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# TOMORROW



IN

# 19138 YOUTH DEVELOPMENT

DAVID L. JONES, Secretary  
Social Rehabilitation and Control



DR. JOHN R. LARKINS, Commissioner  
Youth Development

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## THE FORGOTTEN CHILD



Secretary David Jones

Shortly after I was appointed Secretary of Social Rehabilitation and Control, I asked that all these reports be considered and a new system based on viable recommendations be created.

On the following pages is information regarding where the system is now, where it has been, and future plans for providing more effective services to everyone involved.

The child will no longer be forgotten.

DAVID L. JONES, Secretary  
Social Rehabilitation and Control

Studies conducted by such organizations as the North Carolina Bar Association and the Governor's Committee on Child Advocacy calling for the immediate need to improve the juvenile justice system in North Carolina have, in the past, fallen on deaf ears.

Despite the time, money, and manpower spent to report on the status of the system, the Office of Youth Development has failed to respond to the recommendations made by these groups.



## A NEW DIRECTION IN YOUTH DEVELOPMENT

by

DR. JOHN R. LARKINS, Commissioner



A forum entitled "Children in Trouble" was held at the 1970 White House Conference. The finding and statement of this forum was that the existing system of dealing with children in trouble — including those labeled neglected, abused and delinquent — is really a non-system. Further, this system is a tragic failure that severely hurts thousands of children each year, wastes millions of tax dollars, and taxes the energies of many concerned, dedicated professionals and others. On the basis of recent studies and reports, these conditions are applicable to North Carolina.

We are convinced that, if we are to check delinquency and help children in trouble, the people of this State must gain totally new views of both the problems and their solutions. The recent reorganization of the Office of Youth Development is a move in that direction. While this is a difficult task, we believe that North Carolina has the resources, intelligence, ability and desire to meet this challenge. In order to do this, however, there must be leadership at the highest level and helping children must become a State priority of the first magnitude. We have all of these through the interest, concern and support of the Governor, the Secretary of Social Rehabilitation and Control, the Legislature and many individuals and groups. The people of North Carolina have accepted this challenge and there appears to be a sense of excitement and commitment to troubled children and children in trouble.

We do not believe any of us here — or anywhere — know all of the answers to meet the needs of these very special youngsters. However, we are all aware that there is an anti-institutional trend running strong in this country. The emphasis is on getting people out of the institutions and into less formal settings. We realize, however, that institutions can be a vital part of a continuum of services for the delinquent youngster. We will close *some* of the old punitive, ill-designed institutions that are void of meaningful treatment programs. In their place, we will develop alternatives to institutionalization which will provide adjudicated youngsters with meaningful treatment programs designed to change delinquent attitudes and values. In our New Direction, we will move toward the orderly development of alternatives to institutionalization that will result in a phasing down of the traditionally large training school. In order to rapidly move into this New Direction of Correction, there is an urgent need for Probation and After-care Services for Youth Development. The challenge to North Carolina is clear.



# YOUTH DEVELOPMENT



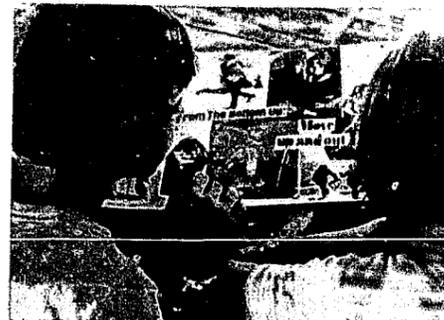
1967



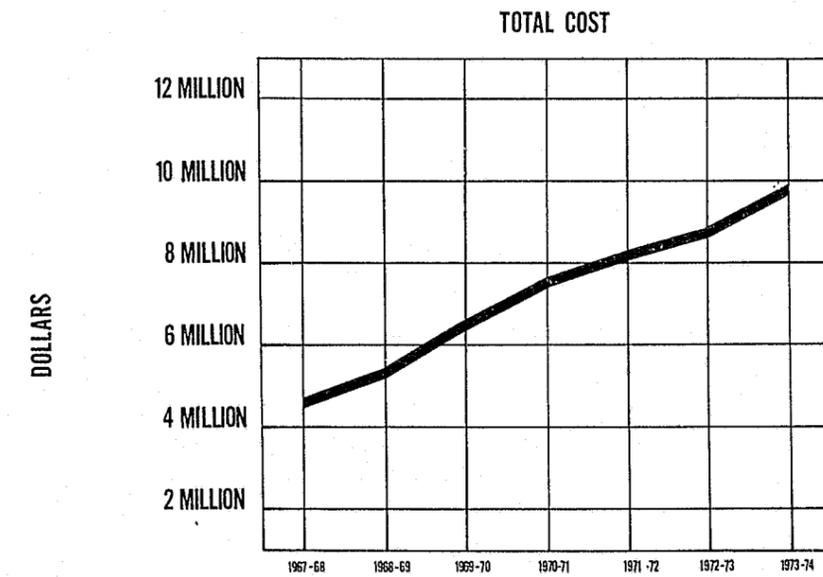
1973



# PAST PRESENT and FUTURE

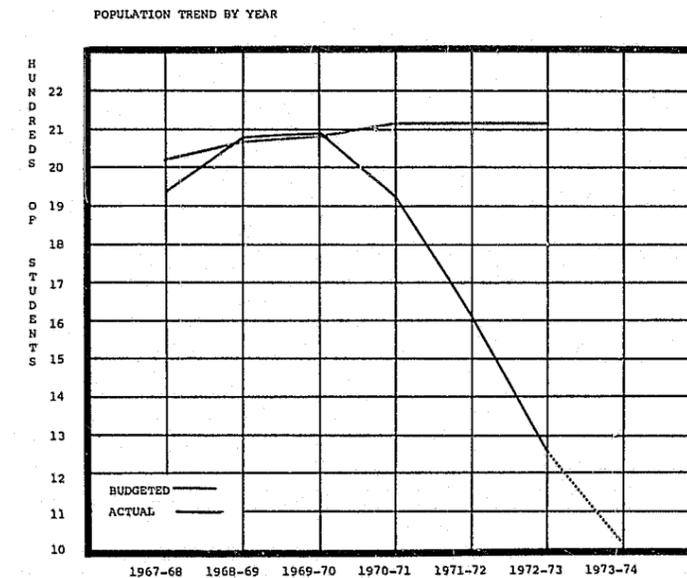


## I. TOTAL COST:



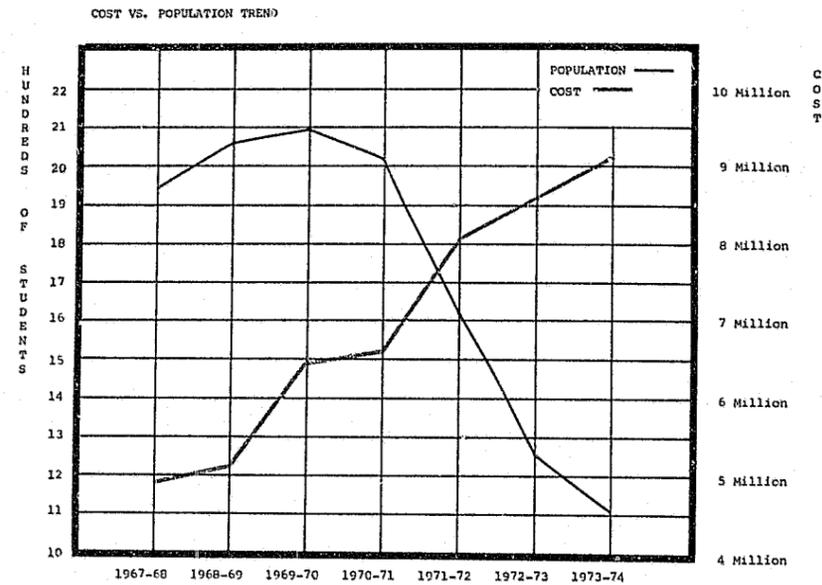
Over the past seven years, the Office of Youth Development, which included eight training schools, saw its budget grow from more than \$4 million a year to nearly \$10 million. However, while total cost continued to climb upward, the department saw the reverse happen regarding student population.

## II. STUDENT POPULATION:



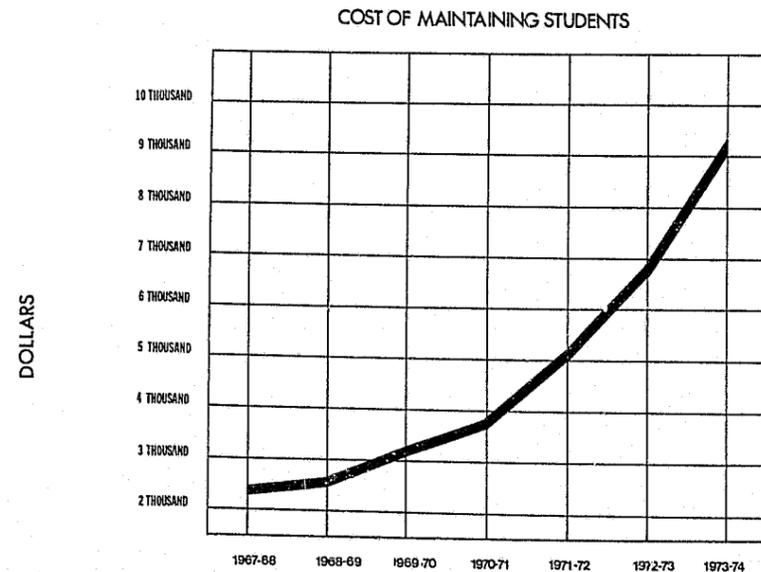
As of September 1973, student population declined to an all-time low of 1,013. As the graph indicates, there has been a trend over the last seven years to decrease the number of students sent to the training schools, due in part to the fact that judges are more frequently placing the child on probation. As the result of reorganization, a more unified method of providing community-based programs and facilities to these children will be provided, due in part to the fact that a continued decrease in student population is anticipated.

### III. TOTAL COST vs. STUDENT POPULATION:



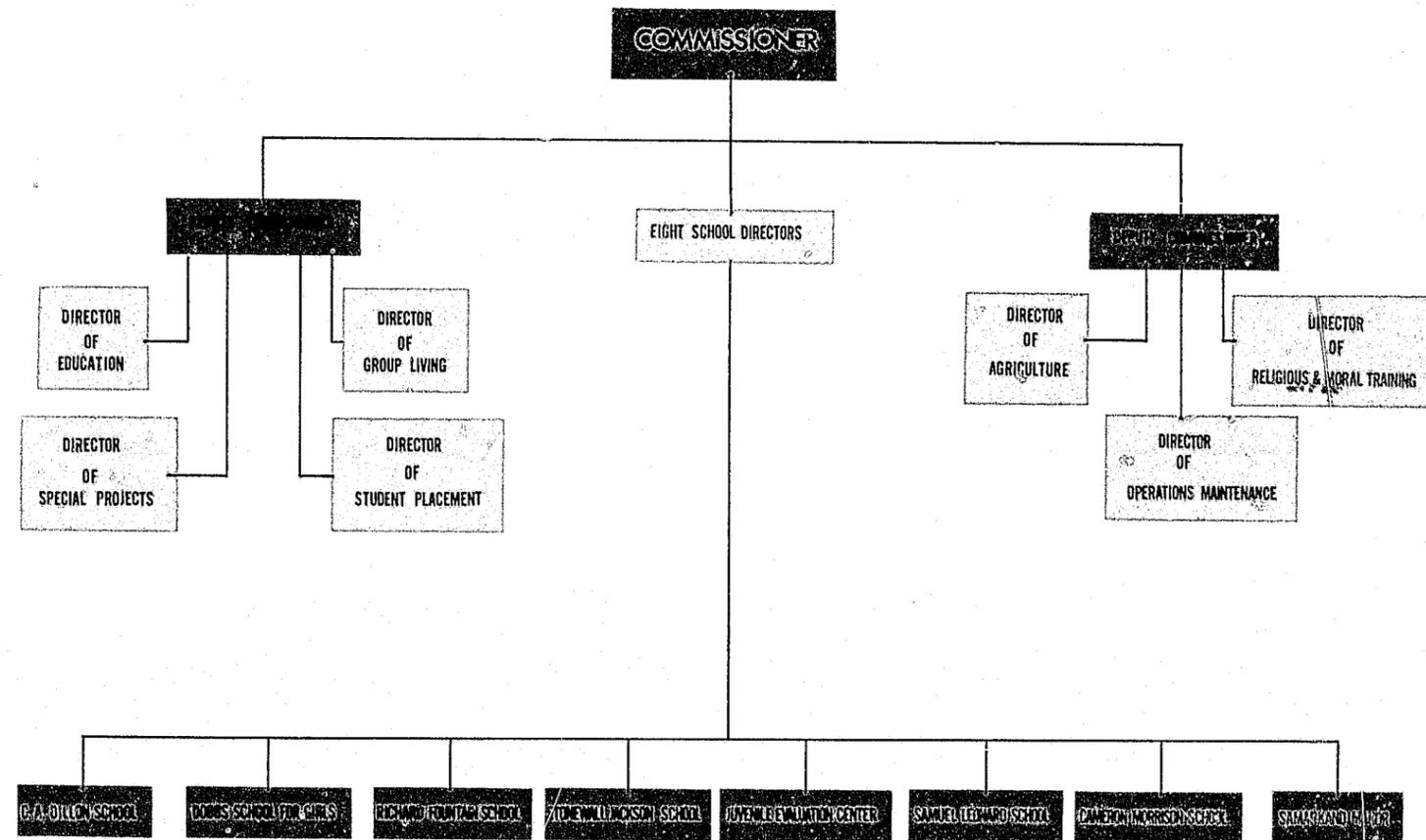
As this graph illustrates, there has been little effort to maintain proportionate distribution of funds for the care of the child. While efforts have been made to decrease student population over the past few years, total cost has continued to rise, producing a very expensive system per child as indicated below:

### IV. COST OF MAINTAINING STUDENT:



The Office of Youth Development is currently spending more than \$9,000 a year to house, feed, and generally care for each child sent to a training school, and yet reports have continued to label this state's juvenile justice system as "antiquated", "a dumping grounds", and "in need of a complete overhaul". Considering the fact that for the same amount of money a child could be sent to one of the best private schools in the country, a more effective system must be implemented, providing greater control over money spent and services provided to the students.

### V. FORMER OFFICE OF YOUTH DEVELOPMENT:

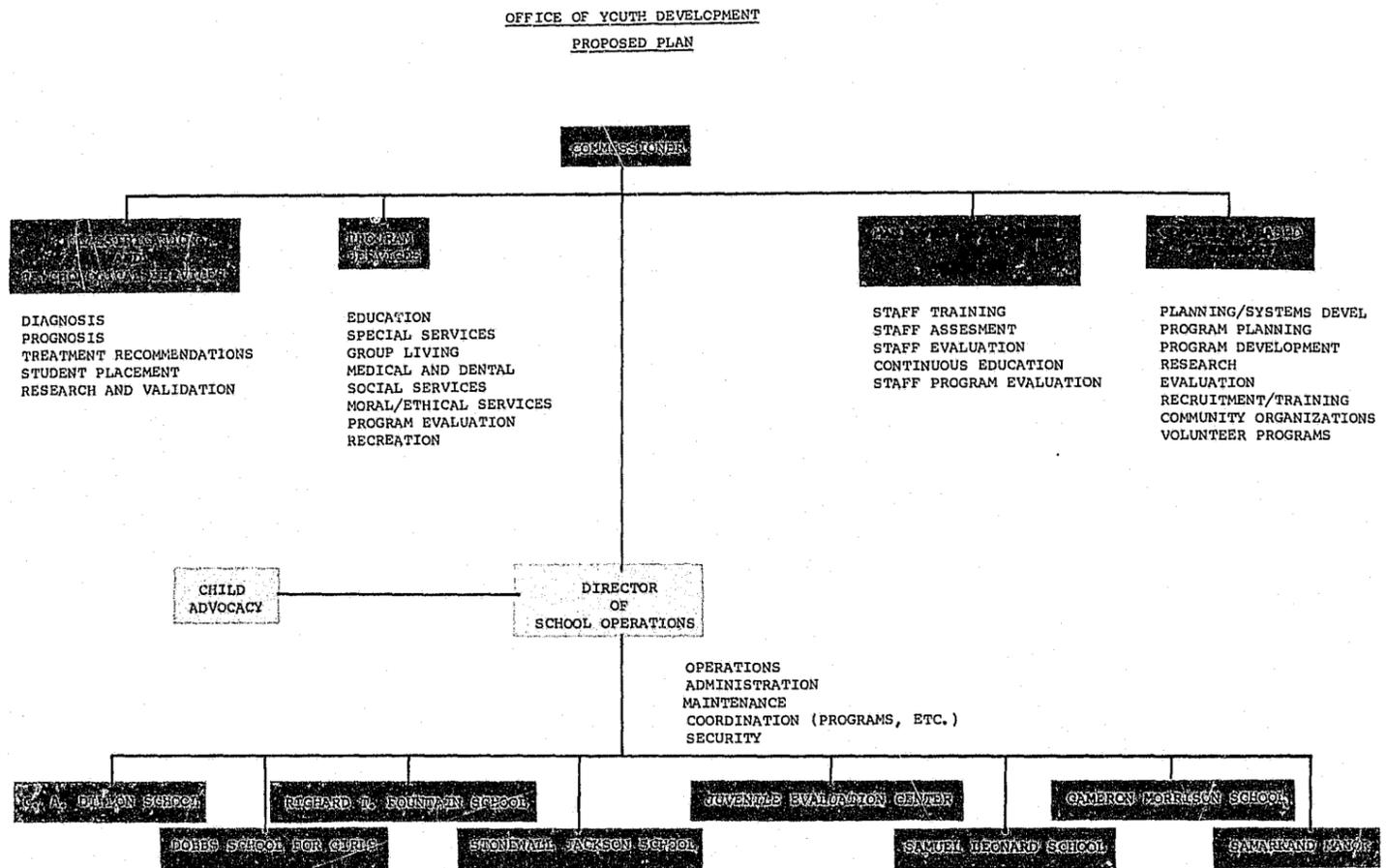


As this flow chart indicates, there has been little or no emphasis placed in the past on classification and psychological services to the student. Diagnosis of the problem as well as recommended treatment for the child sent to us from the courts have been poorly administered, creating a less than desired rehabilitative program for the juvenile offender.

At the same time, there has been no effort to provide staff training, assessment or evaluation. For instance, there have been no academic requirements for being a cottage parent; instead, the need to have some knowledge of housekeeping activities, the handling of delinquent children, and the ability to maintain records and prepare reports have been the main prerequisites for employment.

Such fragmented services both to the students and the staff have in fact created a disorganized and ineffective system for everyone involved.

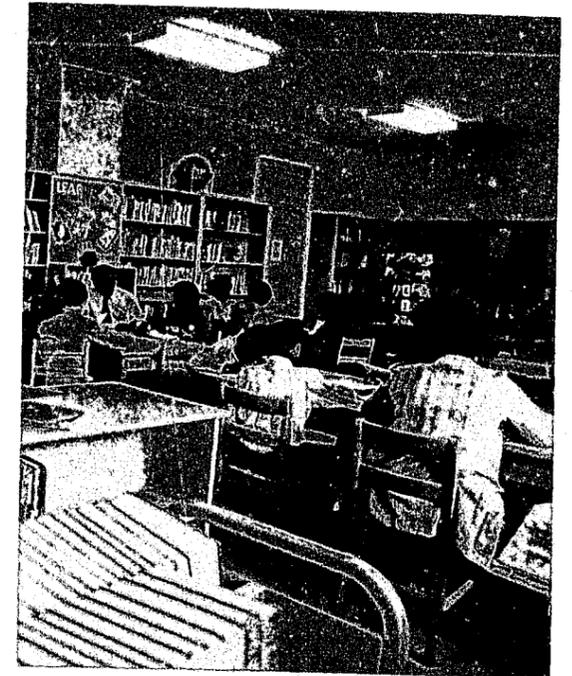
**VI. REORGANIZED OFFICE OF YOUTH DEVELOPMENT:**



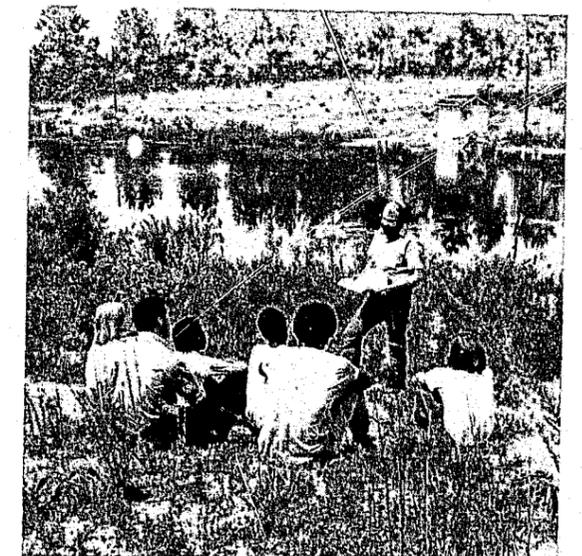
Reorganization of Youth Development, implemented October, 1973, for the first time calls for complete diagnosis, prognosis, and treatment of each child upon entering the system. Reports released by various interest groups have called attention to the fact that not enough psychological testing is made on each student, and therefore an individual rehabilitative program has not served the purpose it should. To minimize this problem, a second evaluation center has been established in Rocky Mount at the Richard T. Fountain School. Prior to this, the Juvenile Evaluation Center at Swannanoa met some of the needs for children in the Western part of the State, although treatment there was not complete. With reorganization, more uniformly distributed evaluation of all incoming students will be administered.

Other programs and services to be enhanced will include medical-dental care, moral-ethical services, group living, and educational programs.

With the implementation of this plan, all farming programs will cease and educational programs will be greatly enriched. To date, priority has been placed on the harvesting of crops rather than the learning process, even though less than 10% of the children come from rural areas in the state and the cost of harvesting food for students is higher than it would be if purchased. Six of the eight schools conducted farming programs on more than 18,000 acres of farmland owned by the schools. Recognizing there is no therapeutic nor economical reason for continuing this type of training, farming at all schools has been terminated. This action taken by the Secretary is estimated to create an annual savings of \$480,000.

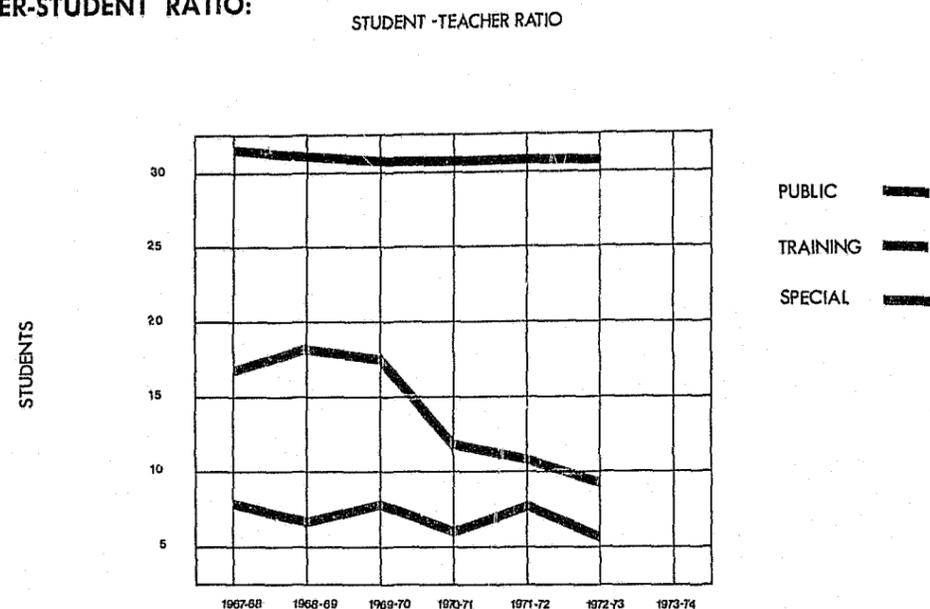


*One example of enhanced educational facilities*



*With reorganization of Youth Development, services ranging from medical-dental care to community-based participation with students will be greatly enhanced.*

## VII. TEACHER-STUDENT RATIO:



In attempting to create an atmosphere conducive to learning, more emphasis will now be placed on providing proper educational facilities as well as staff to teach. Currently, there are approximately nine students per teacher, an enviable situation for any public school instructor. However, due to the fact that a great deal of emphasis has been placed elsewhere other than on education, the system and its students in the training schools have not had the opportunity to use this ratio to its fullest potential. With reorganization of Youth Development, all phases of academic and vocational instruction will be enhanced.

## VIII. COMMUNITY-BASED PROGRAMS:

While North Carolina has no intention of closing all its training schools, reorganization plans do call for expanded community-based facilities, enhanced program services, and enriched long-range planning that involves greater utilization of neighboring communities and their citizens.



The state as well as the national trend over the past few years has been to move away from placing children into institutions, offering instead a greater variety of community-based programs from which they can participate.



Studies conducted by child-interest groups indicate that a large percentage of the children presently in our schools have no business being there; that there should be community-based facilities available as an alternative to incarceration, placing the child more closely into the area where he normally lives.

For those who must remain confined to a school, advanced programs dealing directly with treatment of the child's specific problems rather than emphasis on removal of the delinquent child from the community are necessary if the system is to really succeed.

As a result of reorganization, enriched psychological testing and individualized program services are emphasized. North Carolina ranks first among all 50 states in the number of children committed to the training schools per capita; hopefully, implementation of these test results will help decrease the number of children returning to the system in the future.

## IX. COEDUCATIONAL SCHOOLS:

For those children who cannot benefit from such programs, a more normal atmosphere is to be found on the grounds of a training school. One of the first steps is to convert all schools into coeducational centers of learning.

Data from the Juvenile Evaluation Center in Swannanoa and C. A. Dillon School in Butner support the advantages to be found in a more natural environment. School directors report that personal hygiene is improved, etiquette is enhanced, and homosexuality greatly decreased. At the same time, there is no evidence that pregnancies increase as a result of boys and girls attending the same school. Living quarters are similar to those found on many other campuses; separate housing is made available for both groups.



## X. TARGET AREAS:

Many changes are necessary if we are to provide proper rehabilitative services to our youth. Recognizing that not all aspects of juvenile care can be immediately addressed, the following list comprises those areas to receive our initial attention:

- \*COMMUNITY-BASED FACILITIES & PROGRAMS
- \*ADDITIONAL RECEPTION UNITS
- \*INDIVIDUAL ACCOMMODATIONS
- \*PAY SCHEDULES
- \*TRAINING PROGRAMS
- \*CENTRAL OFFICE REORGANIZATION
- \*CONDITIONAL RELEASE
- \*MEDICAL-DENTAL CARE & CLINICAL TREATMENT
- \*ALTERNATIVE TO SEGREGATION CELLS
- \*RECREATIONAL FACILITIES & PROGRAMS
- \*IMPROVED REHABILITATIVE & EVALUATION PROCESSES
- \*CLASSIFICATION & PSYCHOLOGICAL SERVICES
- \*COEDUCATIONAL SYSTEM



With this reorganization of Youth Development, the department is providing more effective services to children sent to us from the courts than ever before. At the same time, needless expenses are being eliminated, creating not only an economically sound system, but also one that will hopefully make the child feel he is no longer forgotten . . . that there is a tomorrow for him more rewarding than today.

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