of service at the facility per week. However, one barrier in contracting for these services at the facility is its rural location in Richmond County. Due to these unique circumstances, the Department is recommending two positions for the Richmond Juvenile Detention Center: (1) a full-time registered nurse, nurse practitioner or Physician Assistant and (2) a mental health clinician.

ATTACHMENT 4

STATE JUVENILE DETENTION CENTERS				
Facility	Location	Designed Bed Capacity	20% Above Designed Capacity	Year Built
Alexander Juvenile Detention	Taylorsville	24	29	2001
Buncombe Juvenile Detention	Asheville	14	18	1953
Cumberland Juvenile Detention	Fayetteville	18	23	1978
Gaston Juvenile Detention	Dallas	24	29	1968
New Hanover Juvenile Detention	Castle Haynes	18	23	1972
Perquimans Juvenile Detention	Hertford	24	29	1999
Pitt Juvenile Detention	Greenville	18	23	1985
Richmond Juvenile Detention	Rockingham	30	36	1999
Wake Juvenile Detention	Raleigh	24	29	1998

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- NOTE:**
- * Gaston Juvenile Detention Center added 12 beds in 1997.
 - * Pitt Juvenile Detention Center added 9 beds in 1993 through Prison Bond funds.
 - ** New Hanover and Gaston Juvenile Detention Centers are county owned buildings.

**NEW GENERAL R&R LIST
SAFETY & SECURITY PROJECTS**

DETENTION FACILITY	PROJECT NAME / Budget code	PROJECT ESTIMATE	STATUS
Alexander	Repairs to Razor Ribbon/Fence	\$10,000	Waiting on quotes
Alexander	Ventilation/ Moisture Issues In Housing Area, Exhaust Fans	\$6,000	1-9-07 Rust forming on metal fixtures & mold around door trim in shower rooms
Alexander	Threshold installed in shower rooms to prevent running water from shower room, currently water flows away from the drain.	\$7,000	Tear up floor and re-pitch
Alexander	Replace Damaged Kitchen Utensils	\$3,000	1-9-07 Need to replace utensils that are not smooth & easy to clean, discard pie pans.
Alexander	2 (two) humidifiers to prevent mold on shower doors in both wings	\$2,000	
Buncombe	Replacement of Boiler, Classroom Trailer & Intercom System	\$150,000	OC 25 in September 2006 Appropriations
Buncombe	Major overall repair to Buuncombe Det to include: Doors to sleeping rooms, floor like replacement, bed replacement, additional storage room building with electricity & running water to house the laundry service. Having the laundry service on ground level will elinate employee injuries due to weather related injuries from going up & down steps in bad weather. Electric back gate for the facility & enclose the courtyard area. Remove radiant units and install central HVAC System.	\$850,000	OC 25 submitted in September 2007/2008 Appropriations
Cumberland	Penal toilets	\$25,000	July 2007 - all six penal toilets to be replaced due to leaking and germ growth. Toilets are on order now.
Cumberland	Emergency Generator/Transfer Switch	\$185,000	May do this project under 2006 Appropriations (will need more funding).
Cumberland	Sally Port/Security Fence Gate	\$12,000	Preparing bid documents
Cumberland	Pour a Concrete Pad for Dumpster	\$8,000	Planning stage
Cumberland	Paint youth rooms, activity area, and kitchen	\$20,000	
Cumberland	Replace Screen Boards Around Equipment	\$5,000	
Cumberland	Need additional storage building with shelving	\$5,000	

**NEW GENERAL R&R LIST
SAFETY & SECURITY PROJECTS**

DETENTION FACILITY	PROJECT NAME / Budget code	PROJECT ESTIMATE	STATUS
Cumberland	Needs shelves installed in inside closets	\$1,500	
Cumberland	Cabinet door repair	\$1,500	
Cumberland	Need pipes in ground for volleyball nets	\$2,000	
Gaston	Replace HVAC System in Old Section - LEASE	\$30,000	2-2-07 Sited by Daniel Brown, Facility Director for State Inspections Dept.
Gaston	Sally Port/Security Fence Gate - LEASE	\$12,000	Met with county facility mgr. Submitting specs to him for quotes.
Gaston	Paint all rooms - LEASE	\$25,000	
New Hanover	Waste Water System - LEASE	\$350,000	7-10-06 Bob Jones contacted NHC Engineer to schedule meeting with him. Met 2nd time w/ designer & requested additional info per his proposal. 11-30-06 Cecil met with engineer from Norris, Kuske, & Tunstall to discuss discrepancies design proposal. They will be submitting amended design proposal & cost estimate. 8-23-07 Selecting design firm
New Hanover	Broken Sewage Pipe - LEASE	\$12,000	9-24-07 Environmental issue, contractor is developing a quote.
New Hanover	Sally Port/Security Fence Gate - LEASE	\$18,000	Location in discussion
New Hanover	Paint juvenile rooms, day room, bathrooms, kitchen, and outside storage buildings - LEASE	\$25,000	
Perquimans	Sally Port/Security Fence Gate	\$10,000	Preparing bid documents
Perquimans	Bathroom Vents/New Exhaust Fans	\$6,000	Planning stage
Perquimans	Outside Perimeter Drainage	\$12,000	Clean Land
Perquimans	Power wash/Paint Exterior	\$7,000	1 shed needs power washing/paint/new caulk

**NEW GENERAL R&R LIST
SAFETY & SECURITY PROJECTS**

DETENTION FACILITY	PROJECT NAME / Budget code	PROJECT ESTIMATE	STATUS
Pitt	New Generator/Transfer Switch	\$170,000	OC 25 2006 Appropriations
Pitt	Upgrade Fire Alarm System	\$45,000	OC 25 2006 Appropriations
Pitt	Sally Port/Security Fence Gate	\$12,000	Preparing bid documents
Pitt	Replace Intercom System	\$25,000	
Richmond	Repair Parking Lot Pavings & Sidewalk Joints	\$175,000	3-21-06 Meeting w/ consultant about project management
Richmond	Dorm Roof	\$80,000	3-21-06 Meeting with consultant about project management.
Richmond	Sally Port/Security Fence Gate	\$18,000	Preparing bid documents
Richmond	Kitchen/ Vinyl Sidings/Remove lead paint	\$45,000	3-21-06 Meeting w/consultant about project management. 4-16-07 David meeting with contractor to get a quote.
Richmond	A/C in kitchen	\$6,000	1 Heat Pump or 2 Friedrichs Heat Pumps
Richmond	Interior Dorm Painting	\$30,000	3-21-06 Meeting w/ consultant about project management
Richmond	Paint inside kitchen and dining hall	\$10,000	
Richmond	Painting Education Building	\$7,000	3-21-06 Meeting w/ consultant about project management
Wake	New Parking Lot	\$19,000	2-13-07 Received proposal from Quality Bldrs. Inc. for curb, gutter, apron & parking lot.
Wake	Need additional storage room building	\$5,000	
Wake	Repaint lines in parking spaces	\$1,000	
		\$2,448,000	