

2011 SENATE HUMAN SERVICES

SB 2029

2011 SENATE STANDING COMMITTEE MINUTES

Senate Human Services Committee Red River Room, State Capitol

SB 2029
1-5-2011
Job Number 12600

☐ Conference Committee

Committee Clerk Signature



Explanation or reason for introduction of bill/resolution:

To provide short-term shelter and assessment programs for at-risk youth.

Minutes:

Includes attachments.

Senator Judy Lee, Chairman, opened the hearing on SB 2029. A fiscal note is attached. Roll call was taken with all members present.

John Bjornson, Legislative Council Staff and member of the Counsel for the Commission on Alternatives to Incarceration during the last two interims, introduced the bill. He explained the history and duties of the Commission. The commission will be in operation until 2013 and is tasked with the responsibility of looking at issues to find alternatives to incarceration to address the problems of initially keeping people out of prison and, if they enter the system, find a way to help get them back into the community and help move them in the right direction to become productive members of the community. One of the big concerns of the Commission has been to try to get the state and other entities to address the issues before they become problems. During the previous biennium the Commission considered a program that would provide short term shelter and assessment programs for at risk youth. Two years ago there was a recommendation that the program be established and to include it in the Dept. of Human Services budget. Due to an oversight it didn't get into the budget. A bill introduced by Sen. Dever created a pilot program in the south central judicial district. It was set up so that there would be a contract with the state to a nonprofit entity that would operate the short term shelter program and Youthworks in Bismarck operated the program through the current biennium. This bill would continue that program and would go out on a RFP again from the Dept. of Human Services and would extend the program to another area of the state. There was discussion in the Commission on how this expansion would happen and determined that it needs to move slowly.

Senator Judy Lee asked whether it would be easier from an administrative standpoint for the Dept. of Human Services to talk about extending into another human services region instead of another judicial district.

John Bjornson didn't recall the Commission discussing that and agreed that the judicial districts don't overlap with the human services regions. He thought that might be something that the Dept. of Human Services could answer.

Melanie Heitkamp, Executive Director of Youthworks, testified in support of SB 2029. See attachment #1.

Lauren Bosch, Program Director for the short term care and assessment center in Bismarck. He is a licensed teacher and has been employed at Youthworks since 1994 in various capacities. He gave a visual explanation of the facility in Bismarck and explained that they accept youth between the ages of 10 and 17. He referred to Attachment #1 and explained the charts after the testimony.

He pointed out that the court in their jurisdiction designates them as an attendant care provider and that program is comingled with the shelter care program.

Senator Tim Mathern wondered what the rationale was for the movement to another judicial district and whether it should be moved to every judicial district in the state.

Ms. Heitkamp answered that Dickinson, Minot, and Devils Lake, as well as Fargo, are very concerned about needing something like this.

Senator Tim Mathern asked if they had communicated with the department to determine if there has been a corresponding reduction in foster care in this judicial district versus other judicial districts because of this program.

Ms. Heitkamp deferred to Tara Mulhauser from the department.

Senator Judy Lee asked if there is something going on in Fargo with this.

Ms. Heitkamp replied that things have just started and they have had some help from the Bremer Bank to just start a program. The problem is that Youthworks is not the attendant care site in Fargo so funding the program is tricky.

Senator Judy Lee asked if there was a possibility they could become the attendant site in Fargo.

Ms. Heitkamp replied that the marriage of the programs was critical and felt it was important to look at all the resources to maximize the dollars.

Senator Gerald Uglem referred to the placement time of 165 days and asked what happens after that –do they hit the age of 18 or are they reunited with their family?

Mr. Bosch said that typically those kids would return home with a plan for how things would be better.

Ms. Heitkamp pointed out that there is a large number of youth going into group care who are 17 years of age. There is a lack of appropriate services and facilities for 17 year olds who cannot go home and need transitional help to move them to independence.

Senator Spencer Berry asked if there was a breakdown on the number of children from single families.

Mr. Bosch did not have a breakdown of that but did say that he thought 20% would be a high number of children coming from an intact family.

Senator Spencer Berry asked if they had any ideas on ways to curb the need for their facility.

Mr. Bosch replied that is what they do – try to curb the need. They provide front end services for families prior to crises to try to avoid crises. They do their best to limit the number of people who access their facility.

Senator Dick Dever asked what the options are if the program did not exist.

Ms. Heitkamp explained that more kids would go into the hospital with diagnosable mental health issues. There are also those that would go into addiction treatment.

Senator Judy Lee asked if there would be anything to lose by expanding beyond one judicial district.

Ms. Heitkamp felt it could be done. It could be more difficult in the more rural areas. Getting experienced family therapists that could work with teenagers would be the biggest obstacle.

Telemedicine could present possibilities.

Senator Spencer Berry asked if the facility could hold more if they would get more.

Ms. Heitkamp replied that 10 would be high end of what their community would need.

Mr. Bosch added that their facility averages 2 a day but they need to be ready for more. He felt their facility was set up for what they needed.

Tara Muhlhauser, Director of the Children and Family Services Division of the Dept. of Human Services, provided information regarding SB 2029. See attachment #2.

Senator Judy Lee asked if this is currently in the Dept. budget.

Ms. Muhlhauser deferred to Brenda Weisz, chief financial officer for the dept., who answered that they have \$200,000 in the executive budget for the continuation of the program. They don't have the expansion in the budget.

Senator Tim Mathern asked if they should be so bold as to fund it for the entire state and reducing the foster care budget.

Tara Muhlhauser responded that the department is very interested in early intervention programs and in programs that can reduce numbers in foster care as well as entries and re-entries into foster care. This is a difficult issue for them to quantify because there is a

population of 17 year olds that go into care but not all 17 year olds that go into care may be in this category and needing this kind of service.

Senator Dick Dever was interested in the trends and numbers of foster care placements and whether the program is reducing the numbers or slowing the increase.

Ms. Muhlhauser replied that they hadn't segregated the data from this population of kids versus the rest of the population.

Senator Spencer Berry asked about the recidivism in the individuals that are in the program and if there are plans for longer studies to look at more than six months.

Ms. Muhlhauser deferred to others.

Mr. Bosch answered that he did not have those numbers in front of him. He did say that they see recidivism in their particular facility as a good thing. Maybe about 20% of the kids are there on more than one occasion.

A short discussion followed on the longevity of the study.

There was no opposing testimony.

The hearing on SB 2029 was closed.

Senator Judy Lee opened committee discussion on SB 2029.

Senator Tim Mathern said it would be wonderful to have more research. He wondered if it would be better to not have section 1 and amending to take it to two judicial districts.

Senator Judy Lee asked if there was currently a sunset provision on it.

Senator Dick Dever replied no. He went on to explain that due to an oversight it was not funded through the Dept. of Human Services and was then funded through the Dept. of Corrections. One of his concerns about this whole program is to ensure that it is the same program and serves the same purpose as it is expanded through the state. A component of that is the need to be locally driven.

Agreement was indicated on the need to be locally driven.

Senator Spencer Berry wondered if there was anything that was missing. On paper it looked like a no brainer. Thought it would be best to expand out 1 at a time and keep it private and not state.

Senator Judy Lee didn't see any downsides of the program.

Senator Tim Mathern saw 2 negatives. (1) When there is a pilot project for 1 biennium, they should be ready to know whether it is good for the rest of the state. (2) Thought having section 1 in the bill creates a red flag.

There was agreement that the content of the program is excellent.

Senator Judy Lee explained that there is work being done on things for the transitional youth to make it easier for them to transition into adulthood.

Senator Dick Dever was not interested in funding Attendant Care if it would not reunite families like this does. One element that would be lost if expanded across the whole state all at once is that it would not be a competitive RFP from one region to another.

Senator Spencer Berry felt that, if it is expanded, it should be to a different makeup in the state such as a rural area to see how it works in a different setting.

A short discussion followed on the number of Judicial and Human Services Districts and that there is no connection.

Section 1 needs to be in the bill because it is referred to in the rest of the bill so it cannot be eliminated without amending other areas.

After more discussion on expansion of the program and whether to amend out Section 1 and additional reporting requirements, all members agreed on support of the program.

Senator Spencer Berry moved a **Do Pass and rerefer to Appropriations**.

Seconded by **Senator Tim Mathern**.

Roll call vote 5-0-0. **Motion passed**.

Carrier is **Senator Spencer Berry**.

FISCAL NOTE

Requested by Legislative Council
12/16/2010

Bill/Resolution No.: SB 2029

1A. **State fiscal effect:** *Identify the state fiscal effect and the fiscal effect on agency appropriations compared to funding levels and appropriations anticipated under current law.*

| | 2009-2011 Biennium | | 2011-2013 Biennium | | 2013-2015 Biennium | |
|----------------|--------------------|-------------|--------------------|-------------|--------------------|-------------|
| | General Fund | Other Funds | General Fund | Other Funds | General Fund | Other Funds |
| Revenues | | | | | | |
| Expenditures | | | \$400,000 | | \$418,180 | |
| Appropriations | | | | | | |

1B. **County, city, and school district fiscal effect:** *Identify the fiscal effect on the appropriate political subdivision.*

| 2009-2011 Biennium | | | 2011-2013 Biennium | | | 2013-2015 Biennium | | |
|--------------------|--------|------------------|--------------------|--------|------------------|--------------------|--------|------------------|
| Counties | Cities | School Districts | Counties | Cities | School Districts | Counties | Cities | School Districts |
| | | | | | | | | |

2A. **Bill and fiscal impact summary:** *Provide a brief summary of the measure, including description of the provisions having fiscal impact (limited to 300 characters).*

This bill directs the Department to continue to provide short-term shelter and assessment programs for at-risk youth as established by the 61st Legislative Assembly and expands the program to at least one additional judicial district and requires the Department to report to legislative management.

B. **Fiscal impact sections:** *Identify and provide a brief description of the sections of the measure which have fiscal impact. Include any assumptions and comments relevant to the analysis.*

Section one part one of this bill will continue the program established in the 2009-2011 biennium providing short term shelter, assessment and intervention services for at-risk children and youth which provides family reunification services as an alternative to placement in foster care or group care in the south central judicial district. A private nonprofit organization will continue to provide the services.

Section one part two of the bill will expand these services into at least one additional judicial district.

3. **State fiscal effect detail:** *For information shown under state fiscal effect in 1A, please:*

A. **Revenues:** *Explain the revenue amounts. Provide detail, when appropriate, for each revenue type and fund affected and any amounts included in the executive budget.*

B. **Expenditures:** *Explain the expenditure amounts. Provide detail, when appropriate, for each agency, line item, and fund affected and the number of FTE positions affected.*

The Fiscal impact is estimated to be \$400,000 for the 2011-2013 biennium and \$418,180 for the 2013-2015 biennium. The amounts would be provided to a non-profit organization to provide the services.

C. **Appropriations:** *Explain the appropriation amounts. Provide detail, when appropriate, for each agency and fund affected. Explain the relationship between the amounts shown for expenditures and appropriations. Indicate whether the appropriation is also included in the executive budget or relates to a continuing appropriation.*

The Executive Budget within SB 2012 includes \$200,000 of general fund for short term shelter, assessment and intervention services for at-risk children and youth. In addition this bill contains a general fund appropriation of \$400,000 for the Department of Human Services to contract for the services in the south central judicial district and expand into at least one additional judicial district.

| | | | |
|---------------|-----------------|----------------|------------|
| Name: | Brenda M. Weisz | Agency: | DHS |
| Phone Number: | 328-2397 | Date Prepared: | 12/22/2010 |

Date: 1-5-2011Roll Call Vote # 1

2011 SENATE STANDING COMMITTEE ROLL CALL VOTES

BILL/RESOLUTION NO. 2029Senate HUMAN SERVICES

Committee

☐ Check here for Conference Committee

Legislative Council Amendment Number _____

Action Taken: ☒ Do Pass ☐ Do Not Pass ☐ Amended ☐ Adopt Amendment☒ Rerefer to Appropriations ☐ ReconsiderMotion Made By Sen. Berry Seconded By Sen. Mathern

| Senators | Yes | No | Senators | Yes | No |
|-----------------------------|-----|----|------------------|-----|----|
| Sen. Judy Lee, Chairman | ✓ | | Sen. Tim Mathern | ✓ | |
| Sen. Gerald Uglem, V. Chair | ✓ | | | | |
| Sen. Dick Dever | ✓ | | | | |
| Sen. Spencer Berry | ✓ | | | | |
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Total (Yes) 5 No 0Absent 0Floor Assignment Senator Berry

If the vote is on an amendment, briefly indicate intent:

REPORT OF STANDING COMMITTEE

SB 2029: Human Services Committee (Sen. J. Lee, Chairman) recommends **DO PASS** and **BE REREFERRED** to the **Appropriations Committee** (5 YEAS, 0 NAYS, 0 ABSENT AND NOT VOTING). SB 2029 was rereferred to the **Appropriations Committee**.

2011 SENATE APPROPRIATIONS

SB 2029

2011 SENATE STANDING COMMITTEE MINUTES

Senate Appropriations Committee Harvest Room, State Capitol

SB 2029
January 20, 2011
Job # 13125

☐ Conference Committee

Committee Clerk Signature

Rose Laning

Explanation or reason for introduction of bill/resolution:

A bill to provide short-term shelter and assessment programs for at-risk youth.

Minutes:

See attached testimony # 1.

Chairman Holmberg called the committee hearing to order on SB 2029.
Sheila M. Sandness - Legislative Council; Lori Laschkewitsch - OMB

Senator Dick Dever – District 32, Bismarck

Bill Sponsor

He served on the Commission on Alternatives to Incarceration during the interim and sponsored SB 2355 in the last session which provided \$200,000 dollars to fund a pilot project for short term care crisis and assessment. It is a program that when things break down in a family and the parents want the child out of the house, they bring them in and for a couple of days they are able to house them and give intensive family counseling. In most cases they reunite the family delaying or avoiding foster care placement.

This bill includes \$200,000 to continue that project and another \$200,000 partially fund another project somewhere else in the state to be determined later. The provision for the existing project is actually funded in the department's budget, so the Human Services Committee considered whether or not they should amend the bill to remove that funding and we decided to bring it to your committee.

The subcommittee will be **Senators Fischer, Kilzer, Erbele and Warner**.

Senator Robinson asked how many youth were involved in the pilot project in Bismarck.

Senator Dever said the people in line to testify have the statistics. One of the options when they come to the facility is foster care. On the other side is that some actually are looking for foster care. We need to be careful, thinking that we're saving all this money, we're not really reducing but we're slowing down the increase.

Senator Bowman asked that when you start programs like this with all the great intentions, but once you do this, we get locked into every community wanting to do this. This is a \$200,000 appropriation that will probably be a \$10M and it will just keep growing. There's no other place for these individuals to go – other than cities providing a shelter for them?

When we have problems with our juveniles and their parents, they go to Dickinson and stay overnight and hopefully get back together.

Senator Dever: Before the existence of this program, when the Police Youth Bureau got that call, sometimes because there was no place else to take them, they took them to the Youth Correctional Center. It only put them deeper into the system. They are children that aren't necessarily involved in a criminal situation, but that is where they would go. As far as expanding it across the state, we may need to do that. Sometimes the social services director has taken them home. The end result is that children are reunited.

Senator Bowman: In Dickinson, the counties pays into that. This one you want the state to pay it.

Senator Dever said that others are here to address that. We're not talking about shelter care.

Melanie Heitkamp, Executive Director, Youth Works
Testified in favor of SB 2029. Testimony attached - # 1

She is testifying to provide background on the Short Term Care and Assessment Center operated for the West Central region and to answer questions about this program.

Reading from testimony –

Senator Robinson also served on the incarceration committee. What type of success have you had keeping kids out of placement and foster care? (Lauren will explain)

Lauren Bosch, Program Director, Youthworks Center.

In the 17 months since they receive funding from the legislature, there were 236 shelter care placements. There are two camps of kids that come into the facility. One camp is the kids that there is some indecision about where they are going to go. Parents are sure whether they are going into foster care or go home. So there were 128 youth that were at risk of going into placement. Of those kids, they worked with 75 of them and provided assessment and reunification services and 94% of those kids went home. They didn't go into placement and they didn't go home, but 94% avoided out of home placement. The most important statistic is the 108 kids that were at anticipated risk of going into placement, 54% of them didn't go into foster care as planned.

Senator Robinson asked if there were Native American youth and Lauren Bosch said that approx. 62 % white, 32% Native American and 6% other.

Chairman Holmberg closed the hearing on SB 2029 and subcommittee on human services look at this.

2011 SENATE STANDING COMMITTEE MINUTES

Senate Appropriations Committee Harvest Room, State Capitol

SB 2029
02-17-2011
Job # 14672

☐ Conference Committee

Committee Clerk Signature

Alice DeBer

Explanation or reason for introduction of bill/resolution:

A SUBCOMMITTEE HEARING ON SB 2012 (SEVERAL BILLS WERE DISCUSSED AND ACTION WAS TAKEN BY THE SUBCOMMITTEE)

Minutes:

You may make reference to "attached testimony."

Senator Fischer, Chairman opened the subcommittee hearing in reference to the Department of Human Services. Senator Kilzer, Senator Erbele, Senator Warner were also present. Lori Laschkewitsch, OMB and Roxanne Woeste, Legislative Council were also present.

Senator Kilzer states he would like to go through the nine "stand alone" bills. Senator Kilzer asks Lori about SB 2029. Is there a \$200,000 appropriation in the governor's executive budget for that item?

The bills that this subcommittee is assigned to are: 2029, 2043, 2163, 2212, 2240, 2264, 2298, 2334, 2357.

Lori Laschkewitsch states that in SB 2029, the \$200,000 is included in the department's budget.

Senator Kilzer states that this bill is the "youth works expansion" bill. They wanted to double the \$200,000 and the \$200,000 is in the present biennium and I would like to keep it at that level and not expand it for at least another biennium.

Senator Kilzer states, **I would vote for the recommendation of DO NOT PASS ON SB 2029.**

Senator Erbele seconds the motion.

Roll call vote is 3 yes and 1 nay.

Senator Kilzer states it will go before the full committee.

2011 SENATE STANDING COMMITTEE MINUTES

Senate Appropriations Committee Harvest Room, State Capitol

SB 2029
02-17-2011
Job # 14716 (Meter 2050)

☐ Conference Committee

Committee Clerk Signature

Alice Debever

Explanation or reason for introduction of bill/resolution:

A Roll call vote on the bill to provide short-term shelter and assessment programs for at-risk youth.

Minutes:

You may make reference to "attached testimony."

Chairman Holmberg opened the hearing on SB 2029.

Senator Erbele: We did find out that there is money in the executive budget. The subcommittee did a DO NOT PASS because there is \$200,000 for that in the executive budget.

Senator Kilzer stated it was 3 and 1 on a DO NOT PASS in subcommittee.

Chairman Holmberg Let's have a motion on SB 2029.

Senator Erbele moved Do Not Pass. Seconded by Senator Kilzer.

Chairman Holmberg Where is the \$200,000 in the budget? There's \$200,000 in Human Services and this would have added \$200,000.

Senator Robinson: For a pilot project in the East, mostly in Grand Forks and some in Fargo. The existing one is in Bismarck.

Senator Kilzer This was just started in the last session so it doesn't have a long history.

A Roll Call vote was taken on a DO NOT PASS ON 2029. Yea: 10, Nay: 3; Absent 0.

Senator Kilzer: Does this go back to Human Services. He was told no, not if we kill it.

Senator Kilzer will carry the bill. The hearing was closed on SB 2029. (Meter 23.35)

JOB # 14716 INCLUDES ROLL CALL VOTES ON: 2345,2159,2029,2299,2298,2212,2334, 2357.

Date: 2-17-11
Roll Call Vote # 1

2011 SENATE STANDING COMMITTEE ROLL CALL VOTES
BILL/RESOLUTION NO. 2029

Senate Senate Appropriations Committee

☐ Check here for Conference Committee

Legislative Council Amendment Number _____

Action Taken: ☐ Do Pass ☒ Do Not Pass ☐ Amended ☐ Adopt Amendment

☐ Rerefer to Appropriations ☐ Reconsider

Motion Made By Erbele Seconded By Kilzer

| Senators | Yes | No | Senators | Yes | No |
|--------------------|-----|----|-------------------|-----|----|
| Chairman Holmberg | ✓ | | Senator Warner | | ✓ |
| Senator Bowman | ✓ | | Senator O'Connell | | ✓ |
| Senator Grindberg | ✓ | | Senator Robinson | | ✓ |
| Senator Christmann | ✓ | | | | |
| Senator Wardner | ✓ | | | | |
| Senator Kilzer | ✓ | | | | |
| Senator Fischer | ✓ | | | | |
| Senator Krebsbach | ✓ | | | | |
| Senator Erbele | ✓ | | | | |
| Senator Wanzek | ✓ | | | | |
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Total (Yes) 10 No 3

Absent 0

Floor Assignment Kilzer

If the vote is on an amendment, briefly indicate intent:

Fischer

REPORT OF STANDING COMMITTEE

SB 2029: Appropriations Committee (Sen. Holmberg, Chairman) recommends **DO NOT PASS** (10 YEAS, 3 NAYS, 0 ABSENT AND NOT VOTING). SB 2029 was placed on the Eleventh order on the calendar.

2011 TESTIMONY

SB 2029

Testimony

REGARDING SENATE BILL No. 2029

Senate Human Services Committee

Prepared January 4, 2011

Melanie Heitkamp, Executive Director of Youthworks

Madame Chair and members of the Committee, My name is Melanie Heitkamp and I am the Executive Director of Youthworks. I am here at the request of Senator Dever to provide background on our Short Term Care and Assessment Center operated for the West Central region and to answer any question you may have regarding this program. With me today is Lauren Bosch, Program Director of our Center.

Before I begin my formal testimony I would like to thank this committee, and particularly Senator Dever, for your past support of this program. Because of your decision to fund this innovative program during the last legislative session, hundreds of children in the West Central region have avoided a foster care placement and families have received critical services during times of family crisis.

Two years ago, we provided testimony to your committee on our program. At that time the program was fairly new and our concept was unique to anything being done throughout the State. We were able to provide you with outcomes

that were quite promising at the time, in terms of keeping children (in crisis) in their homes and community. The program was considered a "pilot" program at the time with more time needed to determine it's true effectiveness. Today we are pleased to share that the promising outcomes we were identifying at that time have remained constant. Mr. Bosch will walk you through the outcomes. Before he does, I will briefly review the key components of the program:

1. Placement in the shelter is very short-term (less than 3 days)
2. Parents retain custody and work with an experienced family therapist at the time of crisis, while the child is in the shelter.
3. Together they develop a plan to resolve the immediate crisis and work toward stability and better conflict resolution in their relationship.
4. Careful screening and assessments are completed while the child is in the shelter to determine whether drug/alcohol abuse, mental health issues or suicide and depression issues are factors in the crisis. If so, appropriate referrals and treatment is arranged while maintaining the child in their own home.
5. Professional family crisis intervention services are provided outside of regular office hours, in the evenings and on the weekends to assist with critical decision-making by the families. Historically we know that once a child enters the foster care system they tend to remain in the system for at least 3 months, and often longer.

Since the inception of the program, we have received many calls from the

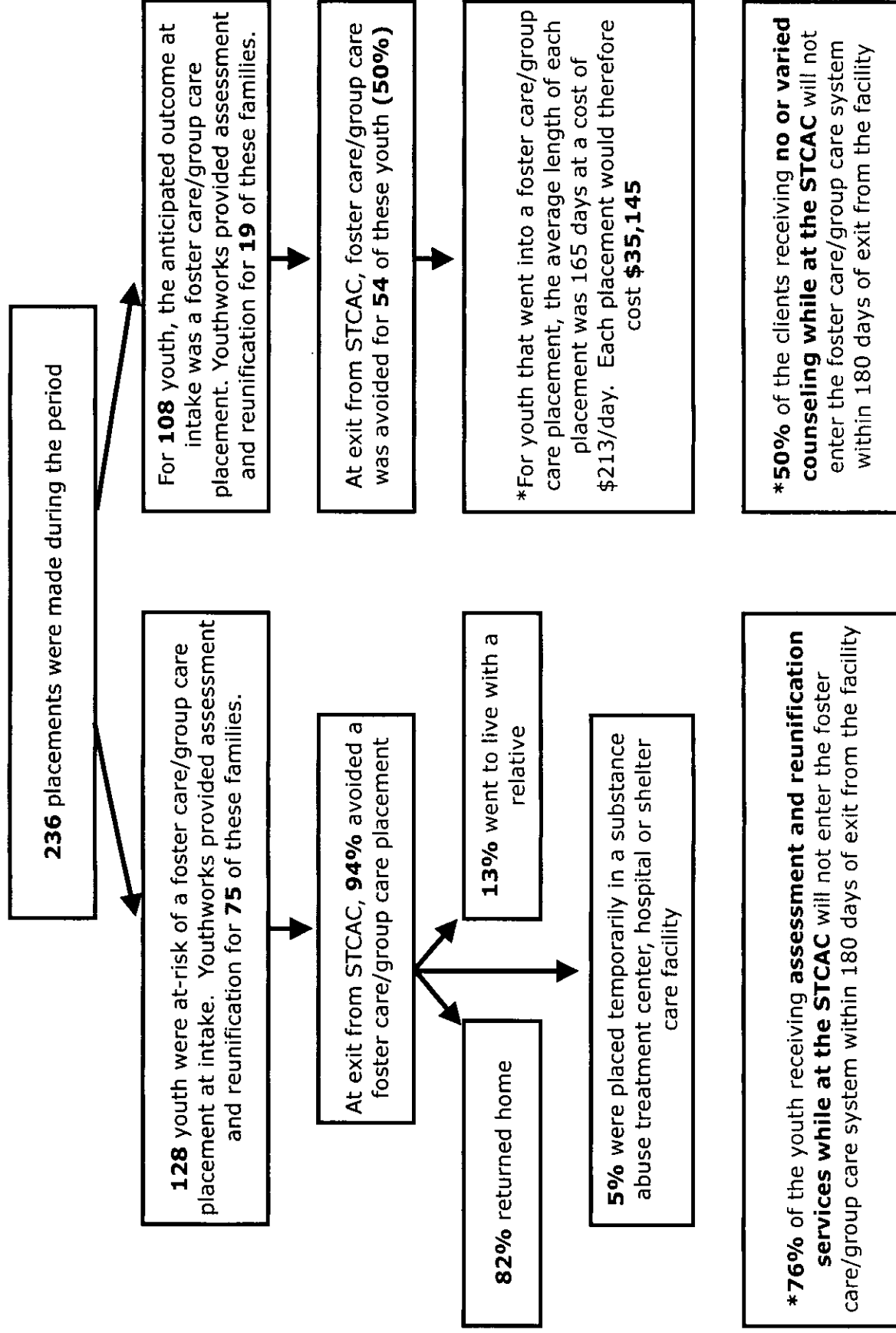
outlying regions, interested in replicating the program.

In summary, the value of a program like this cannot be minimized:

- The family unit remains intact
- The parents are the key decision-makers, not courts or public entities, as they seek help regarding conflict with their children
- There is a measureable cost saving to the State taxpayers when preventing unnecessary foster care placements.
- The child remains in their home, community and school and has a sense of belonging and hope for their future.

Youthworks Short-Term Care and Assessment Center Flow Chart

Shelter Care Placements Between July 1, 2009 and November 30, 2010

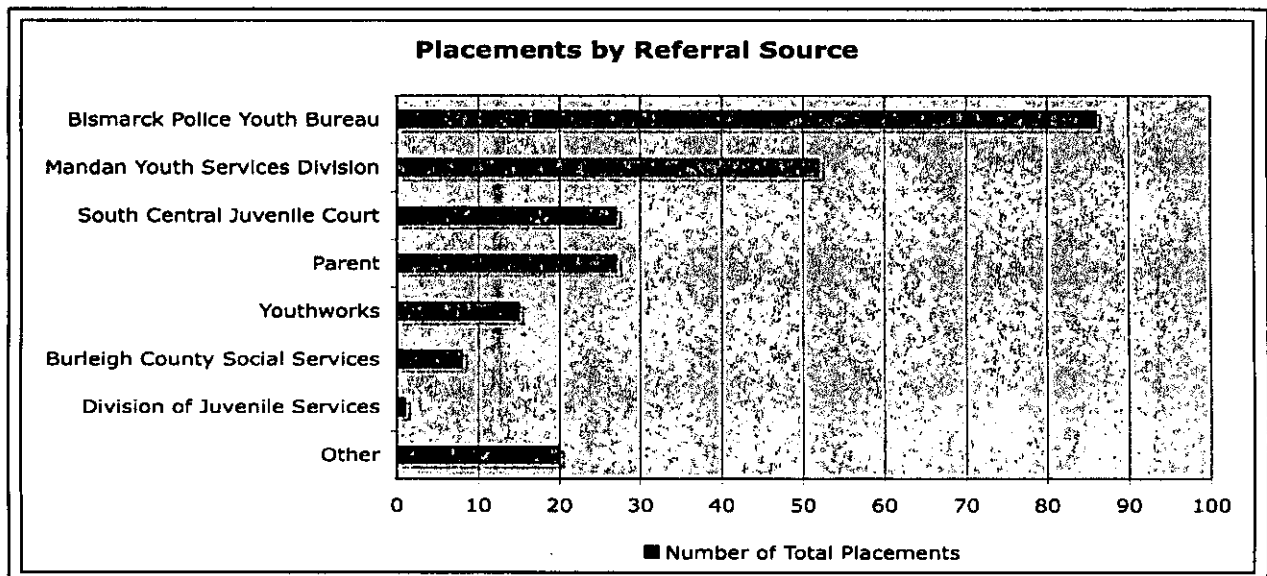


*According to a study by the ND Dept. of Human Services for clients who were served at the STCAC from July 1, 2008 - June 30, 2009

Youthworks Short-Term Care and Assessment Center Statistical Summary for July 1, 2009 – November 30, 2010

The project has supported 236 shelter care placements in the 17 months beginning July 1, 2009 and ending November 30, 2010.

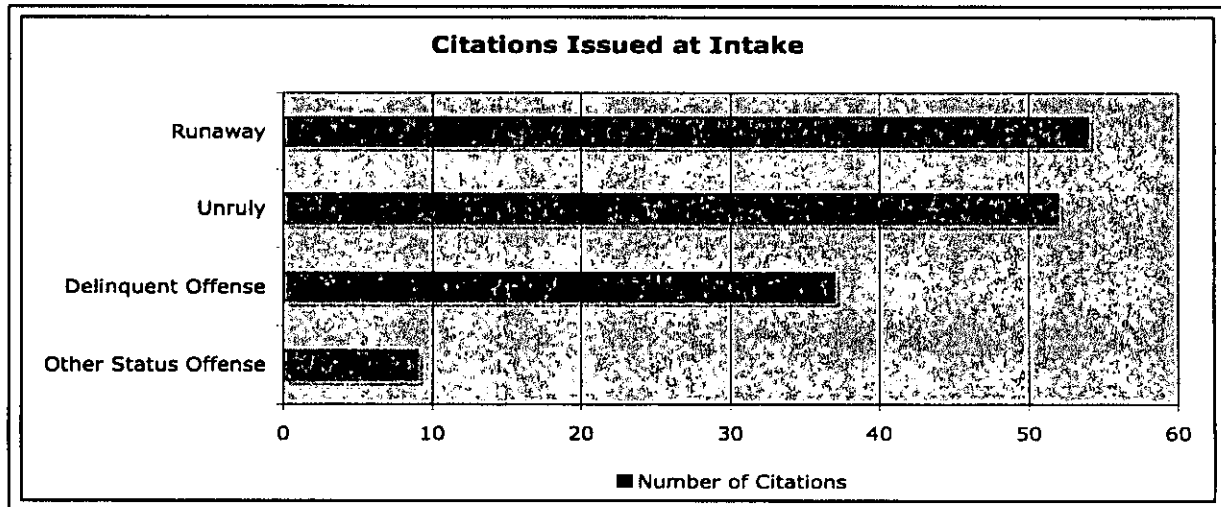
- ✓ The average placement length was 50.1 hours.
- ✓ The agency provided 24-hour access to assessment and reunification services provided by master's level counselors. Ninety-four (94) of the 236 families served received assessment and reunification services from the agency.
- ✓ Following shelter services, 55 families participated in follow-up services at the agency. Services included: individual and family counseling, anger management training, one-on-one mentoring and after-school programming.
- ✓ Referral Sources:



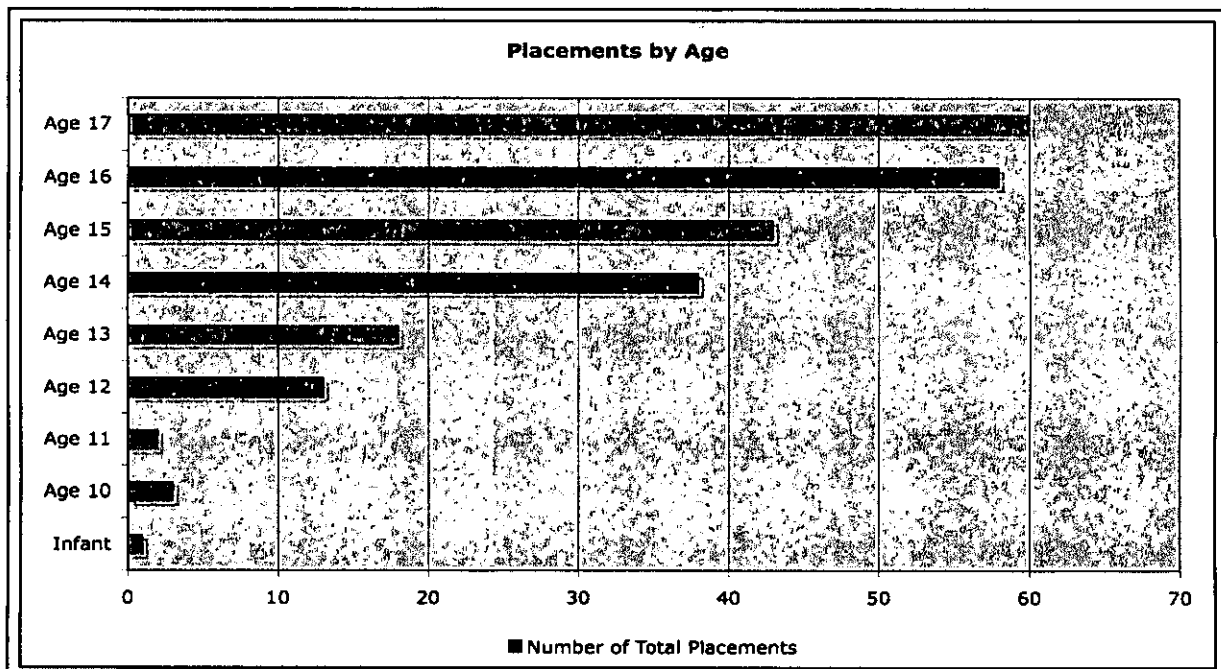
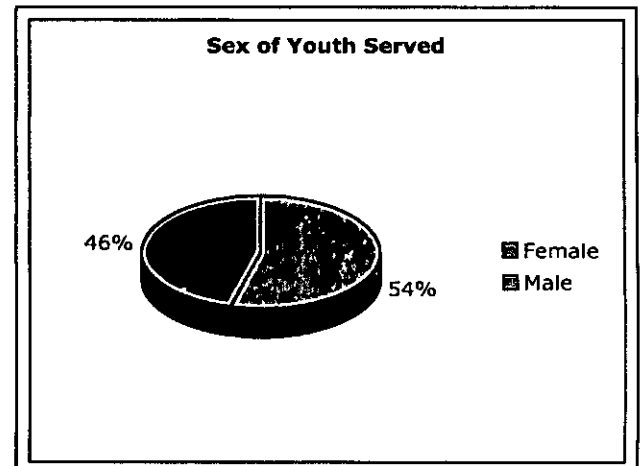
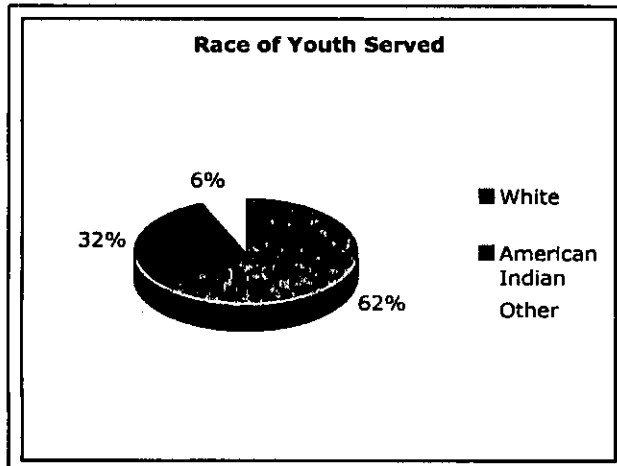
- ✓ Residence of Clients Served:

| Burleigh County | | Surrounding Counties | | Other State |
|-----------------|-----|----------------------|----|-------------|
| Bismarck | 127 | Beulah | 4 | |
| Menoken | 2 | Center | 3 | |
| Sterling | 2 | Garrison | 3 | |
| Baldwin | 1 | Cannon Ball | 2 | |
| Driscoll | 1 | Devils Lake | 1 | |
| Total | 136 | Fort Yates | 1 | |
| | | New Town | 1 | |
| Morton County | | Fargo | 1 | |
| Mandan | 76 | Hazen | 1 | |
| New Salem | 2 | Washburn | 1 | |
| Glen Ullin | 2 | Dickinson | 1 | |
| Total | 80 | Total | 19 | 1 |

- ✓ Sixty-four percent (64%) of the clients had been cited by law enforcement at intake. Delinquent offenses included: Domestic Assault, Terrorizing, Possession of a Controlled Substance, Unauthorized Use of a Motor Vehicle, Disorderly Conduct and Resisting Arrest.



- ✓ Client Demographics:



SHORT TERM CARE AND ASSESSMENT CENTER - BISMARCK

Organization Name: Youthworks

Budget Period: FY 2009-10

| | | | |
|--|--|------------------|---------------|
| Department of Corrections (State) | | 100000 | 50.0% |
| SUPPORT | "Ongoing Commitments" | | |
| | Burleigh County | 23463.00 | 11.7% |
| | Morton County | 9659.00 | 4.8% |
| | Burleigh County Soc Ser | 6000.00 | 3.0% |
| | Morton County Soc Ser | 3000.00 | 1.5% |
| | Runaway Youth Services | 14825.00 | 7.4% |
| | West Central Human Services | 12000.00 | 6.0% |
| | Juvenile Justice-Title II (Attendant Care) | 31053.00 | 15.5% |
| TOTAL SOURCES OF SUPPORT | | 200000.00 | 100.0% |

| | | | |
|-------------------------------|---|------------------|--|
| Personnel & Fringe | | | |
| EXPENSES | Administrative and Clerical | 13468.00 | |
| | Social Workers & Counselors (Assessment, Family Reunification, Crisis Intervention) | 21500.00 | |
| | Child Care Staff (includes fringe) | 92000.00 | |
| | Short-Term Care Coordinator | 24266.00 | |
| | Fringe Benefits | 15451.00 | |
| | Operating Expenses | | |
| | Travel & Staff Development | 1000.00 | |
| | Office Supplies & Postage | 1977.00 | |
| | Food & Shelter Supplies | 4300.00 | |
| | Flex, EAP & Retirement Fees | 100.00 | |
| | Liability Insurance | 437.00 | |
| | Training Stipends | 2500.00 | |
| | Office Furniture & Equip Lease | 624.00 | |
| | Occupancy (Rent, Utilities, Insurance, Maintenance) | 20247.00 | |
| | Accounting/Audit/Acc' Software | 1600.00 | |
| | Laundry | 350.00 | |
| | Licensure & Background Checks | 180.00 | |
| TOTAL EXPENSES | | 200000.00 | |

Youthworks
221 West Rosser
Bismarck, ND 58503
(701)255-7229



FAQ (Frequently Asked Questions)

Short-Term Care and Assessment Center

What is a Short-term Care and Assessment Center?

A Short-Term Care and Assessment Center (STCAC) is a facility that provides short-term shelter for youth that cannot be immediately returned to their home and are generally placed with the consent of the parent. The overall mission of a STCAC is to provide professional intervention to prevent placements in the foster care and corrections systems. Assessment and reunification services are provided to insure that youth can be safely returned to their home. Generally the placements are less than 96 hours. A Short-Term Care and Assessment Center also provides shelter for youth awaiting longer-term placement. Placements are voluntary and the facility is not locked. A STCAC operated by Youthworks in Bismarck has been serving the South Central region since December of 2006. Much of the information contained in the FAQ comes from the Bismarck STCAC. All statistical data pertains to clients served utilizing funding from the North Dakota Legislature.

How is a Short-Term Care and Assessment Center different from group care licensed by the Department of Human Services?

A Short-Term Care and Assessment Center is not licensed, but is designated by the Juvenile Court as the attendant care and short-term shelter for the judicial district. The designation is required by existing statute. Parents maintain custody and make the ultimate decisions regarding the need for longer-term care. The Center must meet all local health and fire standards. Licensed facilities generally do not accept youth placed with the consent of parents. Most group care placements are authorized by the Juvenile Court.

Who is served at the Short-Term Care and Assessment Center?

The following types of youth are served:

- Youth arrested (or citable) that cannot be immediately, or safely, returned to their home without further assessment and reunification services (Attendant Care).
- Youth whose parents say they can no longer manage their child's behavior and need immediate and professional intervention.
- Youth awaiting placement in a longer term facility.
- Youth that have run away from home and are being served outside of the Juvenile Justice and Child Welfare Systems (Runaway Youth Services).

What services are provided?

In addition to a safe place in a crisis, the Short-Term Care and Assessment Center provides:

- crisis intervention on a 24-7 basis
- professional assessment regarding safety
- mental health screening
- immediate family counseling and reunification services
- liaison with other providers working with the family
- recommendations and referrals regarding the need for other services (anger management, peer support, etc.)
- follow-up that generally includes brief family therapy

How many youth have been served at the Short-Term Care and Assessment Center?

The Youthworks STCAC served 236 shelter care youth in 17 months ending November 30, 2010. Fifty-four percent (54%) of the youth referred (128 placements) were at risk of placement and could not be immediately returned to their homes without professional assessment and reunification services. Typically these youth could not be returned home due to serious conflict between adolescents and their parents.

FAQ (Frequently Asked Questions)

When youth are at risk of placement, and receive assessment and intervention services, how effective is the STCAC in returning youth to their homes within 96 hours?

In the 17 months ending November 30, 2009, 94% of clients were able to avoid long-term out-of-home placement with:

- 82% returning home,
- 13% placed temporarily with a relative and
- 5% placed temporarily in a substance abuse treatment center, hospital or shelter care facility

When the plan for youth referred to the STCAC is placement, is it ever avoided?

Approximately 46% (108 placements) of the shelter care youth referred in 17 months ending November 30, 2010 were held pending longer-term placement. Placements provide the time necessary to develop the most cost-effective and appropriate longer-term placement plan. **However, it is important to note that of these 108 youth, 54 (50%) did NOT go into long-term placement at discharge from this facility.**

Is active follow-up provided to families?

Active follow-up is available when serious parent-child conflict is the presenting issue or when placement decisions have not already been approved. Of those families that participated in assessment and reunification with Youthworks, 58.5% were referred to receive on-going services with the agency.

What does it cost to operate a Short-Term Care and Assessment Center?

The budget for Youthworks' Short-Term Care and Assessment Center (operating 24 hours per day, seven day per week) is approximately \$200,000 per year. Half of the cost (\$100,000) is coming from ongoing partnering agencies that benefit directly from the shelter and services provided and from the operating agency-Youthworks. In 2009-11, half of the funding (\$100,000) is provided by the Legislature as a pilot program funded through the Department of Corrections. This funding must be maintained to continue operation of the Short-Term Care and Assessment Center.

What entities can share the cost?

The funding partners included Morton and Burleigh counties and county social services, West Central Human Services (shelter care), State Attendant Care Program, Children's Services Coordinating Committee (start-up for 2006-07) Youthworks (Runaway Center) and the Department of Juvenile Services, as appropriated by the North Dakota Legislature. Attendant care and shelter care pay only for the placement, not assessment, reunification and follow-up services. There is no additional funding available for shelter care or attendant care. The city of Bismarck using CDBG funding has assisted the STCAC to meet building, health and fire standards and to make the facility handicap accessible.

Does a Short-term Care and Assessment Center save money?

Short-term shelter, assessment and reunification services:

- (1) Provides an immediate placement option and crisis intervention for parents outside of the juvenile justice and child welfare systems,
- (2) Provides law enforcement with an immediate option allowing them to return to policing,
- (3) Reduces placement hearings for the juvenile court (including legal costs for assigning an attorney),
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The savings are considerable, if only the cost of placement is considered. Placement in licensed group care is expensive, typically costing \$213 per day, \$6478 per month and \$77,745 per year for each youth placed in care. If only 20% of the 128 youth at risk of placement were placed for 90 days, the cost

FAQ (Frequently Asked Questions)

would total \$490,752. This is more than twice the cost of the program and a savings of more than a quarter of a million dollars (\$290,752). While difficult to estimate, the increases in caseload, juvenile court costs, and law enforcement expenses must also be substantial.

Is it the right thing to do?

The state must hold youth in the least restrictive environment. Ungovernable youth cannot be held in secure settings and could be diverted and served outside of the Juvenile Justice and Child Welfare Systems. Placements authorized by the parents that provide a "time out" in times of crisis coupled with immediate intervention and follow-up is the right thing to do. Research consistently shows that early intervention and the active engagement of parents during a crisis can keep youth in their own homes, in school, and in the community.

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Was an evaluation of the Short-Term Care and Assessment Center conducted?

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How was the study conducted?

The study provides data on placements following discharge from the STCAC. The study tracks youth placed following shelter care for a minimum of one year, and in some cases nearly two years. All of the youth were at high risk of longer-term care when referred to the STCAC. In many cases a shelter care hearing had been scheduled or held. The number of youth involved in the study was 103 youth. The Department of Human Services provided placement data from their CWIPS (Comprehensive Welfare Information and Payment System). Youthworks' STCAC provided data on youth placed during the one-year study period and segmented the data into three subsets:

- Youth served whose family was significantly involved in reunification with STCAC family counselors,
- Youth served where others were involved with the family,
- Youth served on multiple occasions with varied involvement of STCAC counselors or other agency counselors.

How many youth remained with their parents for a period of a least 180 days following discharge from the STCAC?

When STCAC counselors were involved with the family (optional) 76% {28 youth} remained at home for a period of 180 days. When Youthworks has little or no involvement with the family, 50% of the youth remained at home for 180 days.

What happened during the one-year follow-up period to youth placed in alternative care?

Two youth were in foster care when placed in the STCAC. Forty-one {41} youth were placed as planned at discharge from the STCAC or within 180 days. The average length of stay for the 29 youth discharged by the end of the study period was 165 days and the total days of alternative care was 4785 days. Twenty-two (22) youth were in placement at the end of the study period.

What would be the cost savings if those youth remaining at home had been placed for the average length of stay of those placed and then discharged during the study period?

If the 61 youth remaining at home for at least 180 days in the care and custody of their parents had been placed at an average of 165 days and at an average cost of \$213/day the cost of these placement would be in excess of 2.1 million dollars. **The net savings would be approximately 2 million dollars after subtracting the operational costs for the facility.**

How many youth served by the STCAC would have to remain at home for a period of a least one year for the STCAC to break even?

Based on the study, the average cost of a placement is \$35,145. The \$161,040 budget can be met when 4.6 youth at risk of placement remain at home.

Testimony
Senate Bill 2029 – Department of Human Services
Senate Human Services Committee
Senator Judy Lee, Chairman
January 5, 2011

Chairman Lee, members of the Senate Human Services Committee, I am Tara Lea Muhlhauser, Director of the Children and Family Services Division of the Department of Human Services. I am here today to provide you with information regarding Senate Bill 2029.

The Pilot Program for short-term shelter, assessment and intervention provides necessary services to youth and families to prevent placements in foster care. This concept of providing emergent services to address the child's needs, and the family concerns in this pilot period have demonstrated that 76% of the youth receiving services in this program did not enter foster care within 180 days of exit from the program. Further, this demonstrates that providing immediate and focused shelter and assessment services to youth and families at the time of crisis is both an effective intervention and a cost effective practice.

The Department looks forward to continuing our work with this initiative in the next biennium.

I am available to answer any questions you have.

Testimony

REGARDING SENATE BILL No. 2029

Senate Appropriations Committee

Prepared January 20, 2011

Melanie Heitkamp, Executive Director of Youthworks

Chairman Holmberg and members of the Committee, My name is Melanie Heitkamp and I am the Executive Director of Youthworks. I am here at the request of Senator Dever to provide background on our Short Term Care and Assessment Center operated for the West Central region and to answer any question you may have regarding this program. With me today is Lauren Bosch, Program Director of our Center.

Before I begin my formal testimony I would like to thank this committee, and particularly Senator Dever, for your past support of this program. Because of your decision to fund this innovative program during the last legislative session, hundreds of children in the West Central region have avoided a foster care placement and families have received critical services during times of family crisis.

Two years ago, we provided testimony to your committee on our program. At that time the program was fairly new and our concept was unique to anything being done throughout the State. We were able to provide you with outcomes

that were quite promising at the time, in terms of keeping children (in crisis) in their homes and community. The program was considered a "pilot" program at the time with more time needed to determine its true effectiveness. Today we are pleased to share that the promising outcomes we were identifying at that time have remained constant. Lauren Bosch will be available for questions about the outcomes and results of the project in the last 2 years.

I have brought with me a copy of the budget and an explanation of the budget justification, but before I go into those documents, I will briefly review the key components of the program:

1. Placement in the shelter is very short-term (less than 3 days)
2. Parents retain custody and work with an experienced family therapist at the time of crisis, while the child is in the shelter.
3. Together they develop a plan to resolve the immediate crisis and work toward stability and better conflict resolution in their relationship.
4. Careful screening and assessments are completed while the child is in the shelter to determine whether drug/alcohol abuse, mental health issues or suicide and depression issues are factors in the crisis. If so, appropriate referrals and treatment is arranged while maintaining the child in their own home.
5. Professional family crisis intervention services are provided outside of regular office hours, in the evenings and on the weekends to assist with critical decision-making by the families. Historically we know

that once a child enters the foster care system they tend to remain in the system for at least 3 months, and often longer.

Since the inception of the program, we have received many calls from the outlying regions, interested in replicating the program.

In summary, the value of a program like this cannot be minimized:

- The family unit remains intact
- The parents are the key decision-makers, not courts or public entities, as they seek help regarding conflict with their children
- There is a measureable cost saving to the State taxpayers when preventing unnecessary foster care placements.
- The child remains in their home, community and school and has a sense of belonging and hope for their future.

SHORT TERM CARE AND ASSESSMENT CENTER - BISMARCK

Organization Name: Youthworks

2011 Calendar Year

Date Prepared: January 2010

Proposed (24-7)

| | | | |
|---------|--|------------------|---------------|
| SUPPORT | Department of Corrections (State) | 100000 | 50.0% |
| | "Ongoing Commitments" | | |
| | Burleigh County | 23463.00 | 11.7% |
| | Morton County | 9659.00 | 4.8% |
| | Burleigh County Soc Ser | 6000.00 | 3.0% |
| | Morton County Soc Ser | 3000.00 | 1.5% |
| | Runaway Youth Services | 14825.00 | 7.4% |
| | West Central Human Services | 12000.00 | 6.0% |
| | Juvenile Justice-Title II (Attendant Care) | 31053.00 | 15.5% |
| | TOTAL SOURCES OF SUPPORT | 200000.00 | 100.0% |

Personnel & Fringe

| | | |
|---|----------|-------|
| Administrative and Clerical | 13468.00 | 6.7% |
| Social Workers & Counselors (Assessment, Family Reunification, Crisis Intervention) | 21500.00 | 10.8% |
| Child Care Staff (includes fringe) | 92000.00 | 46.0% |
| Short-Term Care Coordinator | 24266.00 | 12.1% |
| Training Stipends | 2500.00 | 1.3% |
| Fringe Benefits | 15451.00 | 7.7% |

Operating Expenses

| | | |
|---|----------|-------|
| Travel | 1000.00 | 0.5% |
| Office Supplies & Postage | 1977.00 | 1.0% |
| Food & Shelter Supplies | 4300.00 | 2.2% |
| Flex, EAP & Retirement Fees | 100.00 | 0.1% |
| Liability Insurance | 437.00 | 0.2% |
| Office Furniture & Equip Lease | 624.00 | 0.3% |
| Occupancy (Rent, Utilities, Insurance, Maintenance) | 20247.00 | 10.1% |
| Accounting/Audit/Acc' Software | 1600.00 | 0.8% |
| Laundry | 350.00 | 0.2% |
| Licensure & Background Checks | 180.00 | 0.1% |

TOTAL EXPENSES

200000.00

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YOUTHWORKS' SHORT-TERM CARE AND ASSESSMENT CENTER

REVENUE, EXPENSES AND UTILIZATION

REVENUE.

Youthworks' revenue for the 2010-11 fiscal year is \$200,000. The funding is provided via eight contracts and grants, some for a fixed amount of funding per year, and some based on days utilized. The fixed commitments include:

| | | |
|-----------------------------------|--------------|---------|
| Department of Corrections | \$100,000.00 | (50.0%) |
| Burleigh & Morton Counties | \$33,158.00 | (16.6%) |
| Burleigh & Morton Social Services | \$9,000.00 | (4.5%) |

The funding provided by the Association of Counties (\$31,053 or 26.5%) and Human Services Center (\$12,000 or 6%) is contingent upon placements and eligibility criteria. The budgeted amounts are based on historical payments. Runaway Youth Services funding (\$14,825 or 7.4%) is based on eligibility and availability requirements. The \$100,000 provided by the legislature is leveraging an additional \$100,000, a dollar for dollar match.

EXPENDITURES.

Personnel and fringe benefits total \$169,185 or 84.6% of the expenditures. This includes the 24-7 childcare workers whose salary and fringe total \$90,000 or 46% of the expenditures. Occupancy expenses is the second largest expenditure and totals \$20,247 or 10% of the expenditures. This includes a short-term note related to bringing the facility into compliance with health and fire standards (sprinkler system, alarms, etc.). Food (\$4300) and shelter supplies (\$1977) total \$6277. Food is heavily offset with many commodities obtained through the Great Plains Food Pantry and a local food donation program. All other budget categories are less than 1% of total expenditures and most of these costs are allocated among all Youthworks' programs. An annual audit and accounting, is an allocated expense totaling \$1600 and is a mandatory Federal requirement. Liability insurance is allocated and totals \$437

per year and is a mandatory expenditure. License and background checks are mandatory, but offset through Youthworks participation in a national program. Funding is budgeted for equipment leases and furniture-primarily an agency-shared copier. Laundry is budgeted at \$350.00. Most of the laundry is done "in-house". Client and training-related staff travel is budgeted at \$1000.

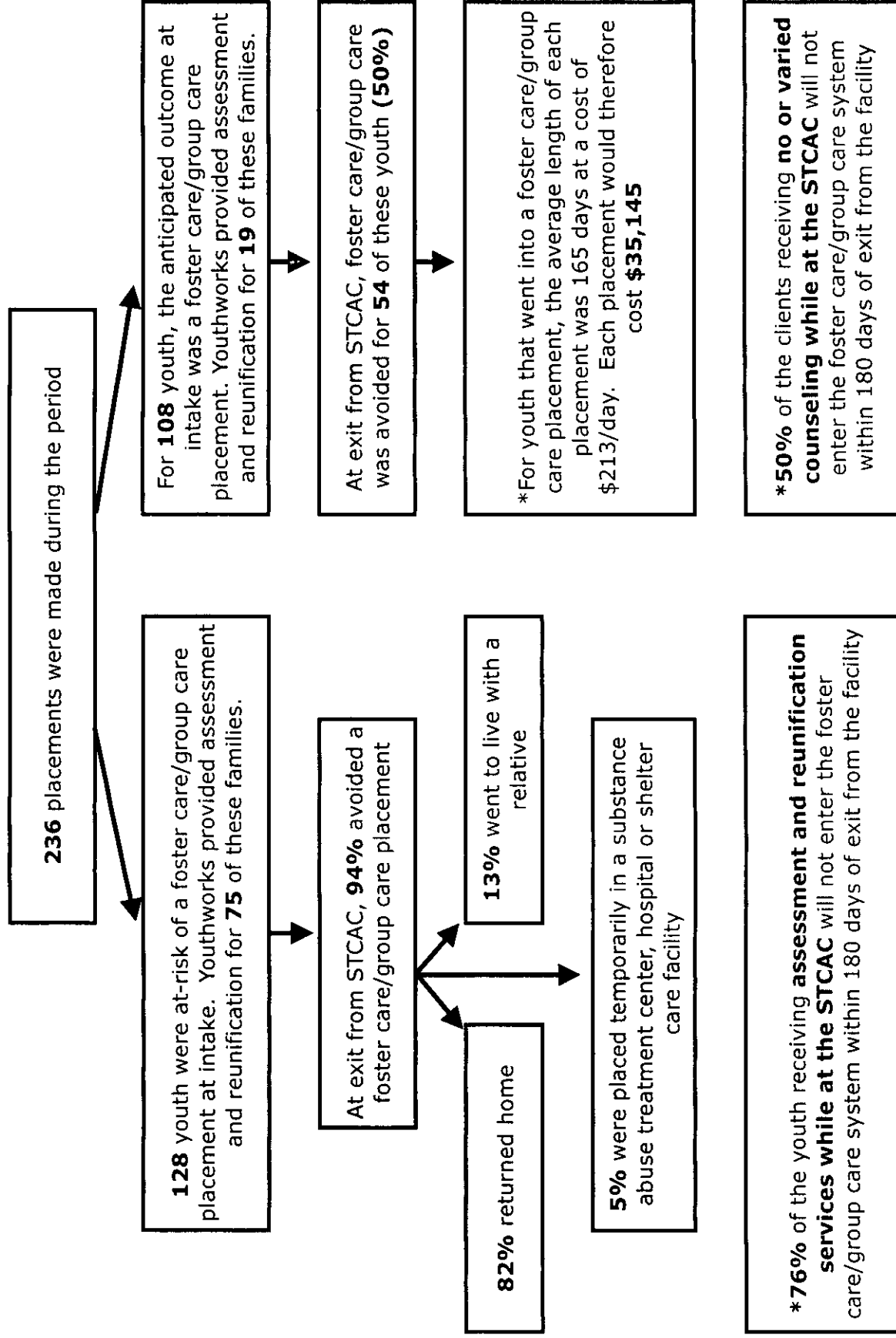
In summary, 95% of the expenditures are salary and fringe or occupancy related costs. Other expenditures are generally related to Federal or state requirements (audit, background checks, liability insurance) and allocated per the agency cost allocation plan.

UTILIZATION.

In the calendar year ending December 31, 2010 the Short-Term Care and Assessment Center had 250 placements, a 14% increase from the 219 placements in 2009. The number of days of placement increased from 601 days to 746 days, a 24% increase in 2010. The average length of stay is three days. This is a small increase due to the longer length of stay allowed, but a rare occurrence, under the Runaway Youth Program (21 days). The cost per youth per day is \$268.

Youthworks Short-Term Care and Assessment Center Flow Chart

Shelter Care Placements Between July 1, 2009 and November 30, 2010

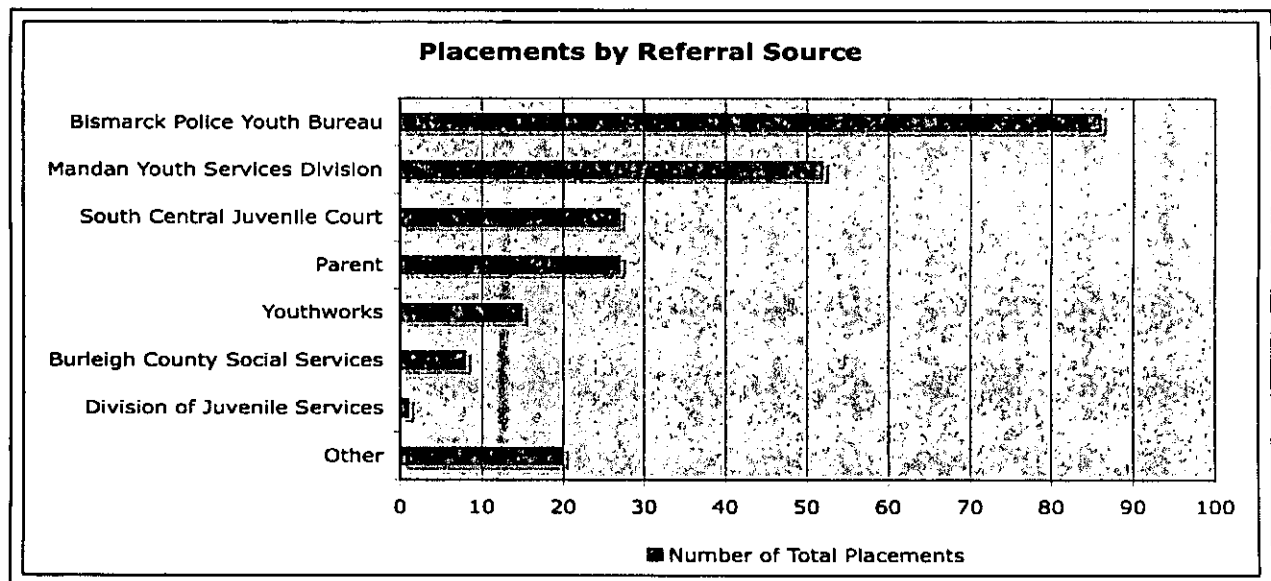


*According to a study by the ND Dept. of Human Services for clients who were served at the STCAC from July 1, 2008 - June 30, 2009

Youthworks Short-Term Care and Assessment Center Statistical Summary for July 1, 2009 – November 30, 2010

The project has supported 236 shelter care placements in the 17 months beginning July 1, 2009 and ending November 30, 2010.

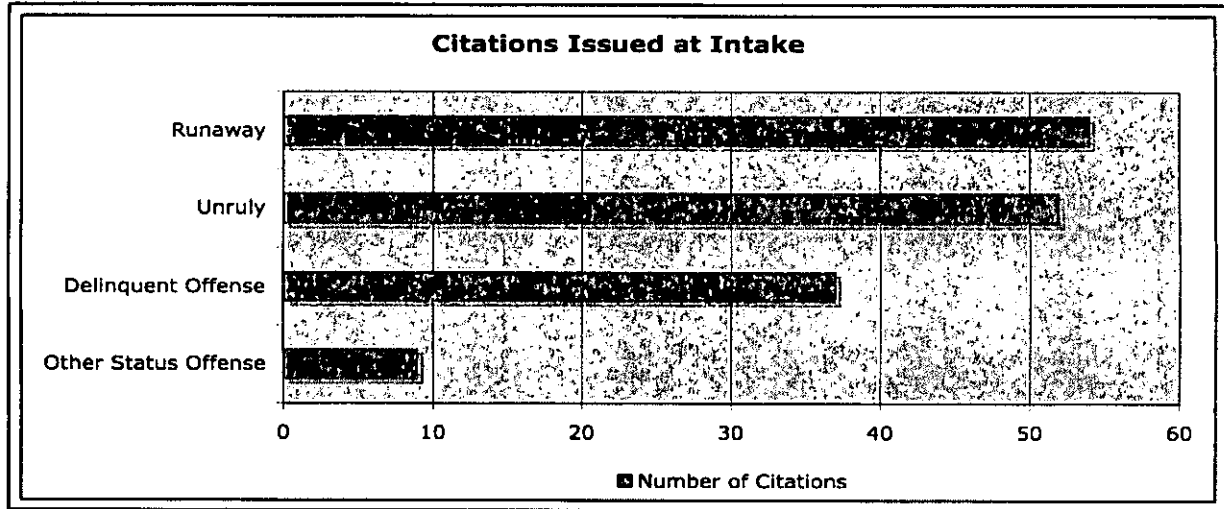
- ✓ The average placement length was 50.1 hours.
- ✓ The agency provided 24-hour access to assessment and reunification services provided by master's level counselors. Ninety-four (94) of the 236 families served received assessment and reunification services from the agency.
- ✓ Following shelter services, 55 families participated in follow-up services at the agency. Services included: individual and family counseling, anger management training, one-on-one mentoring and after-school programming.
- ✓ Referral Sources:



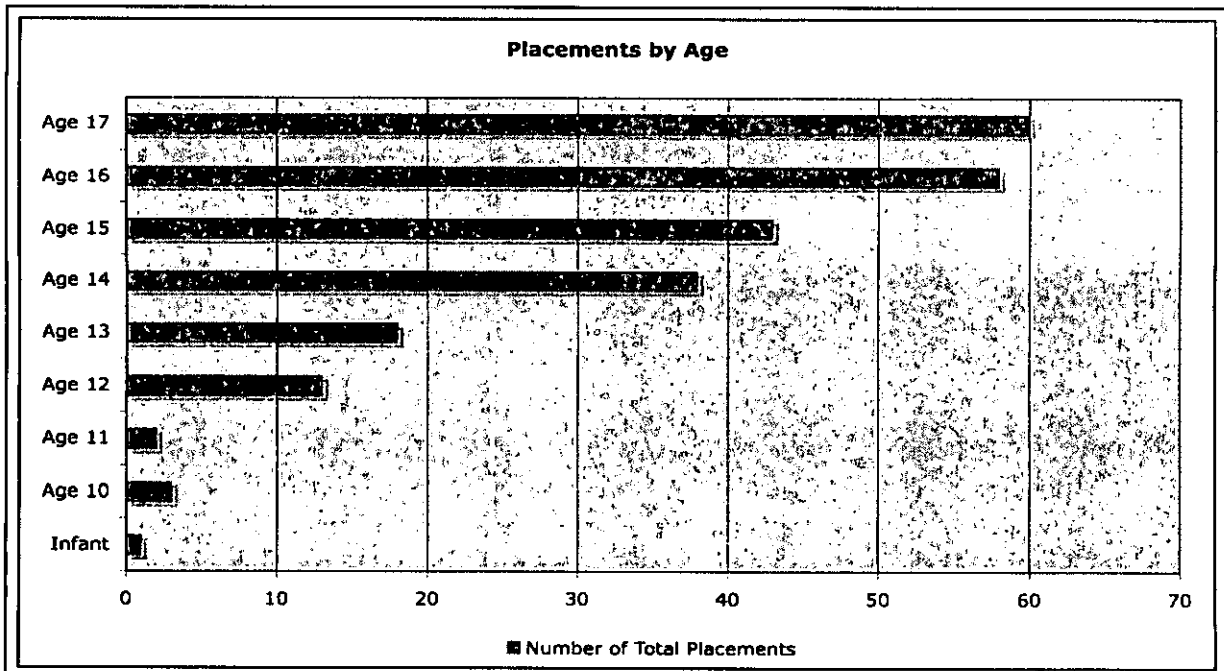
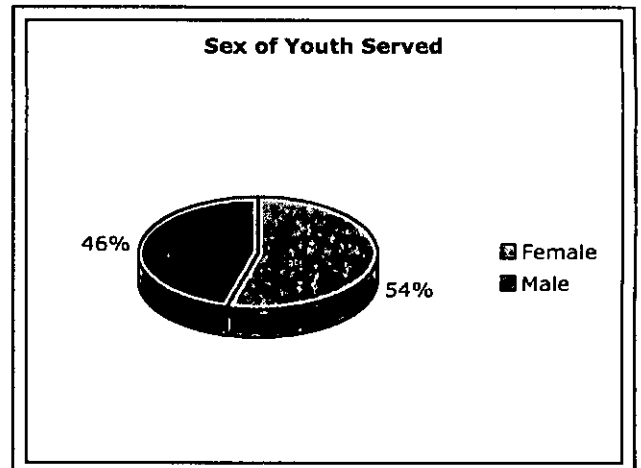
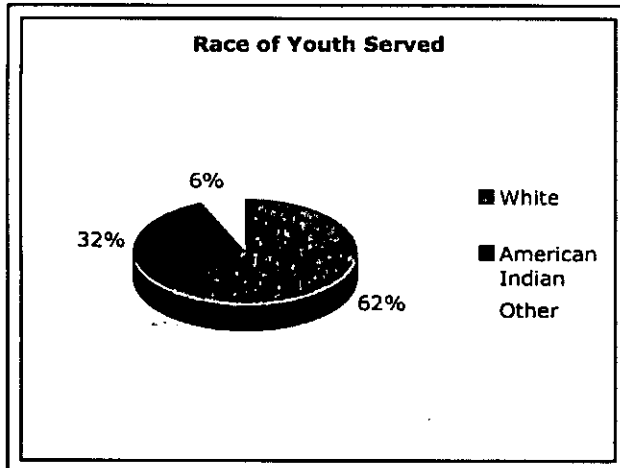
- ✓ Residence of Clients Served:

| | | | | | |
|------------------------|-----|-----------------------------|----|--------------------|----------|
| Burleigh County | | Surrounding Counties | | Other State | 1 |
| Bismarck | 127 | Beulah | 4 | | |
| Menoken | 2 | Center | 3 | | |
| Sterling | 2 | Garrison | 3 | | |
| Baldwin | 1 | Cannon Ball | 2 | | |
| Driscoll | 1 | Devils Lake | 1 | | |
| Total | 136 | Fort Yates | 1 | | |
| | | New Town | 1 | | |
| Morton County | | Fargo | 1 | | |
| Mandan | 76 | Hazen | 1 | | |
| New Salem | 2 | Washburn | 1 | | |
| Glen Ullin | 2 | Dickinson | 1 | | |
| Total | 80 | Total | 19 | | |

- ✓ Sixty-four percent (64%) of the clients had been cited by law enforcement at intake. Delinquent offenses included: Domestic Assault, Terrorizing, Possession of a Controlled Substance, Unauthorized Use of a Motor Vehicle, Disorderly Conduct and Resisting Arrest.



- ✓ Client Demographics:



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