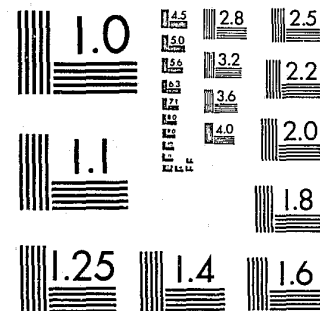


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# Training Schools & Therapeutic Camps in North Carolina

A John Howard Association Report for the Governor's Advocacy Council on Children and Youth  
June 1981

THERAPEUTIC CAMPS AND  
TRAINING SCHOOLS  
IN NORTH CAROLINA

GOVERNOR'S ADVOCACY COUNCIL  
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FOREWORD

As part of its legislative mandate, the Governor's Advocacy Council on Children and Youth is charged with conducting "a continuing review of existing state government programs for children and youth and their families." In fulfilling this mandate, and using funds received from the U.S. Office of Juvenile Justice and Delinquency Prevention, the council contracted with the John Howard Association of Chicago, Ill., to assess the state's training schools and therapeutic wilderness camps.

The John Howard Association was chosen after careful scrutiny of their qualifications as experts in the juvenile justice field and their objectivity regarding North Carolina. The Association has provided consultation services to more than 30 states in the past five years, giving them a broad base for comparison.

I would especially like to thank the GACCY members, Linda Roberts and Elijah Peterson, who joined me in visiting the facilities with the monitoring team. Also, thanks are due to the GACCY staff who planned and conducted the visits - Anthony Brown, Marian Durham, and John Niblock. Major credit for the study, of course, goes to the John Howard Association and its staff who conducted the study: Michael Mahoney, Executive Director, and Don Jensen and Shirley Goins. Their professionalism and concern for young people is evident in this report.

It should be noted that this report is not meant to give an in-depth analysis of the training school and therapeutic camping system. The council recognizes that this would be impossible in the limited time available to visit each facility. Instead, the report is intended to point out areas which the council feels are weaknesses and offer suggestions for improvements.

As always, the council offers its full support to the Department of Human Resources in carrying out the recommendations in this report.

Ruby B. Milgram, Chairman  
Governor's Advocacy Council  
on Children and Youth

TABLE OF CONTENTS

	Page
EXECUTIVE SUMMARY.....	1
INTRODUCTION.....	4
TRAINING SCHOOLS -	
DIVISION OF YOUTH SERVICES.....	7
DYS Facilities and Capacities.....	13
Management.....	15
Child Care/Treatment.....	15
Quality of Program.....	17
Summary and Recommendations.....	19
Juvenile Evaluation Center.....	23
Physical Facilities.....	26
Treatment Program.....	26
Strengths and Weaknesses of Program.....	30
Recommendations.....	31
Stonewall Jackson School.....	33
Physical Facilities.....	36
Treatment Program.....	37
Strengths and Weaknesses of Program.....	40
Recommendations.....	43
Samarkand Manor School.....	45
Physical Facilities.....	45
Treatment Program.....	48
Strengths and Weaknesses of Program.....	54
Recommendations.....	55
Dobbs School.....	56
Physical Facilities.....	56
Treatment Program.....	59
Strengths and Weaknesses of Program.....	64
Recommendations.....	65
C. A. Dillon School.....	67
Physical Facilities.....	70
Treatment Program.....	72
Strengths and Weaknesses of Program.....	74
Recommendations.....	75

## TABLE OF CONTENTS

	<u>Page</u>
THERAPEUTIC WILDERNESS CAMPS - ECKERD	
WILDERNESS EDUCATIONAL SYSTEM CAMPING PROGRAM.....	77
Camping Facilities.....	79
Staffing and Management.....	82
Child Care/Treatment/ Quality of Programs.....	83
Discussion of Issues.....	84
Recommendations.....	94

EXECUTIVE SUMMARY

As part of an ongoing monitoring of youth services, the Governor's Advocacy Council on Children and Youth contracted with the John Howard Association, a private nonprofit agency in Chicago, Ill., to conduct an independent assessment of five training schools operated by the Division of Youth Services, DHR, and the Therapeutic Camping Program operated by the Eckerd Wilderness Educational System under contract from the Department of Human Resources.

The Association consultants conducted visits to the training schools and camping programs during Feb. 16-20 and March 2-6, 1981. As a result of these visits, the Association prepared a working draft report incorporating its observations, received written and verbal responses, and then wrote this final report, which contains essentially three major sections. These sections discuss observations regarding the general issues for the Division of Youth Services, observations and recommendations for individual training schools, and issues and observations regarding the Therapeutic Camping Program.

The Division of Youth Services received 845 admissions during calendar year 1980. These youngsters were served by the five training school facilities, four of which serve regional areas and the one which serves the entire state. To serve these youngsters, the Division has attempted to develop a uniform statewide treatment philosophy and program, "Mainstream Program Model." This model includes the development of individual treatment plans and individual education plans for each youth. Other achievements of the Division include:

- o A policy manual for all personnel;
- o Special programs to meet individual needs;
- o A substantial commitment to staff development;
- o A reduction of overall commitments by over 50%; and,
- o A major commitment to the treatment team concept.

With the recognition that these accomplishments and commitments provide a sound basis for progress within the DYS training school programs, the Association makes eight major recommendations for the improvement of the statewide system as a whole. These are:

1. The Division of Youth Services, in cooperation with local community-based agencies and the Administrative Office of the Courts, should work to continue to reduce the number of young people committed to the Division's training schools.

2. The pre-disciplinary due process procedure should be followed in all cases when significant punishment is at stake for disciplinary infractions.
3. The Mainstream Program needs continued support and clarification to all staff, so as to ensure consistency in this overall program strategy.
4. The Division needs to strengthen the development of the individual treatment plans and the treatment teams through quality control and training.
5. The Division needs to develop some secure bed space.
6. The Assignment to the Wing Program should be revised to include an in-school suspension program at all training schools, where feasible.
7. The Division should assume a pro-active stance to involve families more actively in their programming, even though the Division of Youth Services is not primarily responsible for family work.
8. Additional program options to the Mainstream Program should be developed to ensure youth with special needs and those who cannot adjust to the Mainstream Program are served. These options would be in addition to the Division's already successful ventures--the Re-Education and Crossroads Programs.

Included in the final report for the Governor's Advocacy Council on Children and Youth are descriptions of the five training schools and their programs as observed by the consultants. These descriptions include an outline of the strengths and weaknesses of the facility and program, as well as several recommendations for improvement.

The Association also visited and observed programs at three of the four therapeutic camps operated by the Eckerd Wilderness Educational System in North Carolina. These camps can serve a maximum of 240 youth and with the amended agreement with the State of North Carolina the camps have to serve a minimum average daily population of 224. As of Feb. 16, 1981, there were 201 children housed in the four camps.

The Association in its report targets and discusses three major issues which need to be addressed by the State of North Carolina in relation to the Eckerd Wilderness Camping Program. These issues include:

- o The further definition and delineation of the target population to be served by the program;
- o The length of stay for youngsters in the program and the process regarding their departure; and,
- o The type and nature of the educational programming provided for youth at the therapeutic camps.

In regard to above issues, the Association made the following recommendations:

1. The EWES Program target population should be defined to ensure that a minimum of 50% of the young people they serve be youth who otherwise would have been committed to a training school.
2. The length of stay should be examined with the following suggestions:
  - a. A mandatory six-month case staffing should be held chaired by a Department of Human Resources clinically trained staff person not involved in the contractual procedure to ensure that continued involvement in the camping program is warranted. The burden should be on the program staff and the referring agencies to document the need for continued participation. If the target population is emotionally disturbed youth, this review should be conducted by a psychologist or a psychiatrist and on a more frequent basis.
  - b. Written criteria for program completion should be developed.
3. The educational component should be re-evaluated to ensure consistent implementation of the alternative education program and formalizing some of the valuable aspects of the transition classroom earlier in the youths' stay.
4. The Admissions process for the therapeutic camps should be studied.



#### INTRODUCTION

The North Carolina Governor's Advocacy Council on Children and Youth (GACCY) as part of their ongoing monitoring of youth services, contracted with the John Howard Association, a private not-for-profit agency in Chicago, Ill. to conduct an independent assessment of five training schools operated by the Division of Youth Services of the Department of Human Resources and four Therapeutic Camping Programs operated by the Eckerd Wilderness Educational System under contract with the North Carolina Department of Human Resources.

The John Howard Association has conducted similar assessments and consulting efforts in juvenile training schools and other alternatives to incarceration in more than 30 states throughout the United States in the last five years. The Association staff and consultant have a combined total of 45 years of experience with juvenile training schools, community-based agencies, surveys, and consultation in the juvenile justice field.

The Association consultants, accompanied by staff and members of the Governor's Advocacy Council on Children and Youth, conducted on-site visits at five Division of Youth Services Training Schools and three of the four Eckerd Wilderness Camping Programs in the State of North Carolina during Feb. 16-20 and March 2-6, 1981.

Prior to the onsite visits to the facilities, briefings were held with staff of the Department of Human Resources, Division of Youth Services, the contract manager of the Department of Human Resources and staff of the Eckerd Wilderness Camping Program. Following the on-site visits, the Association prepared a working draft report which was circulated to the Governor's Advocacy Council on Children and Youth, the Department of Human Resources administrative staff, Division of Youth Services staff and representatives of the Eckerd Wilderness Camping Program. Written comments were received and a subsequent meeting was held on April 1, 1981, to discuss the draft and re-written responses.

In addition to the distribution of the working draft report and the written comments received by the Department of Human Resources, the Division of Youth Services and the Eckerd Wilderness Camping Program, an oral presentation was made and discussion held at a meeting of the Governor's Advocacy Council on Children and Youth on April 2, 1981.

The Association completed the following activities:

- A. A review of written material prior to the on-site visits.  
Such material included:
  - o Program descriptions;
  - o Goals, objectives, mission statements;
  - o Policy and procedure manuals;

- o Descriptive data of the Juvenile Justice System including for 1980 the total number of juvenile arrests, juvenile court petitions, juvenile adjudications, and commitments to institutions; and
- o Demographic data of institutional populations including age, sex, rate, offense, previous placements (i.e., foster home, group home, private residential placement, probation, etc.).

B. On-site assessment

- o Tour physical plant;
- o Review of table of organization, staffing patterns;
- o Staff qualifications, training and supervision;
- o Interviews with key staff members;
- o Interviews with sample of youth residents;
- o Observation of program and activities; and
- o Review of random sample of case files.

This report provides the consultants' description of the current situation and the following analysis:

- o Compliance with recognized standards (i.e., American Correctional Association, Institute for Judicial Administration/American Bar Association, and others);
- o Compliance with the recent court decisions and due process standards;
- o Comparison with practices in other jurisdictions; and
- o Consultants' opinion based upon personal experience and knowledge of advanced practices in the field.

Throughout the conduct of this assessment, the Association would like to recognize the excellent cooperation and support of North Carolina officials and specifically:

- o Staff and members of the Governor's Advocacy Council on Children and Youth;
- o Department of Human Resources administration and staff;
- o Division of Youth Services administrative staff and the staff and directors of the training schools; and
- o Administration and staff at the Eckerd Wilderness Camping Program.

In all cases, the Association received excellent cooperation and was treated in a professional and courteous manner.

The John Howard Association attempted to identify both strengths and weaknesses and provide recommendations that could be implemented by building on existing strengths. Although attempts were made to identify as many strengths as possible and to recognize the excellent dedication, commitment and diligent work of the individuals at the administrative, staff, and line level at all the facilities, the Association desires to be on record in this report recognizing that North Carolina can truly be proud of many of its staff, facilities, and services. The intent of this report is to help North Carolina officials assess areas that need continued support and development in forming a partnership with the Governor's Advocacy Council on Children and Youth and administrators and staff who operate the day-to-day programs.

DEPARTMENT OF HUMAN RESOURCES

DIVISION OF YOUTH SERVICES

The Division of Youth Services (DYS) within the State of North Carolina Department of Human Resources (DHR) operates five training school facilities. Four serve regional areas of the state. The fifth, a more secure facility, serves the entire state. The consultants visited all five of these facilities. Included in this report is a separate discussion of the consultants' observations at each of these schools. Some more general issues which affect the Division of Youth Services are discussed in this overview section of the report.

During calendar year 1980, DYS received 700 new admissions and 145 conditional release revocations for a total of 845 admissions for the year. As can be seen from Table #1 approximately 17% of the new admissions were females and 83% males, 45% black, 51% white, and 4% of other racial minorities.

A 1980 population projection for youth aged 10 through 14 in the State of North Carolina estimated that there were 331,483 whites and 126,410 non-whites, for a total population of 457,893 in that age group. Therefore, the racial breakdown of the state for these youngsters is approximately 73% white and 37% non-white. With DYS receiving nearly 49% non-white, new admissions, there are a number of policy issues which must be addressed. This higher percentage of non-white youth should require staffing patterns which tend to reflect a similar representation of non-whites in the institutional personnel. The data consultants received from the Department of Administration, Office of State Personnel, did not allow for a determination of the current number of non-whites employed by the Division. However, this data is certainly available and it should be fairly easy to ascertain the areas, institutions, or position types where a radical difference exists between the racial balance of the staff and racial balance of students.

The Governor's Advocacy Council on Children and Youth (GACCY) should question why the state is committing non-white youth at a rate that is almost one-third higher than their representation in the general population. Although the answer to that question often can be found in examination of the court system and its operations, it is also a question that needs to be addressed by DYS. DYS's community-based alternative services provide a variety of programs designed to promote the concept of deinstitutionalization for non-delinquent youth and minor offenders. Data from the last six months of 1978 revealed that 71% of the youth going into DYS community-based residential programs were white as opposed to the 29% non-white. This may indicate a greater emphasis is needed in encouraging the court to use community-based programs rather than institutions for non-whites if there is a need for a residential placement. More current data and a more detailed analysis is needed to thoroughly address these issues.

In calendar year 1979, information from the police information network indicated there were 12,512 youngsters under the age of 16 arrested. For that same year, the Administrative Office of the Courts revealed that 11,247 complaints from law enforcement officers were received by intake



TABLE #1

## DIVISION OF YOUTH SERVICES

## NEW ADMISSIONS

CALENDAR YEAR 1980

	New Adm.	Girls	%	Boys	%	Black	%	White	%	Other	%	% of Total
DILLON	16	1	6%	15	94%	9	56%	7	44%	0		2%
DOBBS	163	19	12%	144	88%	92	56%	69	42%	2	2%	23%
JACKSON	140	23	16%	117	84%	56	40%	78	56%	6	4%	20%
JUVENILE EVALUATION CENTER	181	42	23%	139	77%	51	28%	130	72%	0		26%
SAMARKAND	200	34	17%	166	83%	105	52%	77	39%	18	9%	29%
TOTALS	700	119	Ave: 17%	581	Ave: 83%	313	Ave: 45%	361	Ave: 51%	26	Ave: 4%	100%

officials for the courts. Delinquent petitions on 8,553 were filed as a result of these complaints and others submitted from other sources (there were 13,687 total delinquent complaints processed). Although the Administrative Office of the Courts did not have available at this time statistics regarding dispositions for adjudicated children, it is known that 700 were committed to DYS institutions. Experience nationally has shown that approximately 1.5% of juvenile arrests result in commitment to a training school or correctional facility. For the State of North Carolina, that would mean about 190 commitments for the calendar year of 1979. Charts 1 and 2 indicate that even though the state's commitment to institutions has dropped dramatically since 1972--when it had more children in training schools than any other state in the nation--it still is committing an excessive number of youth to these facilities. When one also adds in those youth 14 through 17 that were processed as adults and committed to the Department of Corrections, it is evident that the institutional population for this age group has not dropped as dramatically as one would have hoped. There is still a need to divert more youth from these facilities.

Table #2 reveals the committing offenses for the 700 new admissions for calendar year 1980. Although it is difficult to make judgments concerning seriousness of behavior simply from categoric charges, it can be seen from this table that a large proportion of the youth are committed for non-violent and/or relatively non-serious delinquent activities.

An interesting study completed in March of 1980 by the Center for Urban Affairs and Community Services looked at a sample of delinquent youth committed to DYS that were housed in facilities during the latter part of 1978. They found that the mean number of court contacts for delinquent youth was 3.3 times. However, a more revealing statistic around these contacts was the court response. The most frequent court response was commitment to the training school. This occurred 44.4% of the time. Probation was only used 30.7% of the time, while continuing youth on probation occurred 12.1% of the time. This under-utilization of probation as a disposition is very unusual and may represent a tendency of the courts to rely heavily upon institutionalization as a response to delinquency problems. A 1978 survey of juvenile commitment orders by DYS found 32% contained no findings of fact that community alternatives to commitment were considered as required by law.

This reliance upon institutionalization for a wide variety of youth creates management and programmatic problems for DYS. On one hand they have to control and treat some very aggressive, severely delinquent youth. On the other hand, they have a large population of relatively non-violent youth that they must both protect and control. It is this latter group that often presents more administrative problems for the Division since they tend to run more frequently or "rebel" against the system they think is treating them unfairly. A number of staff at the training school expressed the opinion that 50% to 70% of current students could function in community programs.

CHART #1

JOHN HOWARD ASSOCIATION  
JUVENILE COURT CASE PROCESSING  
(Standards and Flow Chart)

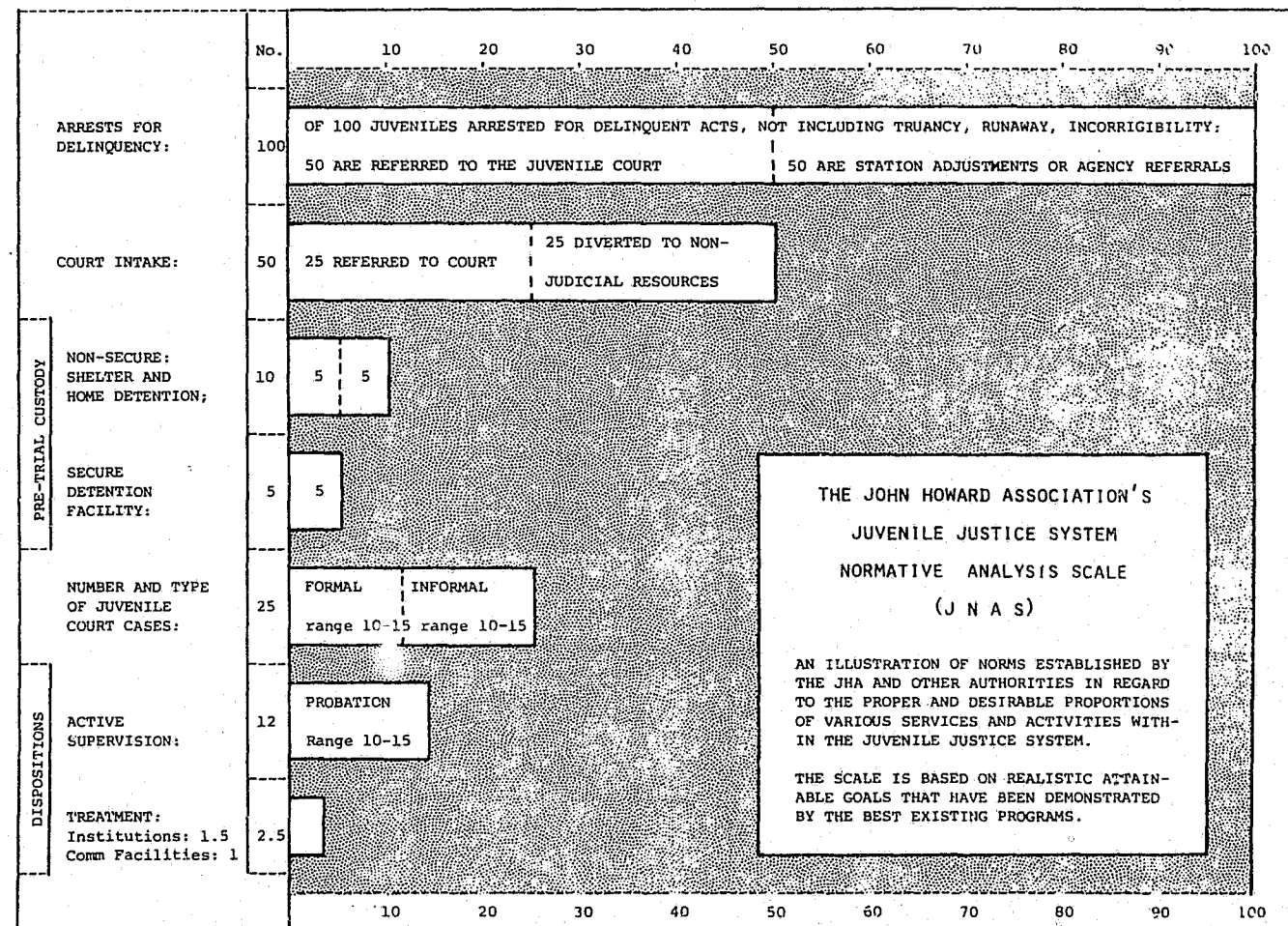


CHART #2

NORTH CAROLINA  
CASE PROCESSING CHART  
1979

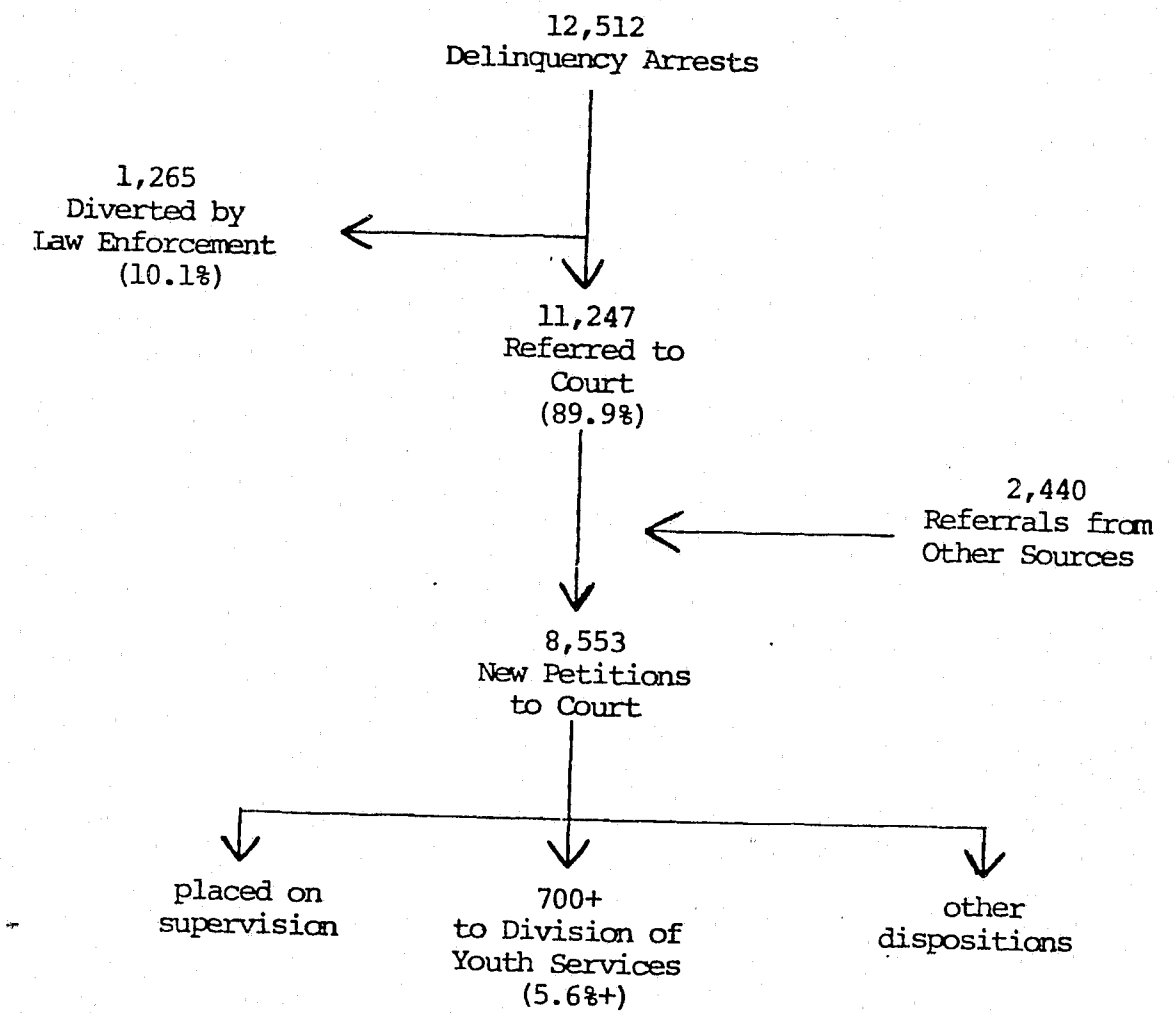


TABLE #2

DIVISION OF YOUTH SERVICES

COMMITTING OFFENSES

CALENDAR YEAR 1980

OFFENSES	NUMBER OF COMMITMENTS
Murder and Non-negligent Manslaughter	0
Forcible Rape	2
Armed Robbery and Attempted Armed Robbery	5
Aggravated Assault (Assault with a deadly weapon)	18
Burglary	2
Larceny - Theft	148
Motor Vehicle Theft and Attempted Motor Vehicle Theft	45
Arson	2
Assault	43
Assault on an Officer	1
Carrying a Concealed Weapon	2
Sexual Assault	3
Breaking and Entering	76
Aiding and Abetting	1
Breaking, Entering and Larceny	210
Communicating Threats	3
Concealment of Merchandise	6
Crime against Nature	3
Disturbing the Peace	1
Drug Possession and/or Use	12
Extortion	3
False Fire Alarm	3
Firearms Violation	2
Forgery	8
Forgery and Uttery	4
Fraud	1
Illegal Use of Telephone	1
Obtaining Money under False Pretense	1
Operating Motor Vehicle Without License	8
Peeping Tom	1
Possession of Fireworks	1
Property Damage	21
Purse Snatching	4
Receiving Stolen Property	12
Reckless Driving	1
Shoplifting	24
Tampering with Automobile	1
Trespassing	5
Unauthorized use of Motor Vehicle	15
Violation of A.B.C. Law	1

During calendar year 1980 there were almost as many incidences of runs from the schools as there were incidences of new admissions. There were 692 runs from the schools that year and an additional 75 runs from home visits for a total of 767. All but 31 were returned. Since four of the five DYS institutions have no perimeter security, it is relatively easy for a youngster to run away. In addition, it is often difficult to supervise and monitor the campus areas because of their large tracts of land. Lacking external physical restraints, control of youths' behavior (such as running behavior) rests solely upon the quality of the personal relationship that can be established between staff and youngsters in the facility. Staff must have time to develop this relationship and this means a high staff/student ratio in those areas which have direct responsibility for the youngster's day-to-day living activities. This is generally the cottage life area. There must be sufficient staff to allow one to spend individual time with youth rather than simply being involved in the day to day administration of institutional chores. With the exception of the Juvenile Evaluation Center, all DYS facilities need additional cottage life staff. Despite reported requests for additional staff the Division is losing positions rather than gaining them. Since July of 1980 there have been 30 positions lost Division-wide and 10.5 will be gone by October 1981. DYS cannot continue to lose staff without having any corresponding diminution in the number of children it serves in its facilities.

DYS FACILITIES AND CAPACITIES

As of Feb. 26, 1981, DYS has set two population capacities for each of its facilities. The first is a "maximum workable" population which generally indicates the level at which a school can operate before the quality of its treatment services begins to deteriorate because of population pressures. The second capacity is the absolute maximum population based on available bed space. Table #3 reveals these population capacities for each facility and the total for the Division.

The cost for keeping a youth in these facilities has risen to \$49.53 per day in the fiscal year 1979-80. This results in an annual cost per bed of \$18,078.45. Since the average length of stay is less than one year (10.1 months as of May 1980) the cost per youth is about \$15,200 per year.

In viewing the rooms and living space for youngsters, the consultants noted that the single room accommodations were often below recommended national standards. These standards recommend that all youth be housed in single rooms that contain at least 70 square feet. Dobbs School, Samarkand Manor, and the C. A. Dillon School all have some areas of dormitory style sleeping. However, the Stonewall Jackson School predominantly houses its youngsters in a dormitory-style areas. These three-story buildings need to be phased out. They are difficult to supervise, allow much easier opportunity for physical abuse of both children and staff, and provide little or no privacy.

It should be noted that all of the areas toured were extraordinarily clean with the possible exception of the C. A. Dillon School where walls in some of the cottage areas needed to be cleaned and repainted. In general, the

TABLE #3

DIVISION OF YOUTH SERVICES

INSTITUTIONS

Maximum Workable Populations

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Dillon	65	25	90
Dobbs	90	16	106
Jackson	110	20	130
JEC	130	40	170
Samarkand	125	30	155
TOTALS	520	131	651

Absolute Maximum Populations

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Dillon	75	33	108
Dobbs	102	20	122
Jackson	125	25	150
JEC	144	48	192
Samarkand	150	40	190
TOTALS	596	166	762

Average Daily Census for Calendar Year 1980

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Dillon	64	15	79
Dobbs	109	14	123
Jackson	112	19	131
JEC	117	23	140
Samarkand	142	23	165
TOTALS	544	94	638

physical condition of the facilities was equal to or better than that of training school settings in other areas of the country.

MANAGEMENT

All schools in the system seem to have attempted to develop a system of participation management which rests heavily on good communications and frequent meetings between top administrators in the institution. At the time of the on-site visit, C. A. Dillon School was understaffed because several key administrative positions were vacant. The top administrative teams at the Stonewall Jackson School and the Juvenile Evaluation Center seem to be lacking in non-white leadership while the Dobbs School was lacking white leadership in these top level positions. Other management issues are addressed in the individual school reports.

There is a high rate of turnover in some areas particularly cottage life. Since July 1, 1979, 259 state employees left the training schools and 141 of them were from the cottage life area. This high turnover causes problems for training.

Each new employee is required to receive 160 hours of training during his/her first year of employment. Staff separations during the first or second year of employment means that DYS has invested a great deal of time and money in the training of these individuals but is able to enjoy the benefits of this training for only a very short period of time. In addition, there is a large cadre of state workers who were employed prior to July 1, 1974 when the new training regulations went into effect. As of March 1, 1981, there were 307 employees that had been with them for more than seven years. Many of these individuals are in key positions particularly in regards to the operation of the Mainstream Program model and the treatment teams. Although these staff have been exposed to ongoing training, there is a need to provide additional training to these individuals and newer employees regarding the concepts embodied in the Mainstream Treatment Program. At a minimum this would include:

- o A firm grounding in the premises and theory behind behavior modification programs;
- o Small group dynamics;
- o Treatment team processes, goals, and operations; and
- o Therapeutic considerations for youth who have special emotional or physical problems.

CHILD CARE/TREATMENT

During the consultants' visits to the five institutions, there was no indication of systematic or widespread physical child abuse. From the children interviewed there were very few indications that they had ever been hit or had witnessed a staff person hit another youth. Complaints



generally centered on the quality of the food received, the point system, and in the case of the Dillon School inadequate pest control.

It was observed that in the ATW Unit of Samarkand Manor, the Acting Supervising Counselor carried a stick with him, but children interviewed gave no indication that he ever used it against anyone. This implied threat is not appropriate for the training school environment.

As can be seen in the individual school descriptions to follow, the consultants were concerned about the Individual Development Program (IDP) on the campus of the Juvenile Evaluation Center. Youth housed in that program can stay excessive lengths of time while being confined basically to the wing area of one of the cottages. There is inadequate opportunity for outdoor recreation or any activities which would take them outside the cottage. It was also noted that the orientation program at the Jackson School allowed for placement of youth in 24-hours of detention if they received 12 points or more during the previous day. It appears that this may be allowed by the detention policy outlined in the policy manual in the Division of Youth Services Training Schools where it states that "the use of detention shall be solely for the purpose of therapeutic intervention, control and/or protection." There are eight criteria defining the above with one of them being "chronic and severe insubordination." This criteria is vague and allows for a wide latitude of interpretation. This is subject to abuse and allows the facility to utilize isolation as a "punishment." This is generally contrary to the expressed goals of the state training schools which are to provide rehabilitation and treatment. Legal cases around the country generally rule against facilities when isolation is used as punishment, as can be seen in the case of Pena v. NY State Division for Youth, 419F Supp. 203 (SDNY, 1976). The courts have also ruled that isolation can only be used when "...clearly necessary to prevent imminent physical harm to the inmate or other persons or clearly necessary to prevent imminent and substantial destruction of property." Morales v. Tuman, 383F Supp. 53 (ED Texas, 1974).

Although DYS has a grievance procedure to appeal a decision, this sometimes is not followed due to logistical problems when there is disciplinary action leading to substantial deprivation of a youth's liberty--particularly entry into the ATW Program, the IDP Program, the variations of ATW that exist at several institutions, and transfer to more secure facilities. (See National Advisory Committee on Juvenile Justice Standard 4.54 Disciplinary Procedures.) The courts in the past have set principles that offer at the very least the following protections:

1. Prior written notice that isolation or segregation may be applied for specified behavior; written rules must be developed and a verbal as well as written explanation be provided a youth in his/her own language within 24 hours of arrival at the institution;
2. The juvenile must have knowledge of all administrative procedures, rules, and regulations and be provided with a written copy;

3. The juvenile must be made aware of the reason for detainment (where isolation or segregation takes place before the hearing);
4. There must be notice and an expeditious hearing during which the juvenile is adequately informed of the charges and given an opportunity to be heard, to confront accusers, inspect and challenge any document or evidence and introduce evidence and/or witnesses in his own behalf;
5. The juvenile has a right to assistance from a person of his own choosing;
6. The hearing must be impartial, and preferably conducted by a panel of at least 3 persons. The panel should not include the complaining staff person. Also, the cases strongly suggest and in some instances dictate that the hearing panel should be composed of the superintendent, director or acting superintendent or acting director; and
7. A written record must be prepared in a form sufficient to permit review (National Standards include findings, reasons, summary of evidence relied on, sanctions, and reasons for sanctions).

#### QUALITY OF PROGRAM

The Mainstream Treatment Program provides the model for treatment that is used by all of the DYS institutional facilities. The model is a combination of a behavior management system and a reality therapy approach. It attempts to bring together into one treatment team the various disciplines which traditionally had been separated in training school environments. Therefore, the treatment team consists of a social worker, the cottage life personnel, and the academic representative, with supportive services provided by medical, psychological, and psychiatric personnel. The treatment approach calls for the development of individual treatment plans for each youth which include individual educational plans. The individual treatment plans set specific goals for children that need to be attained in addition to their regular movement through the Mainstream Program. Youth accumulate points which allow them to move through the various levels of the system which eventually brings about their release back to the community. (With the new N.C. Juvenile Code, this is not always true since youngsters cannot stay longer in a facility than an adult would on a similar charge. Also, youth coming to the Division who have determinate sentences have to stay in an institution until the terms expire, subject to a limited ability of the Division to reduce the length of stay.)

The commitment of the DYS facilities to this treatment model varies among the institutions. Each has implemented the process in slightly different fashions based upon their philosophical approach to treatment of youth, staffing patterns, and physical facilities. A description of the programs and their components such as education, counseling services, medical, recreation, and cottage life, are included in the individual institution reports. There are some general comments that can be made that affect the entire Division.

The key to a behavior modification program is the common understanding of all staff about what objectively constitutes the behavior which triggers the awarding or withholding of points. These behavior management systems also tend to rely heavily upon systems of penalties that allow for points to be taken away. The behavior leading to the imposition of the penalty often is subject to a high degree of discretion by staff. The combination of withholding points and arbitrarily imposing sanctions can lead to prolonged confinement of some juveniles which would not be in their best interest. This often is the result of inadequate staff training and administrative monitoring of the program operation. That also can be the result of an inadequate definition of terms, processes and procedures. For instance, "the failure to follow staff instructions" can be either a moderate infraction requiring a loss of 100 points or a minor infraction which requires only a loss of two points. The key to whether it is a moderate or minor infraction depends upon whether or not the staff member determines if this was a "willfull and insubordinate failure to follow staff instructions." This allows for too much discretion unless these terms are very specifically and objectively defined. Currently the Division does have a task force to examine the Mainstream Program and to deal with issues such as the above.

Although the program has attempted to bring all of the various disciplines within the school together working towards a common goal related to the individual education plan and the individual treatment plans of the youngsters, various institutions differ on their ability to actually bring this to fruition. Typically, the academic portion of the program remains isolated from this overall treatment approach even though representatives from the academic program are included in the treatment teams. This appears to be particularly true at the C. A. Dillon School and Samarkand Manor where teachers continue to express many feelings of isolation and separation from the rest of the school treatment program.

Although the Mainstream Program attempts to provide a comprehensive treatment approach for all youth in the Division, it is obvious that there will always be some youth who cannot fit in to that type of program structure. In a response to this, JEC has developed and maintained an individual development program, while Stonewall Jackson School and Samarkand Manor have both developed extended or longer-term Assignment to the Wing Programs. These programs tend to focus on kids who are acting out, runaway, or exhibit aggressive or assaultive behavior. They suppress these behaviors by placing greater and more stringent controls on the youth mostly by confining the youngster in a more secure setting and to a lesser degree providing a more staff intensive program. Such programs as these will have to exist at each facility if the regional concept continues to be maintained because there will be a small minority of students that need a physically secure environment. At this point in time, the regional facilities do not really have this capability except by confining youngsters to a unit and simply not letting them move outside of that unit. In the case of the IDP Program at JEC this results in very lengthy periods of confinement within the cottage.

The Division may have to consider the development of a specialized unit at one of the two of the regional facilities which has perimeter security that would allow for youngsters in the program to receive outdoor recreation and activities. The goal of these units should also be to quickly re-integrate the youngster back into the Mainstream Program of the school.

The institutions will have to develop a wider variety of programs beyond the mainstream treatment model. These programs may include a wilderness stress or therapeutic camping programs such as found at JEC, a token economy program for youngsters that need a more concrete structure, a Mutual Agreement Program that allows for contracted goals and objectives and a specified release date, etc. This wider variety of satellite programs emanating from the mainstream model needs to be developed in order to meet the wide varieties of needs exhibited by the youngsters in the regional facilities.

One final issue needs to be addressed by the Division. All of the training schools are coeducational facilities. During calendar year 1980, the average female population for any one of these programs ranged from 11 to 25. The effect of female students on institutions is considered positive, however, because they are so few in number, girls often are programmed out of certain areas of activities. The most glaring area is that of vocational training and vocational programming. Since the number of girls coming to the Division is small and many of them are coming for relatively minor offenses, it is incumbent upon the Division to develop and maintain community-based residential and non-residential programs that could respond to the needs of this group. The Division should be able to reduce the female population in institutions to a very minimal amount. It is the consultants' estimate that this may result in a statewide population of from 40 to 50. With this kind of an effort, the Division may want to explore the possibility of having a regional unit program for girls. This would require increased efforts from the Division to help and encourage family visitation as well as outreach work by family workers to maintain and ease the transition back into the community. However, in the long run this may be more cost efficient for the Division as well as provide more responsive programming for those few females that require an institutional commitment.

#### SUMMARY AND RECOMMENDATIONS

The Division of Youth Services has made substantial progress in a number of areas. The following achievements, among many others, stand out:

- o The development and implementation of a uniform statewide treatment program (i.e., the Mainstream Program);
- o Development and promulgation of a Division policy manual for all personnel;
- o Development of special programs to meet individual needs (e.g., the Re-education and Crossroads Programs);
- o Substantial commitment to staff development and training;
- o Four full-time clinical chaplains;
- o Full-time volunteer coordinator at each school;
- o Accreditation of the academic school by the State Board of Education;

- o Reduction in overall commitments by over 50%; and
- o Initiation and major commitment through treatment team concepts.

The accomplishments provide a sound basis for the refinement and continued improvement of the Division of Youth Services program and facilities. The following recommendations are made in a spirit of building on the progress to date. The recommendations in this section of the report are those that focus on system-wide issues and not individual institutions. These recommendations will not be repeated as they apply to individual schools in the following sections of the report.

1. The Division of Youth Services, in cooperation with local community-based agencies and the Administrative Office of the Courts, should work to continue to reduce the commitments to the Division of Youth Services.

Discussion: Through the utilization of community-based agencies and targeted funding in some jurisdictions to strengthen school alternatives, it is the consultants' firm belief that the commitments can be continued to be reduced. Specific programs targeting for females and the over-representation of blacks in the commitment population and under-representation in community-based residential programs should be stressed. Although the responsibility for commitments is not with the Division of Youth Services, it is in its interest that it provide the leadership in working with local organizations and courts to ensure that only juveniles who require confinement in training schools be committed.

2. A pre-disciplinary due process procedure be ensured when significant punishment is at stake for disciplinary infractions.

Discussion: Standards promulgated by the Institute for Judicial Administration, the American Bar Association Standards Project, and The Administration of Juvenile Justice by the National Advisory Committee for Juvenile Justice and Delinquency Prevention, outline steps to ensure due process as a part of disciplinary procedures for juveniles. Specific reference is made to triggering this procedure prior to placement in the Assignment to the Wing Program, Individual Development Program at the JEC, and any serious deprivation of liberty including more than one day in an individual room and/or transfer to a more secure facility. There is such a policy at present, but it is often bypassed because of logistical problems.

3. The Mainstream Program needs continued support and clarification to all staff so as to insure consistent implementation of this excellent program strategy.

Discussion: The Mainstream Program is an appropriate program for the majority of youngsters and needs continued support through training and monitoring by central office staff to ensure its

consistent operation Division-wide.

4. Strengthen the development of the individual treatment plans and the treatment teams through quality control and training.

Discussion: The development of individual treatment plans and individual education plans have provided major treatment tools system-wide. Treatment teams function at varying levels of consistency from institution to institution and could benefit from some quality control. A trained clinical staff member from Central Office should conduct regular meetings with treatment teams to provide a training and supervision mechanism. In addition, psychological and psychiatric resources should be shifted to include not only the evaluation and assessment process but provide more direct counseling to students and working with staff training and treatment of special program needs.

5. The Division is in need of some secure bed space at Dillon School.

Discussion: C. A. Dillon School currently is inadequate to provide maximum security programming. If Dillon is to remain a designated secure facility some additional staffing for security force, upgrading of the fence and the utilization of special communication devices (i.e., radios, panic buttons) is necessary. If Dillon is not to be used for this purpose, DYS should establish at two of the regional facilities a perimeter security fence around one cottage for security and outside recreation. These facilities should serve as transition programs designed to re-orient and re-integrate the youth back into the Mainstream Program.

6. The Assignment to the Wing Program should be revised to include an in-school suspension program at all training schools, where feasible.

Discussion: The assignment to the Wing Program varies in its implementation at different schools some of which provided some creative programming alternatives. ATW as it exists in some settings provides a way for a youngster to stay out of school for a while and do nothing. An in-school suspension program should replace the current program.

7. Although the Division of Youth Services is not primarily responsible for family work (i.e., this is the responsibility of the individual court counselors), it is in DYS', the youths and their family's best interest that a proactive stance to involve families either by social workers making continued contacts in the community and/or family service coordinators in working more actively with the court counselors to encourage continued family participation. Visitation hours should be expanded to seven days a week to facilitate and encourage family contact.

Discussion: This outreach effort will not be easy but it is incumbent that the Division of Youth Services take the lead in ensuring that youngsters have maximum potential family contact towards the goal of re-integration back into the community.

8. Building on the successful initial program ventures of both Re-Education and Crossroads, other additional program options to the Mainstream Program should be developed so as to insure youth with special needs who have not been able to acclimate to the Mainstream Program are served.

Discussion: Much can be learned from the experiences noted above. Both Crossroads and Re-Education are terminal programs from which youth will leave the institution. A transition program is designed to help a youngster who is out of synchronization with the Mainstream Program. The transition provides intensive short-term intervention for the youth so that he is able to re-enter the regular program.

#### JUVENILE EVALUATION CENTER

The Juvenile Evaluation Center first opened in 1961. Located in Swannanoa, N.C., it serves the 32 counties comprising the westernmost area of the state. Currently the Juvenile Evaluation Center (JEC) is rated as having a maximum workable population of 170 (130 males and 40 females). Although this workable population capacity represents an ideal level based on staffing patterns and bed space, the facility does have an absolute maximum population based on bed space rated at 192 (144 males and 48 females). During calendar year 1980, the average daily population for JEC was 117 males, 23 females for a total of 140 youth. (See Table #4 - Average Daily Population for Calendar Year 1980 - Juvenile Evaluation Center.)

As of March 1, 1981 there were 155 staff employed at the Center. Since July 1, 1980, 27 employees (17 males and 10 females) left the employment of the Center for a 17.4% turnover rate. During the previous fiscal year from July 1, 1979 through June 30, 1980 there were 46 separations (32 male and 14 female) from the Center. With an average staff complement of 155, this would be approximately a 30% rate of staff turnover. Of the staff employed as of March 1, 1981 the average employee had been with the Division for six years and eight months. The longest term employee had been there for 35 years and 8 months.

The greatest rate of turnover for JEC occurs in the categories of cottage parents and cottage counselor technicians. (See Table #5 - Employee Separation - Juvenile Evaluation Center.) Since July 1, 1979, 30 cottage parents and 12 counselor technicians have left the Center. Even with this high rate of turnover, the institution does have a fairly stable cadre of employees. Seventy of their staff have been with the state five years or longer. On the other hand, as of March 1, 1981 there were 24 individuals who had not yet worked at the Division for a full year.

In general, staffing for the facility at its current population seems to be adequate, with the exception of the area of psychological services. At most times, the school is able to provide at least double coverage for the cottage life area. Psychological services are provided by two full-time psychologists who spend most of their time involved in assessment tasks. The complement of personnel in this section has dropped dramatically since the summer of 1980 when there were three full-time and two part-time psychologists employed at the school. Additional staffing in this area is a major programmatic concern.

The basic question which needs to be answered is whether or not the administration wants to utilize psychologists only to meet assessment needs or also utilize their talents for the design and delivery of more extensive therapeutic programming and/or training for staff. It would seem that the latter would be a more appropriate utilization of psychological training and expertise. Specifically, there should be greater involvement of the psychologists in: (1) the development of therapeutic programs to meet the needs of the youth; (2) provision of individual and group therapy; (3) provision of training and consultation to other institutional staff regarding therapeutic plans and processes; and, (4) permanent assignment to a treatment team.

TABLE #4

AVERAGE DAILY POPULATION  
FOR CALENDAR YEAR 1980  
JUVENILE EVALUATION CENTER

MONTH	BOYS	GIRLS	TOTAL
January	116	22	138
February	114	27	141
March	110	27	137
April	113	25	138
May	124	24	148
June	120	22	142
July	123	23	146
August	121	19	140
September	111	19	130
October	116	22	138
November	121	24	145
December	119	27	146
Average Daily Population	117	23	140

TABLE #5

EMPLOYEE SEPARATIONS  
7/1/79 - 3/1/81  
JUVENILE EVALUATION CENTER

Classification Title	RACE		SEX		Total
	White	Black	Male	Female	
Clerk Typist III	4	1		5	5
Psychologist II	1		1		1
Psychometrist	1			1	1
Training School Asst. Unit Administrator	1		1		1
Cottage Parent Supv. II	3		1	2	3
Cottage Parent II	21	9	28	2	30
Cottage Life Counselor Technician	8	4	6	6	12
Recreation Worker I	2		2		2
Teacher	1	1		2	2
Staff Nurse	1			1	1
Plant Maintenance Supervisor I	1		1		1
Maintenance Mechanic III	4		4		4
Cook Supervisor I	3	1	2	2	4
Food Service Assistant II	2	2	2	2	4
Teaching Parent	1			1	1
Cook II	1		1		1
TOTAL	55	18	49	24	73



# PHYSICAL FACILITIES

The JEC complex consists of four cottages for housing the students, an administration building, a special programs building, a cafeteria, and an excellent school building. Currently under construction is a new gymnasium which will augment and replace a very limited indoor recreational area housed in the special programs building. During the on-site visit to the institution, it was noted that all areas were very clean and generally in good repair. A specific exception to this was the Greenwood Cottage which houses Level I, older and larger boys, the Assignment to Wing Program for those youth, and the IDP Program. This cottage was clean but was in great need of redecorating and paint. There should be developed a preventive maintenance schedule which includes repainting cottages at regular intervals.

The other residential cottages on ground include Sloop which houses older and larger boys on Levels II, III, and IV. Gilliatt Cottage houses orientation for boys as well as all levels of the younger and smaller youth and their Assignment to Wing Program (ATW). Frye Cottage houses orientation and all levels for the girls program including their ATW area. The institution is continuing to tear down a few of the remaining army barracks which had been built during World War II on the institutional grounds and is also in the process of filling in an outdoor swimming pool which had become disfunctional (there are no plans to replace this).

## TREATMENT PROGRAM

The Department's Mainstream Program was first developed and implemented at the Juvenile Evaluation Center. Therefore, one perceives a strong commitment by JEC staff to the concepts and structure embodied in this program model.

Some of the more distinguishing aspects of the program are:

- The IDP for youth who are having trouble fitting into the Mainstream Program and require individualized programming and treatment;
- Cottages which house youth based on sex and a combination of the factors of age, size, and/or aggressiveness;
- Assignment to the Wing Programs where education, recreation, and food services are delivered in the wing of their cottage;
- Treatment teams which meet on a daily basis; and
- A therapeutic camping program for youth near or on pre-release status.

The IDP Unit is housed in B Wing of Greenwood Cottage. At the time of the on-site visit, eight students were assigned to that program. In theory, IDP was developed to provide for an alternative treatment program for those youngsters who had difficulty fitting into the Mainstream model. In some cases, youngsters could be prepared to enter the Mainstream treatment

TABLE #6

## ADMISSIONS AND RELEASES

FOR CALENDAR YEAR 1980

## JUVENILE EVALUATION CENTER

MONTHS	ADMISSIONS						RELEASES			
	New					Cond. Release Rev.	Discharge	Condi- tional Rel.	Runaways	
	Total	M	F	B	W				Home	School
January	12	6	6	4	8	6	9	6	4	8
February	18	15	3	1	17	5	23	12	0	19
March	12	12	0	1	11	1	10	9	3	11
April	22	16	6	9	13	14	15	13	2	20
May	15	12	3	4	11	2	6	14	1	22
June	17	11	6	6	11	0	29	6	2	14
July	11	10	1	5	6	3	23	11	2	6
August	10	8	2	3	7	4	23	7	1	15
September	12	9	3	3	9	2	23	11	0	12
October	24	16	8	7	17	4	25	10	1	13
November	16	13	3	3	13	5	6	4	0	14
December	12	11	1	5	7	2	16	16	4	11
TOTAL	181	139	42	51	130	48	208	119	20	165

approach. For some other youngsters, the IDP process may be the only appropriate treatment model with youth being released directly to the community.

The program is self-contained with all services being provided on the unit. IDP uses a system of stars in conjunction with phases in order to chart a youth's progress through the system. The stars basically represent staff's judgement of a youth's behavior and attitude during any one day. A red star indicates a very good day while a blue star indicates a very poor day (the youngster committed or attempted to commit a major infraction). If a child exhibits perfect behavior from the time he enters the program, the quickest that he will be able to exit is 91 days.

More typically a youngster will stay five to six months in the program with some actually staying up to a year or more. If there is an Achilles heel to the programming at JEC, it is embodied in the IDP Unit. Although in theory the unit is to provide an alternative to the Mainstream programming, the reality is that it is a highly structured, very restricted program working with youngsters who exhibit behavioral problems and its existence serves as a "threat" to other youngsters on campus. The program is staff intensive, however, this is more for security and monitoring reasons than for therapeutic programming. The physical structure of the building (and the campus) requires this.

There is a need for alternative programming for some youngsters simply because the Mainstream model does not meet their needs. There is a need to provide a structured, secure program for some youngsters who are aggressive, assaultive, and/or run risks. However, some youngsters simply do not relate to the point and level system or may need additional supportive services. Specifically this may include frequent therapeutic contacts either individual or group therapy, exposure to specialized treatment programs such as psychodrama, or in the case of the younger children or youngsters with limited mental capacity, a program that rests on a token economy.

Three major issues that need to be addressed regarding the IDP are:

1. The excessive length of stay;
2. Lack of supportive therapeutic services and therapeutic focus for the program; and,
3. Lack of an opportunity to be involved in a significant amount of outside recreational activity.

During the on-site visit to the campus, the most predominant complaints from youngsters in IDP concerned length of stay, lack of opportunity for recreation, and complaints about the food both in terms of quality and quantity. There were several complaints regarding food being cold because it had to be shipped from the main kitchen to the cottage unit.

The rest of the children on campus are basically divided among the cottages either by sex or age, size, and aggressiveness. Younger boys and those going

through orientation are in Gilliatt Cottage. All girls are housed in Frye and the older and/or larger boys are placed in Sloop with the Level I youngsters in this category being housed in one wing of Greenwood Cottage. In general, an attempt is made to separate youngsters on different levels by placing them in different wings of the cottages. However, one often observed that several levels of youngsters are represented in one wing. This is caused by of the population needs of the institution and the abilities of some youngsters to quickly move through various levels. Having two or three different levels housed in one wing, however, creates problems for staff in terms of determining which youngster is on which level and is entitled to which privileges. In terms of the treatment program, staying in one wing while progressing through several levels does not provide the kinds of secondary reinforcement that should accompany this movement. Every attempt should be made to provide for separate wings for separate levels or separate living areas for separate levels. This will aid staff in providing a consistent approach to the treatment program at the appropriate level as well as reinforce to the youngster the concept of movement through the system.

When youngsters have difficulty in the Mainstream Program, a disciplinary alternative that exists for the campus is ATW. Theoretically youngsters involved in untoward behavior can lose a combination of points, levels, and privileges as well as experience a period of time where their movement is severely restricted to only a wing area of a cottage.

Teachers are assigned to the ATW Program to provide youngsters with a continuing exposure to an educational program while under this restriction. When not involved in the school program, the youngsters basically do nothing, sitting and relaxing, reading or watching television.

In both of the boys ATW Programs, population pressures require that some youngsters from other levels (i.e., Level I) be housed in the same wing. Therefore, when these youngsters return from school they mix with the ATW youth and both basically are involved in the same programming for the rest of the day.

In reality, the only real penalty that exists for these youngsters is the effect being placed in ATW has on their points and level. In some respects there may be a number of desirable aspects to being placed in ATW, such as not having to go to school for the same length of time as other youth, receiving more individualized attention from a teacher, greater ability to relax and watch more television, while continuing to be involved in much of the regular programming after youngsters return from school. The structure of the ATW Program needs to be re-evaluated in the following areas:

- o It should not allow for a youngster to avoid or decrease his/her involvement with the educational programming. It may be more valuable to continue to require youth to go to school but limit their movement in the school area by providing all of their classes in a special ATW classroom;
- o ATW youth should not be mixed with other youngsters who are not under this disciplinary sanction; and,

- o Additional supportive services of a therapeutic nature should be provided to youngsters who are in ATW that would continue after the youngster's entry into the Mainstream Program to help them avoid replacement into ATW. This should also provide staff with additional insight and management tools to work with that specific youngster's problem.

A key to the Mainstream Program on this campus is the treatment team, its composition and the fact that it meets on a daily basis to review and discuss youngsters' cases and problems. The treatment team consists of the cottage social worker, teacher(s), and counselors/cottage parents. The frequent team meetings are useful and should serve as a model to other institutions in the division—some of which hold much more infrequent team meetings. The focus of the meetings should be and is to help youngsters receive feedback and progress in a positive manner through the treatment program. However, there is a tendency to sometimes focus on problems rather than achievements.

It was observed that youngsters are not always as involved in these meetings as they need to be (i.e., active participation by the youth and that participation actively solicited by the staff). This is basically an inservice training problem that needs to be addressed by the institution. It will also be a continuing problem that will need the attention of institution administration, because there is the natural tendency to focus on misbehaviors and for the sake of efficiency to seek only the input of staff or very little input from youth. Therefore, the social workers need additional training regarding the management of treatment team process. Treatment teams need to be continually monitored by the administration to insure quality control and their proper functioning. Additionally, if psychological staff is increased, a psychologist should be assigned to each treatment team.

At the time of the on-site visit, it was not possible to see or observe the Therapeutic Camping Program which operates at JEC. However, it was the distinct impression of the consultants from interviews that staff felt this program was indeed a valuable asset to the school and that such a program should serve as a model for other schools.

#### STRENGTHS AND WEAKNESSES OF PROGRAM

In capsuled form, the consultants made the following observations regarding the strengths and weaknesses of the Juvenile Evaluation Center.

##### Strengths:

- o Excellent educational facility and educational programming;
- o Strong community relations program;
- o Full-time volunteer coordinator and clinical chaplain;
- o Therapeutic Camping Program as perceived by staff;
- o Construction program which is ridding the campus of the old barracks and buildings and adding a new gymnasium;

- o Innovative music program;
- o Adequate cottage life staffing;
- o Cottages, cafeteria, and kitchen facilities that were extremely clean;
- o Generally good staff morale and a feeling of pride in their programming; and,
- o Improved communication among various segments of staff.

##### Weaknesses:

- o IDP Unit;
- o Low morale or feeling of non-support from administration by IDP staff;
- o Lack of a physically secure area that would allow for outdoor recreation;
- o Currently a lack of adequate indoor recreation facilities;
- o Lack of adequate numbers of psychological staff;
- o Lack of knowledge by youngsters regarding grievance procedures;
- o Limited due process available to youngsters for infractions which result in a loss of points and/or reduction in levels;
- o Need for additional training for workers leading the treatment teams;
- o High turnover of staff particularly in the cottage life area;
- o Lack of vocational programming particularly in areas and trades which are responsive to the needs of today's economy; and,
- o Lack of involvement of family with the treatment of the youngster and limited family visiting.

The above observations are not all inclusive, but represent the major strengths and weaknesses observed by the consultants during their one day visit to the facility.

##### RECOMMENDATIONS

The following recommendations are specific to the Juvenile Evaluation Center. The reader is referred to the system-wide recommendations at the end of the Division of Youth Services section.

1. The IDP Program needs to be reviewed and restructured. Specifically areas to be addressed are the length of stay, the program activities, the therapeutic support system, lack of recreation, educational programming, and consistency of the treatment approach. The facility may find that it needs to provide several kinds of programs only one of which has to be concerned with the control and custody issue. For those youngsters who are highly aggressive, a severe community threat, or a great run risk, there may have to be developed a unit which is either fenced or includes a fenced area that will provide for outdoor recreation and activities while reducing the risk of escape. However, there are other youngsters who may not fit into the Mainstream Program because of special needs unrelated to aggressiveness or run risk. For them, special programming such as a mutual agreement program, a token economy, short-term limited intervention program, expansion of the therapeutic camping program may have to be developed.
2. Vocational programming should be expanded at JEC. A study should be completed which identifies the kinds of vocational opportunities which exist for youngsters in the 32 counties served by this institution. If this is a heavily agricultural area, it may be appropriate to develop programs that emphasize trades or talents needed for that area. In terms of manufacturing, the institution may attempt to develop liaisons with companies that would identify the training and experience they need for their entry level positions. From that, vocational programs could be developed that are responsive to those needs. Additionally, some of the more sophisticated vocational programming could be provided in the evening allowing for people from the community to participate with appropriate youngsters from the institution. Similarly some youth may be more appropriately served by vocational programs offered by local schools or the Division of Vocational Rehabilitation.
3. Greenwood Cottage needs to be repainted in conjunction with a regular maintenance program.
4. Every effort should be made to provide separate living areas for youngsters on different levels of the Mainstream system. The progress of the system should not only include additional privileges but a change in environment.
5. Youth assigned to the wing should not be housed in the same living area as youngsters in the regular program.

#### STONEWALL JACKSON SCHOOL

The Stonewall Jackson School first opened on Jan. 12, 1909. Located in Concord, N.C., this school serves the 14 counties in the west central area of the state. The maximum workable population for the facility is 130 (110 males and 20 females). The absolute maximum population based on available bed space is 150 (125 males and 25 females). On the day of the on-site visit to the facility, Stonewall Jackson School was approaching the absolute maximum rate of population for the facility. There were 141 youngsters living in its five cottages (122 males and 19 females). During calendar year 1980, the average daily population for Jackson was 112 males, 19 females for a total of 131 youth (See Table #7). From this it is easy to ascertain that during the entire past year the Jackson School was operating near or above its maximum workable population level.

As of March 1, 1981, there were 121 staff employed at the Center. Since July 1, 1980, there have been 12 employees (8 males and 4 females) leave the employment of the Center for a 9.9% rate of turnover so far this fiscal year. During the previous fiscal year from July 1, 1979 through June 30, 1980, there were 46 employee separations (32 males and 14 females). If the average staff complement is 121, this would mean that for the 1980 fiscal year there was approximately a 38% staff turnover. As with other institutions, the greatest rate of turnover at the Jackson School occurs in the categories of cottage parents and counselor technicians (see Table #8). Since July 1, 1979, 16 counselor technicians and 24 cottage parents left the employment of the school.

Despite this turnover, the school also has a stable cadre of employees that have been with the Division for several years. For instance, 45.5% of the staff (55) have been with the Division for five years or more. Also, on March 1, 1981, approximately 16% of the full-time staff (19) have been with the Division for less than one year. During the initial briefing with the school's management team, it was brought to the consultant's attention that all departments within the school were understaffed. It was estimated that Jackson had roughly 35% less staff than other schools and that there was a need for about 30 additional people. If one compares the staff/student ratio of the Juvenile Evaluation Center to Stonewall Jackson School, then this observation would seem to be correct. However, the staff/student ratio of Jackson School as compared to Samarkand Manor and Dobbs School tends to be quite similar.

During the on-site visit, the consultants were able to discern a staff dissatisfaction, particularly at the line level which may be related to the issue of lack of staff. However, two other contributing issues are the low salaries for cottage life staff and the residual effects of historically poor communication patterns between cottage life and management levels. These feelings are also intensified by a perceived lack of career opportunities for these staff.

It was also apparent that even though the management briefing had emphasized the fact that there were excellent communication patterns established within the school among various disciplines and between staffing levels, that this was not the case. Communication among the management team members may be

TABLE #7

AVERAGE DAILY POPULATION  
FOR CALENDAR YEAR 1980  
STONEWALL JACKSON SCHOOL

MONTH	BOYS	GIRLS	TOTAL
January	114	22	136
February	115	21	136
March	113	18	131
April	109	17	126
May	109	21	130
June	117	18	135
July	106	17	123
August	109	18	127
September	113	17	130
October	116	16	132
November	114	17	131
December	105	21	126
Average Daily Population	112	19	131

TABLE #8

EMPLOYEE SEPARATIONS

7/1/79 - 3/1/81

STONEWALL JACKSON SCHOOL

Classification Title	RACE		SEX		Total
	White	Black	Male	Female	
Clinical Chaplain I	1		1		1
Juvenile Evaluation Counselor		1		1	1
Cottage Parent Supervisor II	2		2		2
Cottage Life Counselor Technician	5	10	9	6	15
Cottage Parent II	10	14	19	5	24
Teacher	3		2	1	3
General Utility Worker		1	1		1
Painter	5		4	1	5
Food Service Assistant II	1			1	1
Clerk IV	1			1	1
Recreation Worker		1		1	1
Maintenance Mechanic	1		1		1
Cook Supervisor	1		1		1
Cook II		1		1	1
TOTAL	30	28	40	18	58



adequate, however, communication to lower staffing levels as well as feedback from line staff continues to be problematic. This is evidenced by the consultants' conversations with line staff as well as observations of management line staff interaction during the on-site visit.

#### PHYSICAL FACILITIES

Stonewall Jackson School is the oldest DYS institution. Its first cottage was completed in 1909. The school has several old three story buildings, some of which are not in use at this time and are either being rehabilitated or scheduled for demolition. The last building to be constructed on the institutional grounds is the 45-bed Holshouser Cottage. This cottage was completed in 1974 and provides individual rooms for youngsters housed there. Currently, Holshouser Cottage houses the orientation wing, the ATW Program, and the Level IV male students. The other cottages currently in use are Cottage #17 which houses Level I males, Cottage #10 which houses Level II males, Cottage #4 which houses Level III males, and Cottage #5 which houses all levels of females. At the time of the on-site visit, the population levels for the residential cottages were:

Holshouser A-Wing Orientation	-	14 males
Holshouser B-Wing ATW Program	-	16 males
Holshouser C-Wing Level IV	-	16 males
Cottage #17	-	25 males
Cottage #10	-	23 males
Cottage #4	-	26 males
Cottage #5	-	19 females

It is self-evident when examining the older cottages now in use that the physical structure is highly inadequate in regard to the supervision needs of the youth currently housed at the Jackson facility. The three level structures are typical of older training schools where the upper level is for dormitory-style sleeping, the middle level for leisure activities and the lower level for showering and storage of clothes and personal items. The most frequent complaint received from staff concerned their inability to provide adequate supervision of children in this type of structure. Even with double coverage, there are too many rooms and too many levels to provide on-site observation of the children at all times. Therefore, it is easy for youngsters to attack one another and momentarily remain undetected.

In cottages with aggressive youngsters, the physical structure increases the vulnerability of cottage life staff to assaults by youth. This obviously increases the frustration and tension that is experienced by line staff and also contributes to low staff morale.

During the on-site visit to the institution, all cottages and buildings appeared to be well-maintained and very clean. This is particularly striking considering the age of the buildings. The cafeteria and the kitchen area which is comprised of two levels was also very orderly and very clean even during the times when meals were being served. This facility also has a separate building which houses an infirmary and the clinic. The clinical facilities are unique to North Carolina DYS institutions which generally have limited space in their medical areas. The building and funds to operate it are provided through a restricted grant. Also housed in this clinical building are the staff psychologists.

The building or area that seemed the most dilapidated at the time of the visit was the Multi-Purpose Activity Center (MPAC). This houses the recreation department and the after-school recreation areas such as the canteen, pool table and ping pong table, and weight-lifting area. The recreation department had just recently moved into that building, so they were in the process of gradually renovating and adapting it to their purposes. The grounds of the institution are very spacious. There are approximately 350 acres. The atmosphere is very much like that of a small college campus. However, the supervision of the campus is very difficult because of the expansiveness of the facility and the myriad of buildings not in use.

#### TREATMENT PROGRAM

As in all DYS facilities, the Mainstream Program forms the foundation for the treatment orientation towards youth. A unique aspect of the Jackson School program is that each cottage houses a separate level (except for the female cottage). Therefore, as a youngster progresses through the system, they physically move from one cottage to the next finally coming full circle back to Holshouser Cottage where the Level IV students are housed. The school has utilized this technique as opposed to separating youngsters by some other criteria such as age, size, or level of sophistication, because they feel that youngsters at various levels in the program have different supervision needs. This type of classification also allows for a more consistent approach to youngsters in regards to penalties, privileges, and expectations of youth at various program levels. In some ways it requires that the cottage life staff be more alert to the interactions among youth since all ages, sizes, and levels of sophistication would be represented in each cottage. On the other hand, it simplifies supervision requirements since all youth in the cottage would be eligible for the same privileges and activities and there would be no need to dilute the level of monitoring by having to have some youth remain in the cottage while those who receive greater privileges could go outside to an activity.

The girls' cottage, however, functions in a different manner. Because of the number of females that are housed in the facility, they are all placed in one cottage. At the time of the on-site visit, there were 19 girls in residence and two of these were involved in the 15-day orientation program. The orientation program for boys exists in the Holshouser Cottage. New females are transported to that cottage on a daily basis for orientation and then returned to the girls' cottage in the evening. The girls' cottage sleeping area consists of one large dormitory style room which has 20 beds. There are also two beds in a room that can be used for temporary detention

and two beds in a room that could be used for special privileges. It is the impression of some staff that the females do not relate to the level system and the point system as well as males. One of the reasons for this is the fact that there are very few females in the program and they are all housed in the same cottage.

The low number of female students is also a contributing factor to what appears to be a lack of emphasis on and programming for girls - particularly in the vocational area. For example, there is a textile program which has strong community support (from Cannon Mills) that provides training which could significantly shorten the industrial training process that a person would have to be involved in when being accepted for an entry level position in one of the local textile mills. This program is generally not open to females because of the "supervision problems" which exist in the vocational programming area. A similar situation exists with the print shop vocational program which prints all of the forms used by the Division. Interestingly, girls are even discriminated against in terms of being considered for kitchen jobs in the main cafeteria. Staff prefer male help as opposed to female help, since it is their belief that males are easier to supervise. This is apparently supported by the administration, since during the consultants' visit to the institution there were no girls observed working on the serving line or in the kitchen.

As in other facilities, the key to the Mainstream Program is the "treatment team." The team consists of the cottage life staff, social worker, and a homeroom teacher supported by auxiliary information from the areas of psychology, nursing, and recreation. The teams for each level meet twice a week. Observation of one treatment team meeting by the consultants indicated a very poorly planned and unorganized agenda and meeting strategy. It was apparent that there was great need for staff training focusing on the needs of youth as well as staff. These same observations also indicated a great staff need for training and understanding of therapeutic considerations for youngsters.

For example, staff seemed to have confused perceptions about the role of the psychiatrist and the information provided by this person. Psychiatric information was used inappropriately as back-up information to support staff in their response to a youngster's behavior and to support their delay in making appropriate decisions about the youngster's program. Similarly, analytic psychiatric descriptions of a youth's personality tend to be misused by staff in a program whose basic foundations rest on the application of behavior modification theory. It is obvious that additional training is necessary regarding the appropriate functioning of the treatment team, behavior modification programming and theory, and identification of special youth whose problems are not responded to by the Mainstream Program model. More continuous program monitoring of the treatment team process is also necessary.

Regarding behavioral control, staff complained about the lack of an IDP Unit. To compensate for this, they have developed a "Mini-ATW" Program that allows for youngsters who have behavioral problems to be housed in B Wing of the Holshouser Cottage for longer periods of time than that outlined in the ATW Program (maximum 10 days). The mini-program attempts to help youngsters gain enough points so that when they leave they will

be at Level III in the Mainstream Program. There is a consensus that if the youngster is at that level and therefore has acquired a significant number of privileges and can realize that continued appropriate behavior will bring him a return home in the near future, that this in itself will be enough to sustain and reinforce the behavior they are seeking. Youngsters in the ATW Wing continue to be involved in an educational program and attend school at the school building during the mornings. They are placed in a specific classroom and teachers rotate through that classroom rather than children rotating through classes.

In an attempt to provide additional activity and programming for the youngsters in ATW, the cottage staff have been rather innovative in developing activities. For instance, in one activity they have youngsters view the evening news and then individually report to staff about the news stories they have just heard and viewed. Interestingly, this simple exercise can have several effects such as promoting appropriate television viewing, promoting the use of focused attention, promoting analytic and recall skills, while improving one's ability to relate and communicate ideas and events to others. Through discussions with the individual youth, staff are able to clarify perceptions and help the youth see the significance of news events to himself and the community.

The Mini-ATW Program and ATW Program at Jackson School have some positives which are not evident in some of the other institutions. The continued involvement of youth in the educational program at the school is a definite plus. The building itself also has its own gymnasium which allows for active recreation. Since the program is not an IDP Unit in the traditional sense, youngsters do not tend to stay in it as long and therefore are moved back into the Mainstream Program more efficiently. Although some staff decry the loss of the IDP Unit, it is a decided advantage to the institution not to have that program.

The Orientation Program is also housed in the Holshouser Cottage. The program is designed to be completed within 15 days at which time the youth are moved to the Level I Cottage, if they are boys, or to the regular program of Cottage #5, if they are girls. In addition to the testing that is completed regarding the individual education program, the individual treatment program, etc. the orientation period is used to "try and get the youngsters on the right track." Basically staff are attempting to provide input to youth that will curb potential misconduct that could result in the youngster getting into difficulty in the program. Although a fair amount of time is involved in the assessment activities, it is also obvious that youth in the orientation program have a great deal of unstructured time which is basically used in watching television. More activities need to be developed for youngsters in the orientation wing. It is also possible for a youngster to stay longer than 15 days if they are having some difficulty in adjusting to the program.

Interestingly, the orientation cottage has its own point system. In this system, a one is an excellent score while a five represents a terrible behavioral problem. Youngsters who get 12 points during a day are eligible for up to 24 hours of room restriction. Although this point system acquaints youth with the "point concept" the structure of the program is exactly the

reverse of the Mainstream model. In that model, youth strive to get as many points as possible since the higher point levels lead to movement through the program and obtaining of privileges. In the orientation unit, higher point levels leads to room restriction and punishment. The point system in the orientation unit needs to be changed to more adequately reflect the Mainstream programming.

A cursory evaluation of student files, individual treatment plans and the individual education plans reveal no remarkable problems. Consultants did have difficulty finding individual treatment plans in the youths' master files; however, staff indicated that this is due to the fact that they were maintained in the smaller counselor files which are located in the cottages. Time was not available to examine its counselor files. It would seem appropriate; however, to have a copy of the individual treatment plan in the youth's master file as well as in the counselor files. Discussions with staff revealed a number of areas in which they felt additional training was needed.

It was revealed that the staff perceived the youngsters coming into the institution at this point in time as being more aggressive and delinquently oriented than they have had in the past. Therefore, there is a need to provide training for staff on how to deal with more assertive and aggressive youth. Additionally, this school experiences frequent runs from its campus. One hundred and twenty-nine (129) incidents of running from the school occurred in calendar year 1980 (see Table #9). The ease with which one can engage in misbehavior is certainly facilitated by the physical structure and nature of the campus. However, it is also obvious that staff need additional training and skills that would help them understand and identify transient situations in youth undergoing personal stress which would make them susceptible to running away. It was also pointed out that this facility serves three of the largest committing communities in the State. These semi-metropolitan areas and the special problems presented by youngsters committed from them require staff that can respond to these sophisticated youth as well as meet the needs of youth coming from the more rural areas.

#### STRENGTHS AND WEAKNESSES OF PROGRAM

The consultants that visited the campus of Stonewall Jackson School made the following observations concerning the strengths and weaknesses of the program.

#### Strengths:

- o The energy level and concern of top administrative officials on identifying problem areas and attempting to cope with them;
- o The apparent strong and pervasive involvement of the school with the community, as exhibited by some of their vocational programs, their use of community recreation facilities, the frequent contact of administrative staff with community organizations, support of some school programs by community businesses, and the staffing schedule which is responsive to the needs of families in which both spouses are employed (i.e., one at the mill and one at the school)

TABLE #9

#### ADMISSIONS AND RELEASES

FOR CALENDAR YEAR 1980

STONEWALL JACKSON SCHOOL

MONTHS	ADMISSIONS							RELEASES			
	New						Cond. Release Rev.	Discharge	Condi- tional Rel.	Runaways	
	Total	M	F	B	W	O				Home	School
January	12	12	0	3	9	0	2	16	4	0	11
February	10	9	1	3	6	1	0	11	7	2	10
March	8	8	0	2	6	0	1	7	9	2	12
April	12	8	4	6	6	0	2	8	5	1	4
May	17	16	1	6	11	0	6	11	8	1	3
June	8	7	1	3	5	0	2	18	9	2	10
July	10	8	2	4	6	0	5	11	1	0	18
August	12	8	4	6	6	0	3	13	6	7	9
September	18	15	3	7	10	1	7	11	3	3	13
October	12	12	0	7	5	0	5	19	19	1	9
November	11	6	5	7	4	0	2	8	6	0	23
December	9	7	2	2	4	3	2	9	4	2	7
TOTAL	139	116	23	56	78	5	37	142	81	21	129

so that there is an opportunity to have the family together on some weekends;

- o The staff of the ATW Program seemed to be attempting to be responsive to the needs of the youth in that program and are innovative in meeting these needs;
- o The Chaplain at Jackson has a strong and innovative program under way that includes peer counseling groups, weight-lifting classes, and use of community volunteers in campus activities.
- o Continued involvement of youngsters in the ATW Program in an educational program that is located in the school building;
- o A highly adequate, medical infirmary building;
- o A well-staffed and equipped kitchen; and,
- o A social work staff which is required to schedule at least one evening a week on campus as well as be available on a rotating basis during Sunday visitation.

Weaknesses:

- o The old, dilapidated nature of several of the buildings which are unused and standing empty;
- o The sprawling nature of the campus makes it very difficult to supervise and monitor;
- o The physical structure of the older cottages, requiring supervision of three levels, sleeping youngsters in a large dormitory setting with up to 25 beds in one room (with virtually no privacy for the youth and a very dangerous supervisory task for the counselors and cottage parents);
- o Psychological staff are mainly involved in assessment activities and use very few of their talents and educational skills to provide individual and/or group therapy, and training for the staff in understanding psychological problems, behavior modification techniques, and group dynamics;

- o The structure of the due process and appeal rights of youngsters charged with infractions is weak. For instance, the right to appeal notice is given to a youngster immediately after the incident is written up and youth tend to summarily reject this right to appeal;
- o Although nurses are on call 24 hours a day, seven days a week, the scheduling of the three R. N.'s seems to be focused on a very narrow time slot during Monday to Friday day shifts;
- o Lack of vocational programming for female students is resulting in no females participating in some of the vocational programs or kitchen assignments at the time of the consultant's visit;
- o Lack of security screens on the third level of the older cottages;
- o No copies of the individual treatment plan in the youth's master files;
- o Low staff morale in the cottage life area, particularly at the line level; and,
- o Lack of training for staff in dealing with more belligerent, aggressive kids. Also lack of training in operation of the treatment teams and the philosophy and implementation of the behavior modification model embodied in the Mainstream Program.

RECOMMENDATIONS

1. There is a need for increased vocational opportunities and experiences for female students. This includes being able to participate in the textile program, the printing program, and campus jobs such as the cafeteria and kitchen.
2. There should be a re-assessment of the number and type of management staff meetings to determine if there are areas of redundancy, and if in fact the proper personnel are being involved in the appropriate management meetings and if these meetings contribute or detract from the flow of communication both from line staff to administration as well as from administration to line staff. There needs to be developed among line staff a greater feeling of participation in policy and procedure development. Line staff express feelings of isolation from, and non-support by, administrative staff. It is incumbent upon middle management and administrative leadership to communicate an understanding of the problems faced by line staff, while presenting a united front regarding the policy and philosophy of the school.
3. The point system of the Orientation Program should be modified to more adequately reflect the point system of the Mainstream Program.

4. The establishment of a position for a full-time volunteer coordinator should be a priority.
5. The coverage by the three R. N.'s should be expanded to include at least one person on duty at all times when the youngsters are awake and involved in programs. This would include weekend coverage which would have the added advantage of a nurse being available during Sunday visitation to consult with families regarding medical problems and concerns for their children.
6. The consultant noted during the management briefing that there were only two black administrators included and both of them basically had management responsibility for cottage life areas. A concerted effort should be made to promote more qualified, minority personnel into the top administration of the school.
7. The use of 24 hours of isolation in the orientation unit if a youngster attains 12 or more points in one day violates the guidelines set forth in the Division Policy Manual and should be discontinued.
8. Staff training should include procedures on handling aggressive and assertive youth. Prevention Intervention Technique (PIT) training should be required of all staff.
9. A security/communication system should be installed for 3-story buildings.

#### SAMARKAND MANOR SCHOOL

The Samarkand Manor School is located in Eagle Springs on a 430 acre tract of land. The school serves a 14-county area located in the east central part of North Carolina. Samarkand first opened its doors in 1918 and therefore is the second oldest facility currently being operated by the Division of Youth Services. The institution is rated as having a maximum workable population of 155 (125 males and 30 females). During calendar year 1980, the facility operated at an average daily population of 165 (142 boys and 23 girls). Therefore, it has been operating at a point somewhat above its ideal population level. The maximum rated population based on bed space for the facility is 190 with room available for 150 males and 40 females.

Staffing for the school is provided by 153 full-time staff (as of March 1, 1981). Staffing turnover for this facility does not seem to be quite as great as it is for some of the DYS institutions. For instance, during fiscal year 1980, 34 staff left the employment of the school (or approximately a 22% rate of turnover if 153 staff is the average staffing complement). So far during fiscal '81, 19 staff have left the school for a turnover rate of about 12.5%. As with other facilities, the greatest turnover appears to be in the cottage life area. Eighteen staff that were either counselor technicians or cottage parents have left the facility since July 1, 1979. At the time of the on-site visit, there were two vacant positions for cottage parents.

In the past Samarkand has experienced a very stable staff complement. Even now, approximately 25% of the staff have been with the Division for 15 years or more. Even though the turnover rate may not be as high as some of the other DYS facilities, they have been experiencing some increase over the past year or two.

The institution is making a concerted effort to provide double coverage in the cottage life areas at all times. However, even with a full cottage life staff complement, this does not seem to be a practical reality. For instance, in Norden Cottage or Frye Cottage there may be staff coverage of one staff per wing, however, because of the physical construction of the cottage (the wings are in essence a separate unit) it is very much like having single coverage. These cottages may have a roving supervisor spending part of the time in each wing thereby giving coverage in each area by one and one-half staff members.

#### PHYSICAL FACILITIES

Samarkand Manor sits on a large expanse of land, but is rather compact in its arrangement of cottages and program facilities. Even though it is the second oldest facility currently being operated by the Division of Youth Services, a number of newer and modern buildings have been constructed in recent years. This places it in stark contrast to a facility such as the Stonewall Jackson School which still has many of its old, three-story cottages.



TABLE #10

AVERAGE DAILY POPULATION  
FOR CALENDAR YEAR 1980  
SAMARKAND MANOR

MONTH	BOYS	GIRLS	TOTAL
January	140	28	168
February	150	25	175
March	155	26	181
April	155	25	180
May	150	26	176
June	151	26	177
July	153	26	179
August	146	22	168
September	131	18	149
October	128	17	145
November	119	19	138
December	128	23	151
Average Daily Population	142	23	165

TABLE #11

EMPLOYEE SEPARATIONS

7/1/79 - 3/1/81

SAMARKAND MANOR

Classification Title	RACE		SEX		Total
	White	Black	Male	Female	
Program Services Coordinator	1			1	1
Clerk Typist III	3	2		5	5
Stock Clerk II	1			1	1
Juvenile Evaluation Counselor		1	1		1
Psychometrist					
Cottage Parent Supervisor II	1	1	1	1	2
Cottage Parent II	6	4	5	5	10
Speech & Language Pathologist I	1			1	1
Practical Nurse I		1		1	1
Psychological Assistant	1			1	1
Cottage Life Counselor Technician	3	5	5	3	8
Principal Youth Services		1	1		1
Teacher	6	2	3	5	8
Education Program Specialist	1		1		1
Educational Developmental Aide II	1			1	1
Maintenance Mechanic II	1	1	2		2
Cook II	4			4	4
Cook	1			1	1
Clerk Typist III		1		1	1
Vocational Agricultural Teacher	1		1		1
Social Worker II		1		1	1
TOTAL	32	20	20	32	52

In general, the cottages are constructed in such a manner as to be a self-contained unit each having its own kitchen and dining facilities and separate heating plant. Each cottage has several one-person rooms and a "porch area" that may have six to ten beds for youth living in a dormitory style arrangement.

At the time of the on-site visit, all of the living areas were exceptionally clean. Most appeared to be in good physical condition and well maintained. Nordan Cottage, which houses Level I male youth, did show signs of "wear" and was in poorer physical condition than its sister cottage, Frye, which houses female youth.

Gardner Hall, which houses the recreation program on its first level and the special Title XX funded "residential therapeutic program" on the second level, is the only cottage on campus which does not have an operating kitchen and dining facilities. The youth in the therapeutic program eat in Carroll Hall which houses the ATW Program. The fact that the therapeutic program is housed in this building is interesting since the program itself is designed to be a self-contained program for the emotionally disturbed with most or all activities occurring in the cottage. Yet, it is housed in the only cottage which does not have the ability to function as a self-contained unit. This building is one of the older buildings on campus. It is of frame construction and is not in as good repair as other buildings on campus. It would seem that it would be more appropriate to house the therapeutic program in another cottage area, since the building had been redesigned to accept the recreational program which is housed on the first level.

Carroll Hall, at the time of the on-site visit, was undergoing some repairs in the ATW unit. Specifically, new tile flooring was being laid. This cottage of brick construction also houses the infirmary. One of the unique aspects of this building is the fact that it is heated by under-the-floor heating and it is exceptionally hot. The heat is very difficult to control and the consultants received complaints from the youngsters who had been housed in the ATW wing about the excessive heat in the building. The infirmary comprises approximately half of the building. There are several rooms for holding youth who are sick although for the most part, if the youngster is not contagious, s/he will be temporarily housed in the infirmary during the daytime for supervision purposes and then returned back to their cottage in the evening. If a youngster requires housing full-time in the infirmary, there is a room that can be used by the nursing staff for 24 hour supervision. There are also two rooms in the infirmary that can be used for "overflow" from the ATW Unit. This seems to be an unusual arrangement. Supervision of these youth is provided by the regular staff from ATW. Because of the excessive heat in the building it does not appear to be the most healthful environment for youngsters experiencing acute illnesses.

#### TREATMENT PROGRAM

The operation of the Mainstream Program at Samarkand Manor is oriented along the lines of housing youth on separate levels in separate cottages.

Contrary to the program operation at a facility such as Stonewall Jackson School, there exists a high degree of flexibility regarding the decision whether to move a youngster from one cottage to another simply because there is a level change (this is particularly true when a youngster may lose points and drop a level). Nordan, which houses Level I males, seems to be the "purest" cottage. Therefore, the actual operation of this program occupies the middle ground of a pure cottage level system as exhibited by Stonewall Jackson School as opposed to a facility such as at the Juvenile Evaluation Center which has all levels housed in one cottage area. It could be interpreted that the Samarkand program allows for greater flexibility around individual decision-making for "some" youth.

The treatment teams at Samarkand meet daily from 2:30 through 4:00 in the afternoon. They are comprised of the social worker, teacher liaison from the school, cottage life staff, and recreation staff. (The treatment teams do not meet on Wednesday, but the time is used for large group meetings.) Based on the observation of the consultants, these treatment teams were much more organized than those observed at some of the other schools. It was observed that the treatment teams had a prepared agenda. Members attending the meeting brought with them current and appropriate information. All staff participated. All staff knew which youngsters were going to be reviewed and major issues concerning those youth. There was a concerted effort made to have the youth involved actively in the discussion, and staff handled traumatic issues with youngsters in a sensitive manner.

The functioning of the treatment teams seemed to have facilitated the level of communication between at least the cottage life staff and the social work staff. Several individuals indicated that there is no communication breakdown between these two operational levels. Social work staff are now scheduled to work at least one night per week and are on duty on a rotating basis every sixth Sunday. Occasionally they will attempt to come to the school on Saturdays in order to be able to meet with the consulting psychiatrist around special needs of specified youngsters. The social work staff is also responsible for daily visits to ATW when one of their cases is housed in that unit. This helps to assess the appropriate time for the youth to return back to the Mainstream Program as well as keep the treatment team informed of the youngster's progress.

In general, people interviewed seemed to be satisfied with the Mainstream Program concept. It seems to have facilitated communications and better relationships between at least two levels of staff, those being the social work staff and the cottage life area. There was concern that there needed to be some changes regarding the program and Level IV youth. Apparently the average length of stay for youngsters on Level IV is from four to six weeks. The youth are no longer on the point system but simply have to adhere to the code of conduct. Due to the length of stay at this level, it is fairly easy for a violation to occur that would drop a youngster from the fourth level to either the third or the second level, thereby requiring a considerable amount of time working themselves back to a pre-release status. There is currently a group studying the Mainstream Program and the level system that will be making recommendations for changes.

Another area that needs to be addressed is the appeals process for youngsters regarding infractions. A newly structured appeals process will be included in the school's revision of the Mainstream Program.

Samarkand Manor operates two types of ATW Programs. There is the regular assignment to wing as described in the Division's policy manual which allows for youngsters to be held temporarily from five to ten days. In addition to this, the school devised a long-term ATW (LATW) Program which takes the place of their former IDP Unit. In the LATW Program, the shortest period of time youngsters can work their way out is 22 days. The system is oriented like a modified point system with a maximum of 20 points being earned daily for behavior and attitude in the wing. If a youngster is transferred to the LATW Program and is on Level I, s/he needs to earn 500 points in order to be released. When they are within 100 points of release, they are returned to a regular school program on a daily basis from the unit. If a youngster comes into the LATW Program on Level II, s/he needs to earn 800 points before release. They are eligible to begin attending school on a daily basis when they are within 200 points of that amount.

The wing which houses the ATW and the LATW Programs has 13 "single" rooms (one of these rooms has three beds in it). It, too, has a porch area which has 12 beds on it. At the time of the on-site visit, there were four youngsters sleeping in the porch area. Both girls and boys are housed in this program with the girls occupying rooms in the front section of the wing. The single rooms have the capability of being locked but they are apparently left open at night since there are no toilet facilities in the room. If they are locked, they must be observed on a 15-minute basis by the cottage counselor or cottage parent. Recreation for the ATW students is held in the cottage on a daily basis for one hour each day. Recreation staff are in charge of that session. At the time of the on-site visit, there were eight youngsters in the LATW Program. The longest had been there for 34 days. The maximum stay for a youngster in the LATW Program is 50 days, according to the director of that program.

Carroll Hall and the unit that houses the ATW Program is a very austere building. There is very little room for program space. Recreation must take place in the dining room area. It is a confining building that offers very little opportunity for movement by the students. There do not appear to be many programmed activities with the exception of the recreation period and school, during the morning, provided by a teacher assigned to the unit.

It is the consultants' observation that this would be a very difficult unit to supervise considering the frustration youth must experience because of lack of programming, limited movement, and austere surroundings. For the evening shift this is further complicated by the fact that you have youngsters sleeping dormitory-style on the "porch" in addition to those housed in the single rooms. This is not good practice particularly since these are, theoretically, the more aggressive, difficult-to-handle youngsters in the institution.

Psychological services for the school are provided by one psychologist who is on the staff full-time. The majority of this person's time is involved

in the assessment process and since there is only one individual doing the psychological testing, this can cause a slow-down in movement of youngsters out of orientation if there is a sudden influx of new admissions. Intake into this school seems to average seven or eight youngsters every other week. During calendar year 1980, there were 200 new admissions and 35 revocations of conditional release youngsters. (See Table #12.) This is too much work for one psychologist. Two years ago, there were three psychologists on staff, two of them full-time and one working three days a week.

The facility currently has nursing coverage from 7:00 a.m. to 10:00 p.m. five days a week and 8:00 a.m. to 4:00 p.m. coverage on the weekend. There are three full-time registered nurses and one L.P.N. (who is currently out on maternity leave). This type of nursing coverage is preferable for the Division. It allows the nurses to personally dispense all medication. In addition, one of the nurses is on call at all times.

There is a doctor on contract that provides all physical examinations. This person comes to the institution on Tuesday mornings and at the same time sees those youth having physical complaints or acute illnesses. There are three other contracted doctors who are utilized for care of youngsters experiencing acute illnesses. Like other facilities in DYS, there is no dentist for the school. Dental services are on a contractual basis. Initial screening of needed dental work is done by the doctor and/or the nurse. An attempt is made to take care of major cavities or any problems that are causing a youngster pain. Interestingly, Doctor Satterfield, a DHR consultant, did a survey at the school approximately one year ago and estimated the cost of needed dental care to be \$54,000. It is obvious that many of the youth in DYS have severe and chronic dental problems that need attention. It should also be noted that the school water system is not treated with flouride as is the community water system. The nursing staff attempts to compensate for this by the administration of a flouride mouthwash upon admission to the school. A question should be raised as to the adequacy of contractual dental care to meet the youths dental needs.

Samarkand Manor has four individuals staffing its recreation program. Three of these individuals have received formal training in physical education and recreation while the fourth has four years of experience in the recreation field. The consultants were impressed with the quality of the recreation program and its organization. There is a special emphasis on off-campus activities for Level IV youngsters. There is also intramural and some community involvement for all of the youngsters on campus. A few examples of the kinds of recreational activities that they offer include Boy Scouts, Girl Scouts, Red Cross life-saving certificate program, jogging program, swimming, Nypum Program (mini-bikes) which is closely tied to the county Nypum Program, school cook-outs, dances, and social events. They also operate a special program called "Project Adventure." This program is basically a rope course which promotes cooperation and trust. It can take up to 12 students each session and there are four weeks per session that meet three days per week. The course is set up in a wooded area behind the school. Each youngster at the school has planned and organized recreation at least two hours each day. There are two recreation workers on duty on

TABLE #12

ADMISSIONS AND RELEASES

FOR CALENDAR YEAR 1980

SAMARKAND MANOR

MONTHS	ADMISSIONS							RELEASES			
	New						Cond. Release Rev.	Discharge	Condi- tional Rel.	Runaways	
	Total	M	F	B	W	O				Home	School
January	19	17	2	8	8	3	3	24	9	1	19
February	22	18	4	15	4	3	7	18	8	0	15
March	20	15	5	11	8	1	4	14	15	3	22
April	18	15	3	8	9	1	3	20	19	1	15
May	20	18	2	6	10	4	3	22	13	3	24
June	12	10	2	3	8	1	3	21	18	1	19
July	11	10	1	8	3	0	3	19	5	4	27
August	9	9	0	5	3	1	3	25	13	1	16
September	8	7	1	6	2	0	0	22	10	2	15
October	18	13	5	12	6	0	1	19	17	1	11
November	19	12	7	9	7	3	0	16	9	2	4
December	24	22	2	14	9	1	5	9	10	1	3
TOTAL	200	166	34	105	77	18	35	229	146	20	190

Saturdays and Sundays. The recreation department also organizes staff activities such as basketball, volleyball, and softball tournaments. This organization also includes staff/youngster cooperative and competitive activities.

Also operating on campus is a special Title XX funded program entitled the "Residential Therapeutic Program." It is a behavior modification program with a token economy that operates on a 24-hour a day basis. Individual contracts are also developed for each youth. There are five levels. The program can be completed within a minimum of six weeks but the average length of stay is from four to six months. For the past two years, the population for the program has come from all five training schools. The program was originally defined to serve emotionally disturbed kids. Emotionally disturbed is defined as a youngster that can only function in a small setting; lacking impulse control; and having very little control over his/her behavior. The initial referral to the program is through the school-based committee in order to establish exceptionality. The school files for a Title XX acceptance through individual determination. The diagnostic package is then sent to the psychiatrist for certification of emotional disturbance. The team from the program travels to the referring campus for staffing purposes. The child can be tentatively accepted but must wait for certification prior to movement. The program is self-contained except for that point in time when the youngster reaches Level III at which time the youth is involved in the regular school program for three hours per day. The psychiatrist on contract sees all the students via a group process and some students in individual sessions.

It was the consultants' observation that the greatest limitation to this particular program was the lack of follow-up when the youngster leaves the program and the lack of a structured evaluation component. This is one of the very few programs within the state that treats emotionally disturbed youth. The staff has a very good grasp on how to administer and organize a program for this population. There is a high level of empathy and concern for their youth. The program has also experienced a very stable staff complement since its inception.

The educational program at Samarkand Manor operates up to the ninth grade level. There is no high-school program and youngsters who have attained that level of achievement go into a GED Program if they are age 15.6 or over.

Approximately one-third of the teaching staff have their master's degrees. All other teachers either have or are in the process of being certified for an area of exceptionality. At the current time, the school does not have an in-school suspension program. They utilize detention to get youth out of school if they are experiencing some problem with him/her. There is no counselor for the school and they currently do not have a speech pathologist. Although the Mainstream Program seems to have improved the communication between social work staff and cottage staff, this does not seem to be the case regarding teachers. The teaching staff feel isolated and the rest of the treatment team staff feel a great lack of communication with the school. This, in turn, has bred some distrust and hostility between these groups.

Even though the school has assigned liaison teachers to the treatment teams this apparently has not adequately facilitated the communication process.

Teachers are not assigned to students in a specified cottage, therefore, they have very little contact with the cottage parents or the cottage social worker. Because of this, teachers feel that they have "little involvement in the total treatment program" for the youngster.

The consultants received the impression that the majority of teaching staff had been with the Division or the school for lengthy periods of time. As a group, they seem to be the most politically active body on campus and within the Division, and vocally negative about conditions or problems. They also were politically active with legislators regarding proposals to close the school. (The unrest among teaching staff at Samarkand was not as severe as that observed at the Dillon School.)

A strength of the school is the wide range and diversity of their vocational programs. Just a few of the programs they have operating include tailoring, sewing, upholstery, shoe shop and repair, small engine repair, brick masonry, and vocational agriculture. This range and diversity of programs are the most comprehensive in the DYS system.

#### STRENGTHS AND WEAKNESSES OF PROGRAM

##### Strengths:

- o In general, the consultants observed that the staff of the school understood the Mainstream Program as it operates at Samarkand and are able to operate in such a manner that the kids understand, participate, and feel comfortable with the program;
- o The food service operating out of each individual cottage provides for a higher quality of food preparation and presentation. In general, youngsters were satisfied with the quality and quantity of the food;
- o The Orientation Program at Samarkand Manor operates efficiently and effectively and there seems to be good communication between staff and youngsters;
- o The Recreation Program was well-organized, has a great variety of programs to offer, and is strongly involved with the treatment teams;
- o The campus buildings were well-maintained and in generally good repair. All of the facilities were exceptionally clean. For the most part youth seemed to take pride in their living quarters. The organization and layout of the campus seems appropriate for easy supervision;
- o The administration of the school is aware of the problems which exist on campus and is honest and open about these issues;
- o The Educational Program has a wide variety and diversity of vocational training programs;

- o The treatment teams, particularly the social work staff and the cottage life staff, are functioning well and the level of communication between these areas has greatly improved;
- o The hours of nursing coverage are excellent; and,
- o The Title XX Residential Therapeutic Program.

##### Weaknesses:

- o Communication between the school and the treatment teams is poor;
- o Youth often are pulled out of school for minor administrative reasons.
- o Communication between the psychiatrist and all other treatment teams with the exception of the Title XX Program, is in need of improvement;
- o Communication between the administrative staff of Samarkand and the State Division office needs improvement;
- o The whole school program seems to be isolated from the rest of the treatment program;
- o Youth in ATW do not attend school (unless they are in the long-term ATW Program and reach a certain point level);
- o There is little involvement with the families;
- o There currently is not an adequate appeal process for youth charged with infractions;
- o Heating system in Carroll Hall (and perhaps some of the other buildings);
- o Lack of a fluoride system in the water;
- o Lack of activities in the LATW and ATW Programs; and,
- o Lack of space for movement and recreation in the LATW and ATW Programs.

##### RECOMMENDATIONS

1. There needs to be greater involvement of the teachers with the treatment teams and the treatment process. Some system needs to be devised that assigns teachers to specific young people, and which insures that that teacher will be at treatment team meetings when that youngster's case is being reviewed.
2. Additional psychological staff need to be hired.
3. A review of the method and adequacy of dental services should be completed.



DOBBS SCHOOL

The Dobbs School first opened in 1944. Located in Kinston, N.C., it serves the entire eastern section of the state and receives youngsters from 40 counties. Dobbs School has a rated maximum workable population of 106 (90 males and 16 females). At the time of the on-site visit, Dobbs was housing 101 males and 13 females for a total population of 114. Although this is above their maximum workable population, it is below the average daily population of the facility for the calendar year 1980. During that year, the facility generally held 123 youth (109 males and 14 females). It is interesting to note that the figure is above the school's new absolute maximum population based on bed space, which is 122 (102 males and 20 females). (See Table #13.)

As of March 1, 1981 there were 114 staff employed at the school. Since July of 1980 there have been 11 employees leave the employment of the school for a 9.6% turnover rate this year. During fiscal year 1980, 19 employees left the facility. If the average number of staff at that time was also 114, then the turnover rate for fiscal year 1980 would be nearly 17%. This is the lowest turnover rate of all the DYS facilities. However, as with other institutions, the rate of turnover is highest for the cottage life staff. Since July 1, 1979, 17 individuals that were either Cottage Parent II's or Counselor Technicians have left the school. (See Table #14.) With the possible exception of the school, all other areas of the facility seem to be in need of additional staff particularly cottage life. Scheduling for double coverage in all the units on appropriate shifts often times is difficult particularly when there is staff leave or illness. Two days a week during the day shift the Assignment to Wing Program only has single coverage. Reed Cottage, which houses orientation and older boys, occasionally for the evening shifts shares a supervisor between the two units giving them coverage by one and one-half people.

PHYSICAL FACILITIES

With the exception of the chapel (which may be the best facility of its kind at any state institution), one receives the distinct impression when touring the school that the quality of the construction of the buildings is not on the same level as it is in some other facilities (i.e., Samarkand Manor or JEC). Certainly the cottages were very clean at the time of the on-site visit and generally well-maintained, yet there seemed to be areas in all of the dormitories that had begun to deteriorate. There was also a noticeable lack of furnishings in the cottage areas even though some of the units had recently received new upholstered wooden furniture. (As at all of the facilities, the vinyl furniture had been virtually destroyed.)

A few examples of the above include the fact that three of the hot water faucets in the orientation wing were not operating. In the left wing of the same building, the toilet paper dispensers in the bathroom area were for the most part missing. In Kelsey Cottage most of the beds were in poor shape and there was a dearth of furnishings. The girls' unit has coped with this situation by consolidating much of the finer quality furniture into their level program, so that the youngsters at Level IV live in a much more attractive and comfortable environment than those at lower levels. The girls' cottage and program also stood out from the rest of the facilities because it did not have

TABLE #13

AVERAGE DAILY POPULATION

FOR CALENDAR YEAR 1980

DOBBS SCHOOL

MONTH	BOYS	GIRLS	TOTAL
January	106	17	123
February	118	19	137
March	114	21	135
April	114	16	130
May	110	15	125
June	108	12	120
July	104	10	114
August	92	9	101
September	93	10	103
October	108	13	121
November	119	12	131
December	117	13	130
Average Daily Population	109	14	123



TABLE #14

EMPLOYEE SEPARATIONS

7/1/79 - 3/1/81

DOBBS SCHOOL

Classification Title	RACE		SEX		Total
	White	Black	Male	Female	
Clinical Chaplain	1		1		1
Clerk Typist III		4		4	4
Cottage Parent II	3	11	14		14
Cottage Life Counselor Technician		3	2	1	3
Recreation Workers	1		1		1
Trades Supervisor		1		1	1
Cook II	1			1	1
Juvenile Evaluation Counselor		1		1	1
Teacher	1			1	1
Maintenance Mechanic		1	1		1
Cook Supervisor I		2		2	2
TOTAL	7	23	19	11	30

the same austere appearance generally observed in most of the other areas.

Currently there are three larger, older buildings that are being on a limited basis either to house staff (the psychologist and the school-based committee), recreation activities, or storage. All of these facilities are very dilapidated and would require expensive rehabilitation and renovation even to satisfy the needs of their current functions, let alone make them habitable for more extensive programming. The recreation building has several small rooms which are difficult to supervise and very unattractive.

The same problem in supervision and monitoring was also noticed by the consultants in the physical layout of some of the cottages, particularly the left wing of Reed Cottage. There are two large rooms at the front of the unit that house eight youth each and then there are a series of rooms down a narrow hallway that leads to another hallway laid out in the pattern of a square with rooms off the outside of the hall and a large bathroom area in the middle. This whole area in back is basically isolated from the front and would be a very easy place for assaults to occur unobserved and a definite fire hazard for any youngsters caught in the back, if there were a fire in the central hallway leading to the area. The physical layout of that building simply is not appropriate for a training school facility. In fact the population pressures have caused the school to double up the youth in what should be utilized as single rooms. This greatly aggravates the problem.

TREATMENT PROGRAM

The Dobbs School exhibits another variety of the Mainstream Program. Youth are distributed among cottages based basically on sex and age. Youngsters who are 15 years and older are housed in the left wing of Reed Cottage. The other wing of that cottage houses the orientation youth. Youngsters who are under 14 are held in Larkins Cottage and the intermediate aged, male youth (14 to 15 1/2) are housed in Kelsey Cottage. Females and the ATW wing in Madison Cottage. Therefore, all levels of the Mainstream Program are represented in the various cottages. For example, in the left wing of Reed Cottage, at the time of the on-site visit, there were 10 youngsters at Level I, seven youngsters on Level II, seven youngsters on Level III, no youngsters on Level IV and five youth who were currently being held in the Assignment to the Wing Program.

The Mainstream Program first was implemented in Dobbs School in October, 1979. At that time the former cottage life director became the director of Unit 1 and the former social work supervisor became director of Unit 2.

As in other facilities, the Mainstream Program was designed to be a treatment team concept. At Dobbs, the treatment teams meet three times a week on Monday, Tuesday and Thursday (with group counseling occurring on Wednesday). In terms of the effect this program has had on the students, feedback from the staff indicates that it has improved the quality of the program and has allowed the child a greater participation in the development of his/her treatment.

TABLE #15

ADMISSIONS AND RELEASES  
FOR CALENDAR YEAR 1980  
DOBBS SCHOOL

MONTHS	ADMISSIONS							RELEASES			
	New						Cond. Release Rev.	Discharge	Condi- tional Rel.	Runaways	
	Total	M	F	B	W	O				Home	School
January	20	18	2	9	11	0	3	14	2	1	16
February	7	5	2	5	2	0	3	10	3	0	6
March	7	7	0	4	3	0	2	20	6	2	9
April	12	12	0	6	6	0	5	18	10	0	12
May	13	12	1	8	4	1	0	15	3	0	12
June	12	10	2	9	3	0	2	24	5	0	16
July	13	13	0	10	3	0	1	16	18	1	12
August	13	10	3	6	7	0	2	16	8	0	19
September	22	19	3	7	14	1	1	10	3	0	7
October	19	17	2	11	8	0	2	3	2	1	9
November	15	13	2	12	3	0	3	9	11	0	13
December	10	8	2	5	5	0	0	10	3	0	12
TOTAL	163	144	19	92	69	2	24	165	74	5	143

In some of the other facilities, there has been a secondary gain from this treatment team approach; that is, there has been increasing communication among various levels of staff and departments. This may not be the case at Dobbs School. Communication amongst social work staff and cottage life seems to have improved, but now there is at the cottage life level some lack of communication between units. In other words, there are two basic units on grounds and they tend to communicate and relate only to the hierarchy of those units at the line staff level. In this regards, the Dobbs School has a management orientation which is reflective of the more traditional training school practices. The pressure to follow the chain of command is very great.

Contrary to the treatment team approach, some disciplines continue to cross over unit lines. The social worker for the Madison Cottage Program is assigned to Unit 2 but also has a caseload from Unit 1 working with the younger boys. The intake social worker assigned to Reed Cottage also carries a caseload of younger boys in another cottage (this is within the same unit, however). The social work staff has maintained traditional institutional hours working 8:00 a.m. to 5:00 p.m. during the week and on a rotating basis covering Sundays during visiting hours. There continue to be clinical staff meetings of psychologists, social workers, and unit managers on a monthly basis.

Because of this more traditional approach, counseling youngsters and attending to problems requires that the youth be called out of school to see the social worker or psychologist. There is a tendency at this school and at Samarkand, more than at others, to pull youth out of the academic program for administrative or clinical reasons.

During the day of the on-site visit, there were no treatment teams scheduled to meet. Information from staff indicates that the organization of the treatment team meetings is quite good. Agendas are prepared in advance and all individuals involved know which youngsters are going to be discussed, for what reasons, and the kinds of information that they need to bring to the staffing meeting.

The academic program for Dobbs School is staffed by 21 teachers. All but four of these individuals have or will have by the end of the year a certification in some area of exceptionality. The program has two reading labs—one for non-readers and one for youth reading below their expected level of functioning—and a Math lab. Two foster grandparents are assigned to the school and there is a special capability to work with speech and hearing problems. There is a GED component and vocational programming in home economics, industrial arts, cosmetology, therapeutic agriculture, and drivers education.

Of all the DYS facilities, Dobbs School has the most narrow range of vocational programming. The treatment teams for the Mainstream Program have assigned to them a teacher from the school. At this point in time, the principal described the academic program as being adequately funded with all of their teacher positions filled. It was the consultants' observation that the program is adequate with the exception of the needs and relevancy of the vocational education courses.

Review of some individual education plans revealed that they were completed in a timely fashion and contained the appropriate information as required by the guidelines. Parental involvement in the development of the individual education plan is a problem in this facility as it is in all DYS institutions.

Psychological service at Dobbs School is very similar to that found in other facilities. There are two full-time psychologists who spend a majority (perhaps 70%) of their time involved in assessment activities. The psychiatrist for the facility is on campus three hours per week and the cases seen by him are screened by the psychologist. During the time the consultants were on ground, it was observed that the psychiatrist was spending a portion of his time writing reports as opposed to seeing youth or talking with staff. Staff frequently voiced the opinion that they never have an opportunity to meet with the psychiatrist but were only furnished his reports. It was also noted that the psychiatrist is reimbursed for about one and one-half hours of travel time coming to and going from the facility.

Medical services for the institution are provided by three R.N.'s who are scheduled from 7:00 a.m. to 7:00 p.m. Monday through Friday and from 7:00 a.m. to 3:00 p.m. on Saturday and Sunday. A doctor is on contract to come in and do physicals on Monday of each week for those youth who are admitted during the prior week. The medical staff at Dobbs views dental work as a high priority.

The Assignment to the Wing Program was observed as having seven youngsters in it. ATW is currently housed in Madison Cottage, has eight staff with two persons per shift with double coverage also on weekends. As mentioned previously, there are two days per week when single coverage occurs on the day shift. However, during that time in the building, there is also supportive help available because the unit supervisor's office is there as well as two social workers. Educational programming takes place in the building as does recreation provided by the recreation department for one hour each day. Meals are served in the wing.

The school does not have any variations in the Assignment to the Wing Program as was experienced in some other facilities (like the long-term Assignment to Wing Program at Samarkand Manor). The operation of ATW, however, does have some uniqueness about it since the supervisor will allow the youth to go outside of the cottage for special activities if they have demonstrated good behavior during that day. For instance, the youth may be taken to the canteen by staff, to the gymnasium if their cottage isn't involved in recreation there, or the recreational workers might be able to take the youngsters outside for their one hour of recreation rather than provide it inside. The school detention capability is also housed in the ATW wing. Like all facilities, there is a fifteen-minute required check when youth are in the locked room. If a youth is in detention during mealtime, they are served their meal in the room, otherwise ATW students eat in the dayroom. Social workers are required to visit the youth in ATW on a daily basis for counseling. This rule is strictly adhered to. Both girls and boys are housed in the ATW Unit. At the time of the on-site visit, one youngster who was on ATW status was not housed in Madison Cottage but was being held in the orientation wing. This is due to the fact that the infraction involved two students, one male and one female, and to separate them the male student was being held in the ATW

Unit and the female student in orientation.

This is an inappropriate use of the orientation area which is designed to introduce youth to the Mainstream Program and insure their positive understanding of the rules, regulations, and program aspects of the facility. The administration of the Dobbs School has had to make many compromises of the therapeutic program because of the structure of the facility and the lack of staff. The placing of the ATW student in the orientation is one example of this. However, that happens frequently to the orientation program.

Other examples include the fact that from October 3, 1980 until March 2, 1981, the orientation program only operated until 4:00 in the afternoon. At that time, the youngsters were transferred to the left wing of Reed Cottage and mixed in with the older boys housed in that area. This was necessary since there was a lack of cottage life staff to provide supervision for both areas. Currently, the orientation program operates until 9:00 p.m., at which time they transfer the orientation students to the other wing to sleep.

The consultants also observed that a female foster grandparent had been assigned to the orientation wing because there were female students in orientation and no female cottage parent or counselor technician to provide supervision. This is an inappropriate use of foster grandparents—a program which is emphasized by this institution and which should be utilized more by the Division.

The recreation department for Dobbs School consists of three recreation workers. There is a large recreation building (Leonard Cottage) which houses their offices, the canteen, and indoor recreation areas. In general, this building is very old, and inadequate to meet the needs and purposes of the recreation program.

Recreation is provided to all cottages for at least one hour per day as well as on-site at the ATW Program and the orientation unit. Each day, except Wednesday and Sunday, two cottages are scheduled for an hour of recreation in Leonard Cottage and two for an hour of recreation in the gymnasium (operating simultaneously). On Wednesday evening, there is mid-week Vespers conducted by the Chaplain and on Sunday recreation activities are supervised by cottage life staff. It is apparent, however, that cottage life staff have to be very much involved in the supervision of children during the recreational periods for usually there is only one recreation worker available in any area.

The recreation program needs to be expanded. The addition of another recreation staff member would help, but there should also be an attempt to utilize to a greater degree community volunteers. The recreation department also operates a Boy Scout troop, Girl Scout troop, and the Nypum Program that is found in all DYS facilities.

Observations made by the consultants in other areas include the fact that the food service and quality of the food on the day of the visit seemed to be excellent. The kitchen and dining areas were extremely clean. An

observation of the master files and the counselor files indicated that they were very well kept with all of the individual treatment plans and individual education plans included and up-to-date progress notes. They were perhaps the best that have been observed in the Division.

#### STRENGTHS AND WEAKNESSES OF PROGRAM

In capsulized form, the consultants made the following observations regarding the strengths and weaknesses of the Dobbs School.

##### Strengths:

- o Master files and counselor files are well-organized and the appropriate materials present;
- o The cottages are clean and in general good repair;
- o The best chapel in the DYS system and a full-time Chaplain who is involved with the treatment program;
- o Top management team plans for and accomplishes a good communication process at their level;
- o A Dobbs Foundation has been established to help fund and create extracurricular activities for the school in the community;
- o Local media has become interested in the school and publishes one to two articles of a positive nature per month about the facility;
- o For the past two years, the institution has held an annual planning meeting involving numerous staff on a two-day retreat to set goals and objectives for the upcoming year for the school;
- o Long-term staff has given the school its stability. They seem to have a lower turnover rate than other facilities;
- o Morale of staff has and is becoming more positive; and,

##### Weaknesses:

- o Hours for social workers follow traditional institutional norms;

- o It is too easy for youngsters to be removed from the academic setting for counseling purposes;
- o There is a lack of training for cottage life staff in group process and dynamics;
- o Vocational programs are lacking and too narrow in scope;
- o The hours of the psychiatrist are not supervised adequately nor are they integrated to meet the needs of the staff and kids;
- o There is a general lack of staff for coverage in the cottage life area;
- o There is a lack of psychologists;
- o There is a lack of social work staff;
- o There is an absence of an appeal process;
- o Selection of student council members does not include any input from students;
- o With a large cadre of long-term staff, there is minimal innovation and vitality apparent;
- o Physical layout of some of the cottage areas create hazards in regards to supervision and fires;
- o There seems to be a historical under-funding of the facility in all areas--staffing, capital improvements, and commodities; and,
- o Activities after school and in the cottages are lacking.

##### RECOMMENDATIONS

1. The recreation program needs to be expanded by the addition of at least one more staff member and re-evaluated in regards to structure and organization so that all cottages can participate every night in both gym and recreation center activities, and so the recreation staff can be more involved in the treatment teams.
2. A dedicated effort should be made to increase the numbers of staff in at least cottage life and social work areas.
3. Students should be involved in the selection of student council members.
4. A review should be made of all of the "management meetings" which are currently scheduled to determine, (1) if there are areas of

redundancy, (2) if this is the best utilization of staff time, (3) if these meetings are adequately facilitating communication between and among the various levels of staff and soliciting input for the decision making from lower levels of staff.

5. The psychiatrist should be required to utilize time on campus for seeing youth and/or meeting with staff around treatment issues.
6. A concerted effort should be made to recruit qualified, white administrative personnel so that the top administrative structure more adequately reflects a racial balance with the population of the school.
7. As an integral part of the treatment program, the education component should be stressed and, therefore, youngsters should not be called out of classes or essential academic activities for routine counseling sessions, errands, etc. Staggering of the hours for social workers and psychologists should help alleviate some of this. There is also no reason why some educational activities cannot occur in the evening particularly vocational programming, some remedial courses, GED preparation, etc. These courses could even be opened to the public. This would provide a service to the community, increase community relations, keep the youngsters in touch with the mainstream of the outside world, and because of the contact with the institution promote a better understanding among community people about the institution, its programs, youth, and functions.

#### C. A. DILLON SCHOOL

The C. A. Dillon School opened in 1968. It is a unique facility among the DYS schools for it serves the entire state and it is the only school with a security fence. For the most part, the school accepts referrals from other facilities in the system. Therefore, they receive the youth who are having difficulty adjusting in the other schools. Occasionally (but very infrequently) a direct referral may come from the court.

The maximum workable population for the facility is 90 (65 males and 25 females). The absolute maximum population based on available bed space is 108 (75 males and 33 females). At the time of the on-site visit, C. A. Dillon School had 62 boys and 17 girls in residence and was therefore operating well within their maximum workable population level. This was also true for all of calendar year 1980 during which time the average daily population was 79; 64 boys and 15 girls (see Table #16).

As of March 1, 1981 there were 92 full-time, state employed staff at the Center. The facility actually has 113 positions of which approximately 104 were filled on the day of the on-site visit. Since July 1, 1980, there have been 17 employees (7 males and 10 females) leave the employment of the Center for an 18% rate of turnover so far this year.

During the previous fiscal year from July 1, 1979 through June 30, 1980, there were 29 staff (15 males and 14 females) separations. This represents an almost 32% rate of turnover. As with other institutions, the greatest rate of turnover at the C. A. Dillon School occurs in the categories of cottage parents and counselor technicians (See Table #17). Since July 1, 1979, there have been 14 cottage life counselor technicians and 11 cottage parents leave the employment of the school. This is an excessive rate of turnover even if one includes in a comparison the total staff complement (state funded positions as well as special grant funded positions).

For cottage life, low pay rates contribute to the turnover, but it is also apparent that low staff morale in this facility contributes significantly. There is a pervasive feeling that they are understaffed and certainly this is the case in the cottage life area (which is exacerbated by the school having several positions allocated to it that are yet to be filled.) The staff also feel they receive the toughest, most difficult kids in the system and that the facilities are inadequate to handle these youngsters.

The youngsters coming to C. A. Dillon School may be the toughest in the system; however, the system has a large number of minor offenders which probably do not need a structured institutional program. The nature of the physical layout of the campus, the short fence, the hills and trees do make supervision and surveillance difficult (other weaknesses will be pointed out later in the report), but it is also clear that the central administration of the Division of Youth Services is "sensitive" to the needs of the facility.

TABLE #16

AVERAGE DAILY POPULATION  
FOR CALENDAR YEAR 1980  
C. A. DILLON

MONTH	BOYS	GIRLS	TOTAL
January	67	16	83
February	70	19	89
March	65	20	85
April	68	19	87
May	63	16	79
June	62	15	77
July	58	14	72
August	54	15	69
September	64	13	77
October	67	13	80
November	66	13	79
December	65	13	78
Average Daily Population	64	15	79

TABLE #17

EMPLOYEE SEPARATIONS  
7/1/79 - 3/1/81  
C. A. DILLON SCHOOL

Classification Title	RACE		SEX		Total
	White	Black	Male	Female	
Training School Director	1		1		1
Psychologist II	1		1		1
Accounting Clerk III	1			1	1
Juvenile Evaluation Counselor	1			1	1
Youth Development Cottage Life Director	1		1		1
Cottage Parent Supervisor II		2	1	1	2
Cottage Life Counselor Technician	6	8	4	10	14
Cottage Parent II	4	7	9	2	11
Teacher	1	3	2	2	4
Cook Supervisor I		1		1	1
Food Service Assistant II		3	2	1	3
Clerk Typist IV	1			1	1
Juvenile Evaluation Counselor	1			1	1
Educational Specialist	1			1	1
Principal Youth Services		1	1		1
Food Services Supervisor IV	2			2	2
TOTAL	21	25	22	24	46



For instance, there were 79 youth in residence at the time of the on-site visit which is approximately 12% below their maximum workable population. Similarly, the average daily population for 1980 is in that same range. All of the other DYS facilities are operating at or above their maximum workable population. The school also has a cadre of very experienced staff that can work with these youngsters. Fifty-two of the staff have been with the Division for over five years (approximately 58% of the staff complement). On March 1, 1981 only seven of the school's staff had been with the Division for less than one year. It is obvious that there exists an experienced staff at the Dillon School whose energies could be activated and refocused to meet the needs of the youth they are serving.

A briefing with administrative staff on the day of the on-site visit revealed that they felt there existed on campus a morale problem because of the frequent turnover and understaffing (particularly in the cottage life). There has been a request for 25 additional positions for cottage life. Also, some key administrative positions are currently vacant. There is no clinical director (although one was scheduled to be on board April 1, 1981) and the position of principal of the academic school was being filled by a person in an acting capacity. With such key positions not being filled, there is an obvious void in the leadership of the facility. It is the consultants' observation that this program needs direction and vitality.

#### PHYSICAL FACILITIES

The C. A. Dillon School has three main cottage life areas, A-Cottage for females, and B and D Cottages for Males. D-Cottage houses the re-education program and the developmental disabilities program called "Crossroads." The other major buildings on campus are the academic school and the administration building. In general, all of the cottages were neat, but in contrast to the other DYS facilities, they could have used a general clean-up. For instance, in the girls' cottage, several of the walls were dirty in the individual rooms. Most of the areas were in need of paint. Similar kinds of observations were made about B-Cottage and D-Cottage. The sleeping area of the re-education program was particularly austere. There was a lack of storage space and the desks that were assigned the students were in very poor shape (considering that the academic school had several desks and storage lockers in storage that were of a higher quality).

Complaints were received from many students about the problems with cockroaches. This was particularly true in the D-Cottage. Consultants personally observed cockroaches in the water fountain of B-Cottage. A general clean-up and painting is necessary for the hall areas of the academic school. There is a lack of furniture in the day room areas of the male cottages. The vinyl furniture is in very poor shape while the newer wood upholstered furniture is attractive and comfortable.

This is the only facility in DYS which is fenced. The fence, however, is quite short and easy to climb. The institutional grounds themselves contain many rolling hills and numerous trees making observation and surveillance quite difficult. There is no communication system which allows for people in isolated areas to receive assistance in case of an emergency. There are four mobile school units that are very isolated. At the time of the on-site visit, three were being used for special school labs while one was being used as an office space. Overall, the

TABLE #18

#### ADMISSIONS AND RELEASES

FOR CALENDAR YEAR 1980

C. A. DILLON

MONTHS	ADMISSIONS						RELEASES			
	New					Cond. Release Rev.	Discharge	Condi- tional Rel.	Runaways	
	Total	M	F	B	W				Home	School
January	4	3	1	3	1	2	6	4	5	5
February	0	0	0	0	0	0	4	4	0	5
March	2	2	0	2	0	0	9	2	0	10
April	3	3	0	1	2	0	3	1	0	2
May	0	0	0	0	0	0	11	7	2	1
June	1	1	0	1	0	0	10	4	0	1
July	1	1	0	0	1	0	3	4	6	0
August	2	2	0	0	2	0	11	2	3	8
September	2	2	0	2	0	0	2	0	0	8
October	0	0	0	0	0	0	3	0	0	5
November	1	1	0	0	1	0	3	1	0	7
December	0	0	0	0	0	0	4	2	0	6
TOTAL	16	15	1	9	7	2	69	31	16	58

campus is attractive, but difficult to supervise and monitor. A security force is needed that is free to patrol the campus area to provide back-up services to the school and the programs that are operational 24 hours a day, as well as monitor those program areas which are isolated.

#### TREATMENT PROGRAM

As with all the facilities in the Division of Youth Services, the C. A. Dillon School utilizes the Mainstream Program concept for its basic program model. Of the five schools observed, it is the facility least committed to that model. This is particularly true in regards to some of the secondary aspects of the model such as the emphasis on treatment teams, coordination of services, and development of individual treatment programs.

There is a lack of commitment to the treatment teams. They do not meet on a regular basis and supportive staff such as nurses, psychologists, and recreation personnel often do not or cannot attend the meetings. Because of this, the lines of communication amongst the various staff levels and staffing groups cannot be as efficient as in some other facilities. However, the placement of the social worker's office in the individual cottage has provided for a greater opportunity for interaction with cottage life staff. The program seems to mechanically follow the guidelines of the Mainstream Program, yet one does not receive the impression nor the feedback that they have "bought into it."

The main program on campus, except for the specialized treatment programs, is that provided by the academic school. At the time of the on-site visit there was a high degree of unrest among several of the teaching staff. There were numerous complaints of lack of basic supplies, materials and equipment. Some teachers felt that the textbooks supplied were of very little use because most of the books were at the junior high and high school level while many of the youngsters were at much lower levels. These frustrations, combined with the lack of permanent leadership (i.e., a principal), and serious concerns of some of the teachers for their well-being and safety, all contributed to their unrest. Many were specifically upset over the disposition of the case of a child who had attacked one of the female teachers.

This academic program has an adequate number of teachers--there are 14. In addition to this, there are two recreation workers that provide activities between 1:00 p.m. and 9:00 p.m. on weekdays and 12:00 p.m. to 5:00 p.m. on Sundays. The school program, in addition to its regular classes, has two special reading labs and a math lab. At the time of the visit, they were in need of a math lab teacher. Observations of the children in class revealed that no class had more than five youngsters (with the exception of the recreation class which had seven) and most had two or three. Among some of the vocational courses offered are woodworking, typing, home economics, and automotive repair (which is basically small engine repair and the youngsters spend much of their time working on the mini-bikes for the Nypum Program). A discussion with the teacher of the automotive class revealed that he was supposed to have seven students in his classroom during that period but two of the youngsters were involved with vocational rehabilitation, one was on a home visit and two were assigned to the wing.

A check of the youth assigned to the wing during that day revealed that 14% of the institution's population was on that status. This significantly cuts down on the number of youth attending the school program. Although youth on ATW status are to continue their educational activities, the teacher formally assigned to work in that program had to be pulled back to work in the school because of licensing and accreditation needs. For those youngsters who are on ATW, assignments are given to them from their classes and they are expected to complete them while in the wing under the supervision of the cottage life staff. This results in a haphazard continuation of their educational programming. In essence, the ATW Program is no longer punishment, but rather gives youth the ability to take a vacation from school and lay back in the wing and watch television. The ATW Program needs to be evaluated and restructured.

C. A. Dillon School does have adequate individual education programs that are completed in a timely fashion.

The school also operates two special treatment programs. The Crossroads Program works with youth with developmental disabilities. It is a three-year program that started in October, 1979. Currently, 25 youth (23 boys in D-Cottage and 2 girls in A-Cottage) are involved in the program. Five other students have returned to the community. The program tracks these students and is responsible for them for one year after leaving the institution.

There are eleven regular staff assigned to the Crossroads Program which includes a director, five training parents, a secretary, a psychologist, a clinical service social worker, a part-time social worker and a recreation worker. Students are involved in regular school during the day and intensified programming after school. The first children began entering the program in January of 1980. This is a very staff intensive program in contrast to the staffing pattern for the Mainstream Program on campus. Individual habilitation plans are developed for each youth. The plan covers a four-to six-month period of time. Each week there is a general staffing meeting and once a week there is a community meeting in the wings. D-Cottage has three wings, two of which house youngsters in the Crossroads Program and one of which houses youngsters in the Re-education Program.

The Re-education Program is very new on campus. At the time of the on-site visit, there were 16 students assigned to it. It, too, is staff intensive and this seems to have caused some jealousy and unrest among the cottage life staff. Six positions have been given to the Re-education Unit, thereby diminishing the number of cottage life positions available for the Mainstream Program (yet counselors from that area had to provide coverage for the program on the weekend). The Re-education program is now going through a phase of getting itself integrated into the C. A. Dillon School. Youngsters in the program are "testing" the staff and it will be a while before the program is fully functional. The developmental disabilities program seems to have a number of strengths including adequate staffing, involvement of students' families, greater individualized programming, frequent home visits, and the time to work cooperatively to coordinate other agencies' efforts with the youngster. Continued follow-up with the children involved in the program will determine its success. Both this program and the

Re-educational Program should be concerned about and address the problem which requires them to rely upon counseling staff assigned to the general institution for some daytime coverage and weekend supervision.

Interviews with youngsters regarding the quality of the facilities, programming and staff revealed complaints about the food, lack of recreation and "things to do," excessive heat in D-Cottage, and a general proliferation of cockroaches.

#### STRENGTHS AND WEAKNESSES OF PROGRAM

In capsulized form, the consultants made the following observations regarding the strengths and weaknesses of the C. A. Dillon School.

##### Strengths:

- o The Crossroads Program;
- o The Re-education Program potentially;
- o A full-time volunteer services coordinator;
- o Low student population;
- o Adequate numbers of teaching personnel (with the addition of a math lab teacher);
- o Cottage facilities with single occupancy rooms; and
- o A medical program which is responsive to both medical and psychiatric needs of the youth.

##### Weaknesses:

- o The reputation of being a maximum security facility when in reality the C. A. Dillon School is structurally no more than a minimum security facility;
- o Staff involvement and understanding of the Mainstream Treatment Program;
- o Vacancies in key administrative positions;
- o Low morale which is pervasive throughout the institution;
- o Many areas of the institution are in need of decoration and paint;
- o Staff have developed a defeatist attitude and tend to rely upon the perception that they are dealing with the most "aggressive and difficult kids in the system" to support their apathy;

- o Lack of supplies and materials for the academic program particularly the vocational education classes;
- o Inadequate pest control procedures;
- o Physical plant is difficult to supervise and monitor because of the hills and trees;
- o Lack of a facility security staff;
- o No comprehensive and/or limited radio/CB/emergency communication system;
- o Assignment to the Wing Program; and,
- o Lack of commitment to the treatment team concept.

#### RECOMMENDATIONS

1. There should be established a security force of counselor technicians and/or cottage parents who are not assigned to a specific cottage but can provide support, monitoring, security to the school area, general grounds, and can respond in case of an emergency. There also needs to be established regular searches (not strip search) of youth returning to the institution from an off-campus visit, job, etc.
2. There should be established some type of emergency communication system either with radios or, for, isolated areas, a buzzer system that can alert people that there is a staff person or student in trouble.
3. Physical security should be improved by heightening the fence and using a smaller mesh wire. Some similar results could be obtained by increasing the cottage life staff in a ratio more similar to that found in the special program units.
4. The treatment team approach and the individualized treatment for youth are good concepts and should be strengthened at this facility. An evaluation and examination of the typical Mainstream Program should occur to determine its appropriateness for the general population of the C. A. Dillon School. One may find that it is more appropriate to operate a series of specialized treatment programs since most have already proven that they are unable or unwilling to respond to this program model at other institutions. Individual contracts with youth, a Mutual Agreement Program, and a modification of the Mainstream point level system may respond more appropriately to the needs of these youngsters as well as provide the institution with its management controls.

5. The administration and the maintenance staff need to make a concerted effort to repaint the cottage life living areas and other areas in the institution that are subject to considerable use by students and staff.
6. A more adequate pest control procedure needs to be developed.
7. Close monitoring and observation of the special program operating on campus (Re-education and Crossroads) should be undertaken to identify techniques, procedures, processes, special areas of emphasis, etc., which work well and which could be replicated in the general program. The institution should take advantage of these programs to identify staffing patterns or techniques which could be of use to the general institution.
8. There are some very difficult to handle youth housed in the Dillon facility. These youth may require a more physically secure structure. Consideration should be to the development of a separate cottage and fenced-in area that could humanely house and contain these youngsters while providing for ample opportunity for outdoor recreation, education, and therapeutic programming.

#### ECKERD WILDERNESS EDUCATIONAL SYSTEM CAMPING PROGRAM

During the weeks of Feb. 16 and March 2, consultants from the John Howard Association visited three of the therapeutic camps operated by the Eckerd Wilderness Educational System (EWES) in North Carolina. The consultants also received volumes of materials from EWES, the Department of Human Resources, and the Governor's Advocacy Council on Children and Youth regarding the operation of the four regionally based wilderness camps.

Under an amended agreement with the Department, these camps now have to serve a minimum average daily population of client campers of 224 throughout the four camps. (Subject to the availability of referrals by the Department.) With this new contractual agreement, the camps are in the process of expanding their capacity from 50 youth per camp to 60. Each camp would include five therapy groups of ten each and one transitional classroom group of ten. As of 16 February 1981 there were 201 children housed in the four camps.

The first camp of the system to open was Camp E-Toh-Kalu. It opened on December 5, 1977, and serves a 34 county western region in North Carolina. It is located just outside of Hendersonville. The second camp to open was E-Ku-Sumee, formerly LINC Carolina Boys Camp, near Candor, serving a 17 county south central region. This facility opened on March 6, 1978. The third facility opened on January 29, 1979. Camp E-Ma-Herwu is located near the eastern coast near Newport, and serves the 33 county eastern region. The final camp to open was Camp E-Mun-Talee. This facility opened on June 4, 1979, and is located near Lowgap. It serves a 16 county area in the north central region.

The current contract for the camping program calls for the following staffing pattern that includes 27 staff:

#### Group A - Administrative

- 1 Resident Camp Director
- 1 Resident Assistant Camp Director
- 3 Family Workers
- 1 Secretary
- 1 Business Manager

#### Group B - Counselors

- 1 Educational Coordinator
- 1 Transitional Classroom Teacher
- 1 Transitional Classroom Group Counselor
- 1 Therapy Group Work Supervisor
- 2 Supernumeraries
- 10 Therapy Group Counselors

#### Group C - Support Staff

- 1 Maintenance Supervisor
- 1 Utilities Worker
- 2 Cooks

The contract calls for the camp to maintain to its best efforts a full staff complement, but in any case not exceed an 8.2% vacancy rate in any group.

To be accepted at a camp, the child must be referred by any public or private children's services professional to a screening and referral committee located in that youth's region. Each of these regional screening committees include the contract manager for the Department of Human Resources. The committees include one representative from each of the following organizations/agencies: The Administrative Office of the Courts; Youth Services; Social Services; Public Instruction; Health Services; Mental Health, Mental Retardation, and Substance Abuse Services. Therefore, there are six regionally located members for each of the screening and referral committees in addition to the Department of Human Resource's Contract Manager.

Acceptable cases screened by this committee are placed in a referral "bank" in the Department of Human Resources central office files. Upon request from a camp director, up to three referrals will be made for each vacancy. The camp director then reviews these referrals and can accept or deny any or all of them. However, the director must provide documentation for the reasons why one was selected over the others (or why none were acceptable) and make recommendations for the continued status of the remaining referrals. With the new contract, if there are not a sufficient number of referrals available on a regional waiting list, referrals can be made from another regional waiting list with a caveat that the distance from the child's home to the receiving camp cannot be greater than the distance from the child's home to his/her local regional camp.

The Therapeutic Camping Program is described as "an alternative treatment process for children who have behavioral problems and/or are in conflict with the law. The program serves children with behavior problems who may be unusually aggressive and cannot function in a normal community, school, or family setting. The Therapeutic Camping Program is an alternative to specially designed community or institutional programs." (From Department of Human Resources publication of December, 1980 entitled North Carolina Therapeutic Camping System.)

In capsulized form, the camping program attempts to help the camper learn to cope and survive in a primitive environment. It is a simple existence free of many of the pressures and/or distractions of the modern technology society. Youth learn personal coping skills in addition to inter-personal skills such as cooperation, trust, team spirit, etc.

Campers live in "therapeutic groups" at camp sites of a maximum of 10 campers per site. Two "counselors" live with the campers providing 24-hour a day, seven day a week supervision and guidance. Since each "counselor" receives two days off per week, there is single coverage for the group during four (and sometimes five) of the days. Usually double coverage is provided during the two days that the campers cook their own meals at the camp site.

An emphasis is placed on developing a group spirit and camaraderie. Peer pressure forms a basic foundation for the "treatment process." Also

confrontation of problems is another key process. If one of the group members is having a "problem" with attitudes, behavior, accepting responsibility, etc. the group will immediately stop what it is doing to discuss the problem and attempt to resolve it to the group's satisfaction. By constantly confronting individual problems and using the group to help an individual deal with these problems, the system hopes to bring about a change in an individual's behavior attitude, and understanding of oneself.

The system also includes a general orientation towards the "positive." Youngsters are encouraged to think about the good things that they or the group have accomplished. Problem-solving sessions and group sessions theoretically do not focus on the negatives of an individual (even though a problem may trigger a group meeting) but on that person's positive potentialities and strengths. By learning to cope with a sometimes hostile environment and developing basic survival skills, the youth should begin to feel more positive about himself. Group activities which accomplish a task such as the building of a new tent, the cooperative cooking of a meal, or an extended three to four week trek through the wilderness is intended to provide further reinforcement of an individual's adequacy and self-worth.

Education in this environment occurs in a planned but secondary fashion. For the majority of the time youngsters are in camp, they are not in a formal school setting. Basic reading, writing, and math skills are theoretically developed by having to use these processes in the everyday camping experience. In order to plan a trip or build a new tent, a child may have to read manuals describing the terrain or the types of tent structures. Meal planning for the camp site includes math, reading, and writing skills, since youngsters have to develop menus with a budget utilizing portion control and unit costs.

Near the end of a camper's stay in the program, he is transferred to a transitional school program. This separate camping site begins to re-integrate the youth into the more traditional educational system.

Another key aspect of the program is its work with and contact with the families of youth. Each child must have parents or guardians who are willing to accept him for home visits and will participate in conferences at the camp, as well as be available for counseling. Therefore, the family structure as a whole is the focal point of the treatment even though the majority of the time is spent with the particular youngster in helping him learn coping skills.

The Wilderness Camping Program in North Carolina has come under criticism on various occasions for a variety of reasons. The extensive use of peer pressure to bring about individual change, the harsh conditions under which the campers occasionally live, the extensive lengths of stay at the facility, and the exclusivity of the admission process are just a few of the concerns which have been raised since the program began in 1977. It is some of these concerns that the report attempts to address.

#### CAMPING FACILITIES

It should be noted that the consultants' expertise rests in the area of administration and programming for delinquent youth. Although camping programs have been observed by the consultants, greater expertise in



evaluating the physical appropriateness of a wilderness camping program may be found among personnel and staff of the American Camping Association.

Based on the observations of the consultants at three of the four camps, the physical facilities appear to be appropriate for a wilderness camp setting. The camping sites contain several semi-permanent tent structures which include sleeping tents, a cooking tent, a dining tent, and storage areas for equipment. The sleeping tents have wooden floors and appeared sturdy. Certainly they would be uncomfortable under harsh weather conditions and very cold in freezing temperatures, but provision had been made to keep them warmer in the winter time. Interviews with youth and staff revealed few complaints about the cold and no complaints about not having sufficient clothing or sleeping gear to keep warm. All youngsters interviewed felt that they were quite warm once they got into their sleeping bags, comforters and/or blankets.

The camp sites looked well-maintained even though it was raining during two of the on-site visits. Cleanliness of the eating utensils at the camp sites varied from extremely clean to dirty (at the camp site where dirty utensils were observed, the youth in charge of cleaning was having a "problem" about the adequacy of his completing this chore. This was addressed by a group huddle and problem session.) The facilities at the main cafeteria (Chuckwagon) were clean as were the utensils that were observed there and the storage areas for food.

The other structures on-site such as the administrative offices and the transitional school all appeared to be very adequate. The building and area that housed the storage of materials, dry food stuffs, and canned goods at Camp E-Toh-Kalu was inadequate. It was an older building that did not have adequate storage space. The roof leaked and the stored goods were near damp areas. There were piles of food stuffs, clothing, and/or materials which were to be discarded. The most adequate facility of this type was found at the E-Ma-Henwu. They could have used additional storage space, however, it was a much newer facility, extremely well-organized, very clean, and well-managed.

As mentioned above, the camps are in the process of expanding their capacity to 60 (5 therapeutic groups and 1 transitional school group). On February 13, 1981, there were 200 youngsters in the camping program. (See Table #1.)

Under the current contract, the Department pays \$31 for each camper per day. This converts into an annual cost of \$11,315 per youth. However, the program has been operating since December of 1977 and as of the middle of February, 1981 had only graduated 91 youth. The State of North Carolina has expended approximately \$6,240,000 on the program as of January 1, 1981. This translates into a cost per graduate figure in excess of \$68,500.

An examination of the actual cost per child care day reveals that the cost per day systemwide has declined each year as the camper population has increased and stabilized. The following chart indicates the cost per day and annual cost, where applicable; the slight increase for the period July-December 1980 may be attributed to inflation.

Table #1

Therapeutic Camping

Status Report

February 13, 1981

Status	E-Mun-Talee	E-Ma-Henwu	E-Ku-Sumee	E-Toh-Kalu	Total
Total in Camp	49	51	55	45	200
Therapy groups	43	45	48	43	179
Classroom	6	6	7	2	21
Total Not in Camp	88	102	194	215	599
Screening Comm.					
Disapprove	10	12	21	14	57
Dir. Disapprove	25	29	20	28	102
Before Camp					
Withdrawal	32	37	84	88	241
From Camp					
Withdrawal	9	15	27	30	81
Terminated by					
Camp	3	2	8	14	27
Graduated	9	7	34	41	91
Waiting List	1	2	7	13	23



	<u>Per Day</u>	<u>Annual</u>
FY 1977-78	\$113.36	N/A
FY 1978-79	\$ 47.15	N/A
FY 1979-80	\$ 36.62	\$13,366.30
July-December 1980	\$ 39.70	\$14,490.60

The overall daily cost per camper for the entire time the camps have been in operation is \$45.95, which translates into an annual cost of \$16,771.53.

Factors that affect the per graduate cost include the length of stay (longer lengths of stay allow for fewer youth to become involved in the program) and rate of withdrawal/termination. As can be seen from Table #1, 108 youth have withdrawn from the camp or were terminated—a figure almost 19% above the number who graduated from camp.

One would assume that as the camps operate over a longer period of time that the number of graduates would gradually pass and exceed those having withdrawn or being terminated by the camp. However, there is no camp in the system where this is the case. Even E-Toh-Kalu which has been open for almost three and one-half years, has more terminations and withdrawals than graduates.

#### STAFFING AND MANAGEMENT

Previously in the report the staffing positions were listed for the camps. There are 27 positions listed in the contract. It was the consultants' observation that individuals in administrative capacities at the various camps had been promoted through the system. Therefore, the camp director, assistant camp director, group work supervisor, and roving counselors often had several years of experience with the Eckerd Foundation and the Therapeutic Camping Program. At the E-Mun-Talee facility, the range of experience with the Therapeutic Camping Program for the top administrative staff varied from four years to seven years. On the other hand, the counselors assigned to the individual therapeutic groups had been there a much shorter period of time. For instance, at the E-Mun-Talee Camp, the range of experience extended from one month to 19 months with the program for an average term of employment of about seven months. Indeed, for this facility the group counselors had considerably less time with the program than did most of the campers. The average length of stay for the 49 campers in that camp was in excess of 10 months with a range of four days to a maximum of 20 months.

New employees receive both pre-service and in-service training. The preservice training is called Catatoga training and takes place in Florida where the individual receives a combination of classroom and experiential lessons. Usually this includes camping and trip expeditions much like a camper would be exposed to in the therapeutic program.

Upon returning to the camp the counselor continues to be involved in in-service training (post-Catatoga) usually provided by the group work supervisor, the assistant director, or director. Much of the training concerning the therapeutic process, group work skills, specific techniques to utilize when working with youth, camping skills, etc. has been developed into programmed learning packets. These form the basis for the post-Catatoga training. The training schedule is usually developed around the six week cycle of the camp. Because of the staffing complement, training is sometimes subject to re-scheduling due to staff coverage needs. At the time of the on-site visit, the post-Catatoga training for that six-week cycle at Camp E-Mun-Talee had been canceled due to the vacation of the assistant director.

The program has developed policies and procedures for the operation of the camp, personnel manuals, emergency procedures, goals and objectives for the program, minimum standards for all areas of functioning, statements of philosophy, screening and testing procedures for staff and prospective campers, training manuals and cycles, staffing requirements, record-keeping systems, all of which appeared to be very complete and detailed. Special incidents are recorded on forms and logs detailing the specifics of the incidents and their resolution. These forms are forwarded to the Department of Human Services with copies kept at the camp. Examination of these forms revealed no untoward amount of reported use of excessive force on children or abuse by a child's peers. The forms were often filled out with surprising candor and completeness, even when the employee seemed to be at fault.

#### CHILD CARE/TREATMENT/QUALITY OF PROGRAMS

As stated above, the consultants did not note an unusual amount of special incidents for a program of this type. There was no evidence that children were physically punished. Discussions with youngsters in the programs revealed no complaints about physical brutality either from staff or from other campers. The process for handling a youngster that becomes angry and out of control (i.e., fighting or destroying property) is to hold him with a minimum of force until he calms down. Group members would help with this, but it is the major responsibility of the counselor. If it were serious there is a procedure for holding the person to the ground (in spread eagle fashion), again with minimum force and only until the person becomes calm. This latter procedure seems to occur very infrequently and several youngsters could not recall it every being used.

The observations of the treatment program by the consultants and the staff of the Governor's Advocacy Council which accompanied them, were remarkably similar. Much of the time spent at the camps (with the exceptions of the initial briefing and some data gathering) were spent in the camp sites with the group counselors and children. Some of the observations follow:

- o Most of all the children were happy with the program and had very few complaints
- o All of the youngsters revealed a pride in their camp site, their individual living area, and their activity areas

- o In general, the youth were very excited about visitors, with some of them becoming almost hyperactive
- o The children most enthralled with the program seemed to be those which had been there a shorter period of time (i.e., two weeks to three months) and were still learning the vocabulary, the routine, and the basic lessons of wilderness camping
- o The academic teachers in the transitional school program exhibited an ability to involve the students in creative ways. They, too, were very dedicated in their activities.
- o The student's files were complete with up-to-date social service reports, assessments, treatment plans, and program notes.
- o The newer staff were enthusiastic about the program, as were the seasoned staff, but the newer ones were controlled and much more protective of the program.
- o The mean age of campers at entry was 12.7 years.
- o The mean age of campers at time of on-site visit was 13.7 years.
- o The program involved a major portion of time in daily "camp keeping chores" and routine activities.
- o The use of peer pressure combined with a very concrete, and structured program produced a very comfortable environment for some youth, was highly traumatic for others (particularly those with poor communication skills or anxiety prone), and was very powerful in producing conforming behavior. Yet, many counselors noted that the youth were as equally susceptible to peer influence when they went home on home visits and came back talking of drugs, alcohol, and mischievous behavior.
- o A wide divergency in the skills of the counselors existed particularly in understanding group dynamics and therapeutic group techniques. There was a definite need for training in this area. Unfortunately, less skilled counselors are not always paired up with the more skillful staff.

#### DISCUSSION OF ISSUES

The John Howard Association recommends the following issues be addressed by the State of North Carolina in relation to the Eckerd Wilderness Camping Program.

##### 1. Definition of the Target Population

The Department of Human Resources publication describes the Eckerd Wilderness Educational System Camping Program in North Carolina as "an alternative treatment process for children who have behavioral problems and/or are in conflict with the law. Therapeutic Camping

Table #2  
Age of Campers at Entry  
Six Months After Start-Up Date

AGE	CAMPS								TOTAL	
	E-Mun-Talee		E-Ma-Henwu		E-Ku-Sumee		E-Toh-Kalu		No.	%
	No.	%	No.	%	No.	%	No.	%		
9	2	4.9%	2	4.6%	1	2%	2	4.2%	7	3.9%
10	5	12.2%	3	6.8%	0	0	5	10.4%	13	7.1%
11	0	0	2	4.6%	5	10.2%	6	12.4%	13	7.1%
12	8	19.5%	9	20.4%	6	12.2%	8	16.7%	31	17%
13	13	31.7%	14	31.8%	15	30.6%	8	16.7%	50	27.5%
14	8	19.5%	10	22.7%	9	18.4%	12	25%	39	21.5%
15	4	9.8%	4	9.1%	13	26.5%	6	12.4%	27	14.8%
16	1	2.4%	0	0	0	0	1	2.1%	2	1.1%
TOTAL	41	100%	44	100%	49	100%	48	100%	182	100%
Mean	12.7		12.7		12.7		12.7			

**CONTINUED**

**1 OF 2**

Table #3  
Age  
of Campers at the  
Time of the On-Site Visit

Age	E-Mun-Talee		E-Ma-Henwu	
	No.	%	No.	%
9	0	0	2	3.8
10	4	8.2%	1	1.9%
11	0	0	5	9.3%
12	6	12.2%	9	16.7%
13	6	12.2%	9	16.7%
14	10	20.4%	11	20.4%
15	14	28.6%	7	13%
16	5	10.2%	5	9.3%
Unknown	4	8.2%	5	9.3%
Total	49	100%	54	100%

Mean 13.7

Mean 13.2

Program is an alternative to specially designed community or institutional programs."

Materials from the Eckerd Wilderness Educational System (EWES) identify the major thrust of the program as a therapeutic service for emotionally disturbed youth who might otherwise need psychological or psychiatric services. The official brochure of the Eckerd Foundation describes the program as serving children from ages 8 to 15 who have been professionally diagnosed as having emotional problems. Other support materials emphasize emotional problems and targeting the program for emotionally disturbed children. Department of Human Resources staff describe the program as designed to serve a broad range of children with behavioral problems.

The variance in these descriptions requires a clarification and delineation of the definition as to target population. The data on admissions and the consultants' observation of files and campers indicates the program is serving a broad range of children with a variety of problems. It is clear that it is not a mental health oriented program in that there are no formal psychological or psychiatric services or regular oversight by mental health staff for the State of North Carolina.

Many North Carolinians including several members of the Governor's Advocacy Council on Children and Youth thought the program was designed to serve as an alternative to training school. A historical review indicates that the program emanated out of interest of mental health professionals not correctional professionals.

A look at the source of referrals to the program as of February 13, 1981 (Table #6) reveals that about 30% of the referrals come from the courts. About one-fifth are from mental health, and a little under one-quarter are from social services. Public instruction provides 16.9% of the referrals. Nearly 65% of the referrals generated for this service are coming from areas other than those traditionally associated with the courts or law enforcement.

Table #5 lists the contacts youngsters with prior court history have had with the court. Table #7 lists the types of offenses youth are charged with when coming into the Division of Youth Services. A comparison shows that youth committed to DYS have been charged with an offense and a major portion of the remainder are only guilty of being dependent or have committed a status offense. One can quickly perceive the major difference in the types of behaviors exhibited by youth who go to camp as opposed to the training schools. While EWES serves as an alternative to other programs, it is clear that it is not an alternative to training schools for a significant number of youth.

Perhaps the program and the admission screening committees are focusing on youth who are pre-delinquent. If this is the case,

why would these youth be staying longer periods of time than their delinquent counterparts in training schools without the benefit of due process of court commitments? One would assume that there is some kind of correlation between less serious delinquent behavior and less serious personal/emotional problems.

The policy question to be decided by North Carolina officials relates to the identification of a priority youth service population in expending limited resources, particularly those as expensive as any residential care program in light of the cost and length of stay information of the EWES Program. This policy decision makes no decision as to the quality of the program but rather focusing the program on priority of target population.

## 2. Length of Stay

Table #4 identifies the length of time campers have been at the three camps viewed by the consultants. It should be noted that almost 30% of the campers at these facilities have been in the program 1 1/2 years or longer. At the E-Mah-Henwu Camp none of the students in the transitional program have been in the camp less than 20 months. For youngsters in this transitional program this length of time represents 12% to 14% of their life span. There is a concerted effort in the North Carolina Program to reduce the length of stay. A special procedure as an addendum to the contract requires that a progress report be prepared on any child not expected to leave the program within 12 months and in addition any extension beyond the 15th month must be requested in writing and have the approval prior to the expiration of the 15th month. EWES expect that 50% of the population will have been in the program seven months or less once the transition to the 15th month limitation has been completed.

The length of stay raises the following concerns:

- The voluntary nature of the commitment with lack of any due process because youth are not committed by court, should cause the length to be examined. Although comparison with the training school population average length of stay (10.1 months) is not totally valid because the populations are different, the question remains what behavior would support a length of stay of one year to 15 months without the benefit of due process given the less serious and less frequent law violations.
- There currently exists no formal criteria for release or graduation other than the internal treatment team process at the camp and the new formal procedure of review. A process of voluntary commitment that allows the contract manager, EWES staff, and referring agency to solely decide on criteria for release does not provide adequate external review.

Table #4

## Length of Stay for Campers At Time of On-Site Visits

Months	E-Mun-Talee	E-Ma-Henwu	E-Toh-Kalu	Total	
				Number	Percent
0-1	4	8	0	12	8.2%
1	0	6	3	9	6.1%
2	5	5	3	13	8.8%
3	5	0	2	7	4.8%
4	4	1	5	10	6.8%
5	2	5	3	10	6.8%
6	0	1	6	7	4.8%
7	2	1	1	4	2.7%
8	0	0	4	4	2.7%
9	0	0	2	2	1.4%
10	1	0	1	2	1.4%
11	0	0	1	1	0.7%
12	1	1	6	8	5.4%
13	2	1	0	3	2.0%
14	0	0	1	1	0.7%
15	5	0	3	8	5.4%
16	1	0	0	1	0.7%
17	3	0	0	3	2.0%
18	4	1	1	6	4.1%
19	9	2	1	12	8.2%
20	1	2	0	3	2.0%
21	0	6	0	6	4.1%
22	0	3	0	3	2.0%
23	0	4	0	4	2.7%
24	0	6	0	6	4.1%
25	0	1	1	2	1.4%
TOTAL	49	54	44	147	100.0%



Table #5

Court Contacts For  
Youth in Camp  
Six Months After Start-Up

Type of Contact	E-Mun-Talee		E-Ma-Henwu		E-Ku-Sumee		E-Toh-Kalu		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
No Prior Court History*	16	39%	16	36.4%	16	32.7%	17	35.4%	65	35.7%
Prior Court History	25	61%	28	63.6%	33	67.3%	31	64.6%	117	64.3%
Dependent/Neglect	8	12.9%	4	8%	1	1.4%	6	9.4%	19	7.7%
Status Offense	15	24.3%	8	16%	17	24.2%	20	31.2%	60	24.4%
Property Crime	22	35.5%	30	60%	42	60.0%	30	46.8%	124	50.4%
Probation Violation	4	6.4%	3	6%	4	5.7%	6	9.4%	17	6.9%
Drug Offense	-	-	-	-	-	-	1	1.6%	1	.4%
Minor Person Crime	7	1.0%	4	8%	-	-	1	1.6%	12	4.9%
Other	6	9.6%	1	2%	6	8.7%	-	-	13	5.3%
Totals	62	100%	50	100%	70	100%	64	100%	246	100%

\* Represents numbers of campers and the percentage of campers. All other figures represent contact with the court and percentage of contacts.

Table #6

Source of Referral  
December, 1977 to February 13, 1981

Agency	Ed-Mun-Talee Region	E-Ma-Henwu Region	E-Ku-Sumee Region	E-Toh-Kalu Region	Total State Number	%
Admin. Office of Courts	44	41	70	85	240	29.2%
Health Services	2	3	5	6	16	1.9%
Mental Health and Mental Retardation	32	56	46	35	169	20.6%
Public Instruction	21	24	53	41	139	16.9%
Social Services	30	23	56	87	196	23.8%
Youth Services	8	7	16	12	43	5.3%
Private Sector	1	1	10	7	19	2.3%
Total	138	155	256	273	822	100%

Table #7

New Admissions  
Division of Youth Services  
FY 1978 - 1979

Offense Type	Number	Percentage
Delinquent - Person	133	16.9%
Delinquent - Property	622	78.6%
Delinquent - Victimless	28	3.5%
Delinquent - Other	8	1.0%
Total	791	100%

- c. The availability of services to re-integrate youth back to the home may contribute to the length of stay. The EWES is to be commended for its emphasis on family work as exhibited by family workers in the community. However, it may be that the lack of adequate preparation and resources hinders the timely movement of the child back into the community. This should be explored.
- d. Terminations from the program either by a youth running away and/or the parents withdrawing the youth prior to completion of the program should be examined. Termination should not always be seen as negative. In fact, it may be that parents and/or youth realize that they may have progressed as far as possible or desirable and want to exit the program prior to formal program sanctioning of this decision. In any case, a thorough evaluation as to the reasons for terminations should be undertaken.
- e. Whether one utilizes the \$68,000 figure or the lower figure when considering cost, the cost per student is controlled to a great degree by length of stay. The Eckerd Program is not an expensive program as compared to other residential programs for a variety of reasons (e.g., physical structures, central purchasing and other factors). However, the length of stay does drive the cost per youth up considerably.

3. Educational Component

The Educational Component is an alternative educational program and is consistent with the North Carolina Department of Public Instruction's Program for handicapped children. Individual education programs are developed for each child. The camping program delivers basic educational programs through incorporation of daily program activities on-going in regular basic educational skills development.

The addition of the transitional classroom has greatly enhanced the ability to deliver quality educational services in addition to the on-going theme program and library program which expose a youngster to various educational opportunities.

The issue at hand is not in the philosophy of the educational program but the implementation given the length of stay. There are many benefits which could be accrued to campers from the transitional classroom earlier in the youngster's stay in the program. Consultants observed a lack of consistency in the implementation of the basic educational tools (i.e., menu planning, theme development, planning for trips, etc.) from camp to camp and group to group and counselor to counselor.

Twenty to twenty-five percent (20% to 25%) of a youth's academic life could be spent at camp. More formal and regular involvement in the education process is needed.

#### RECOMMENDATIONS

The John Howard Association provides the following recommendations for consideration in resolution of the issues raised.

1. The EWES Program target population should be defined so as to insure that a minimum of 50% of its youth served be as an alternative to training school. If, in fact, one of the training schools is closed, this would be a particularly helpful tool in re-integrating youth into alternative programming. More work should be conducted utilizing the screening team and the DYS community-based program people to insure that the camping program does provide this minimum 50%. While the state has a mandate to serve all troubled youth, those formally committed by the court for violation of the law should be top priority.
2. The length of stay should be examined with the following suggestions:
  - a. A mandatory six month case staffing chaired by a Department of Human Resources clinically trained staff person not involved in the contractual procedure should be held to insure that continued involvement in the camping program is warranted. The burden should be the program staff and referring agencies to document the need for continued participation. If the target population is emotionally disturbed youth, then this review should be conducted by a psychologist or psychiatrist on a more frequent basis.
  - b. The development of written criteria for program completion.
3. The educational component should be re-evaluated to insure consistent implementation of the alternative education program and formalizing some of the valuable aspects of the transition classroom earlier in the youth's stay.
4. The admissions policies and procedures for the EWES program should be studied.

**END**